

Taking pride in our communities and town

Date of issue Monday 6th July 2015

MEETING	EDUCATION AND CHILDREN'S SERVICES SCRUTINY PANEL (Councillors Abe, Bal, Brooker, Cheema, Dhillon, Matloob, Morris, Pantelic and Rana)
	<u>Education Voting Co-opted Members</u> James Welsh (Catholic Diocese of Northampton)
	<u>Education Non-Voting Co-opted Members</u> Jo Rockall (Secondary school teacher representative) Maggie Stacey (Head teacher representative) Lynda Bussley (Primary school representative)
DATE AND TIME:	TUESDAY, 14TH JULY, 2015 AT 6.30 PM
VENUE:	MEETING ROOM 3, CHALVEY COMMUNITY CENTRE, THE GREEN, CHALVEY, SLOUGH, SL1 2SP
SCRUTINY OFFICER: (for all enquiries)	DAVE GORDON
	01753 875411

NOTICE OF MEETING

You are requested to attend the above Meeting at the time and date indicated to deal with the business set out in the following agenda.

P. D. S. Bente

RUTH BAGLEY Chief Executive

AGENDA



Apologies for Absence

CONSTITUTIONAL MATTERS

1. Declaration of Interest

All Members who believe they have a Disclosable Pecuniary or other Pecuniary or non pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Section 3 paragraphs 3.25 – 3.27 of the Councillors' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 3.28 of the Code.

The Chair will ask Members to confirm that they do not have a declarable interest.

All Members making a declaration will be required to complete a Declaration of Interests at Meetings form detailing the nature of their interest.

- 2. Election of Chair
- 3. Election of Vice Chair
- 4. Minutes of the Meeting held on 15th April 2015 1 8

SCRUTINY ISSUES

5. Member Questions

(An opportunity for Committee Members to ask questions of the relevant Director/ Assistant Director, relating to pertinent, topical issues affecting their Directorate – maximum of 10 minutes allocated).

School places
 Special Educational Needs reforms
 Special Educational Needs reforms
 Teacher recruitment
 Teacher recruitment
 Children's Services- improvement update
 47 - 60

ITEMS FOR INFORMATION

- 10.Forward Work Programme61 64
- 11. Date of Next Meeting 21st October 2015



Press and Public

You are welcome to attend this meeting which is open to the press and public, as an observer. You will however be asked to leave before the Committee considers any items in the Part II agenda. Please contact the Democratic Services Officer shown above for further details.

The Council allows the filming, recording and photographing at its meetings that are open to the public. Anyone proposing to film, record or take photographs of a meeting is requested to advise the Democratic Services Officer before the start of the meeting. Filming or recording must be overt and persons filming should not move around the meeting room whilst filming nor should they obstruct proceedings or the public from viewing the meeting. The use of flash photography, additional lighting or any non hand held devices, including tripods, will not be allowed unless this has been discussed with the Democratic Services Officer.



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Education and Children's Services Scrutiny Panel – Meeting held on Wednesday, 15th April, 2015.

Present:- Councillors Bal (Chair), Abe (Vice-Chair), Brooker, Chahal, Davis, M Holledge, Malik, Matloob and Sohal

Also present under Rule 30:- Councillors Ajaib, Hussain, Mann and Strutton

Apologies for Absence:- James Welsh - Catholic Diocese of Northampton Jo Rockall – secondary school teacher representative

PART 1

46. Declaration of interest

Cllr Brooker declared his interest as a family member has used the CAMHS service in Slough. Cllr Bal declared an interest as his daughter is an employee of Slough Borough Council (SBC).

47. Minutes of the Meeting held on 11th March 2015

The minutes of the meeting held on 11th March were approved as a correct record.

48. Member Questions

No questions were submitted prior to the meeting.

49. Raising Pupil Achievement/ School Improvement Services

The report discussed by the Panel had previously been taken at a meeting of the Panel in 2014. Subsequently it had been put out for consultation with schools and received no responses. As a result, the report remained as it had been previously.

The Panel raised the following matters in discussion:

- Violent crimes within schools were not statistically commonplace. They were treated quickly and decisively when they occurred and were also covered in the Joint Strategic Needs Assessment process. Some data on racially motivated incidents and health and safety matters were recorded, but a granular analysis of violent incidents was not available.
- Academies and free schools were only covered by statutory reporting; as a result, Cambridge Education (CE) did not have the same level of access as to schools which were part of the local system. However, the fact that two thirds of these schools agreed to autumn visits did improve transparency, and all reasonable requests were adopted by

academies and free schools. Those schools operating in the Slough area also interacted with others as part of a perceived 'community of schools' on a series of vital issues (e.g. safeguarding, looked after children).

- The lack of responses to the consultation process had not been a concern, as local schools had contributed to the formation of the policy.
- Success was measured through a cycle of monitoring, challenge and improvement. The autumn visits were part of this; these lasted 2 – 3 days and examined governance arrangements, teaching and pupil outcomes. Any concerns raised in the visit would be discussed with the school.

Resolved:

- 1) That the Panel recommend that the SBC Raising Pupil Achievement Strategy and Policy be adopted by Cabinet.
- 2) That the Panel recommend that the SBC Protocol for Working with Academies and Free Schools be adopted by Cabinet.

50. Schools Exclusions

The guidance issued in 2012 had been applied across SBC (including academies and free schools). The report presented details on exclusions and related procedures, how CE intended to reduce the number of exclusions, the statistics and comparisons with local and national benchmarks and the support available for parents.

SBC and CE encouraged a culture of inclusivity. This involved a commitment to encourage (where possible) children to remain within mainstream schooling inside the SBC area; specialist schools supported this system where appropriate. As part of this schools had worked on supporting children with challenging behaviour and avoiding exclusions unless necessary.

The Panel raised the following matters in discussion:

- 12 exclusions had occurred since September 2014. When problems arose, a meeting was set up with parents and (where possible) the pupil to discuss matters. Exclusions were avoided unless necessary; however, relations between a pupil and the school could break down or serious incidents could make a student's position at an institution untenable. Alternative mainstream provision would be sought where appropriate; the formalised arrangement for managing the process involved headteachers and schools and was constructed in accordance with national guidance.
- Permanent exclusions had a major negative impact on education and future life chances, and therefore were avoided unless required. SBC had been one of the first local authorities to adopt managed moves to support pupils, but this was now standard policy across the country.
- Schools were required to adhere to statements for children with special educational needs (SEN). CE would liaise with schools on this, with

educational psychologists asked to evaluate the appropriateness of actions undertaken. If the pupil concerned was subject to a managed transfer, the School Access Officer would evaluate the case.

- Pupils who were excluded had to be placed in education within 6 days. SBC had responsibility for children who lived in the area although it may use schools outside the SBC area. The number of children placed in schools outside the borough had been reduced significantly in recent years.
- An increase in the number of school places available locally had facilitated managed moves. However parents had the ability to decline proposals; in these cases parents would be consulted in negotiations to find an alternative solution.
- Schools were responsible for deciding when an exclusion would be required. The School Access Officer would intervene as a broker at this point; academies were also part of this procedure.
- The appeals process involved parents approaching the relevant governors' body if the exclusion lasted over 15 days. The next stage would involve an independent appeal.

Resolved: that the Panel note the report.

51. Community Learning and Skills Service 2013/ 14 Self-Assessment Review

SBC had run shared services with the Royal Borough of Windsor and Maidenhead for 2 years; the report presented to the Panel was a requirement for Government funding. The first year of the arrangement had focused on the establishment of the system; the second year had seen substantially increases to the number of residents enrolling. The number of apprenticeships had also risen. However, as the first wave of graduates had moved to employment the system was now handling more people with long term employment issues. The system involved JobCentre Plus, children's centres, the youth service and the Inner City Deal Programme; the last of these was funded by the Cabinet Office and targetted at 16 - 24 year olds.

The Panel raised the following points in discussion:

- Given the presence of the trading estate, SBC was encouraging local businesses and colleges to get involved in apprenticeships. The number of apprentices taken on by SBC had risen from 12 to 20. However, SBC's ability to have a direct impact on local employers was limited.
- The adult skills budget had decreased nationally, with students taking English as a second or other language (ESOL) having to receive a proportion of it.
- The work of children's centres was highly specialised and those it sought to benefit could be subject to a wide range of issues (e.g. self esteem, parent / child relationships). As a result the work was targetted through work in small groups, as well as involving more general support on wider barriers to employment (e.g. English, maths).

- Aspire were working on a construction pathway, with apprentices to be given support with the Construction Skills Certificate Scheme (CSCS) and health and safety in the workplace to increase their employment prospects.
- Should reduced funding lead to a need to identify priorities, then employment and employability would be used to allocate spending. It was also likely that SBC would still be required to offer universal provision.
- SBC also worked with the probation service, and offered shorter programmes where appropriate. Full term apprenticeships with SBC lasted one year at present, with funding lasting one year and one day. Loans for college education were available should further study or qualifications be suitable.

Resolved:

- 1) That the Panel would receive information regarding Manor Park.
- 2) That retention data would be included in future reports on this matter.

52. Corporate Parenting Panel- Annual Report 2014

The Ofsted inspection had led to a strengthening of the Panel's role, especially in terms of scrutiny and challenge. The 'voice of the child' was central to the new strategy, which would alter the Panel's role over the period May 2014 – April 2016. The first year had centred on the embedding of the new culture, leaving SBC with a significant amount of work to complete in the second year of the strategy. Over the coming year, engagement with local youth would be a major element of their work; for example, they had previously been invited guests to Panel meetings but would now be appointed as full members.

Wider partners were also involved to cover matters such as housing, health and education. They were currently welcomed to meetings, with relationships to be strengthened during 2015 – 16. The Transformation Board was offering enhanced training for Councillors.

As a result of these initiatives, a series of measures had been taken. The children in care pledge had been revised as had the care leaver's charter, whilst the website had been redesigned and a survey of foster carers undertaken.

The Panel raised the following matters in discussion:

- Looked after children most frequently identified changes in their social worker as a problem with care. Formal complaints would be evaluated in 2015 – 16 by the Panel.
- The changes made in 2014 15 by the Panel had largely been introspective in nature. Given the improved position of the Panel it was now intended to increase the external focus of its work.

- If SBC was experiencing increased response times, then it was the role of the Panel to highlight this and challenge SBC on the causes of the trend.
- The appointment of the Chair and Vice Chair of the Panel were included in its terms of reference. Should an alternative arrangement be sought to increase the potential for constructive challenge in an apolitical context then the terms could be amended.
- To improve the quality of the information presented to the Panel, consistency in the reporting was an area for work. In addition, the frequency and areas of reporting were also being discussed.

53. Safeguarding Improvement Plan: Progress Report

The previous report had centred on an independent review by the Local Government Association (LGA). 2 reviews had been commissioned as a result of this; one into safeguarding practice and another on practice for looked after children. The latter had now been completed and its findings were largely consistent with the LGA report.

Overall there had been considerable progress; the focus had been on ensuring that the fundamental aspects of safeguarding were in place, with the recruitment strategy tailored to support this. As a result the family justice reforms were being implemented well. The quality of reports had improved and the 'voice of the child' was now being recorded more clearly. However, in future a single improvement programme covering all areas would be needed. Strategic partnerships would need to be strengthened and the consistency of practice increased. SBC had also agreed to increase funding for the Multi Agency Safeguarding Hub (MASH) and since April 2014 the care team had been co-located with Thames Valley Police. The next phase of developing partnership working would be the full inclusion of health partners.

Whilst both the number and the proportion of social work staff who were permanent members had increased in most areas, the table included in the report had seen the proportion of consultant practitioners who were permanent had decreased in March 2015. However the recruitment of 2 more permanent team members had resolved this. The focus on early help had also helped ensure effective interventions, whilst the 'Team Around You' pilot was designed to improve the consistency of care.

Simplifying partnership working arrangements and clarifying the focus of safeguarding were the subjects of ongoing reviews. Sub groups dedicated to education, health, early help and partnership would be involved in the process, whilst Deloitte were helping to create a unified single improvement plan. This would involve a single scorecard, which would be shared with members once available.

The Panel raised the following matters in discussion:

• The establishment of the new organisation for children's services would be a complex process and could distract SBC's attention. This had led

to its categorisation as a risk but was being considered at all stages, and was scheduled to be completed during the autumn term of 2015 - 16.

- Agency staff often worked across the South East and London as well as the placements they had in Slough. The selection process for agency staff was rigorous and included an interview. They were used given the shortage of qualified social workers, although a national recruitment campaign was being launched with 2 specialist providers used to source suitable staff. Also the quality of training had improved and students were being recruited through the 'Step Up' programme. In addition some temporary staff would move to permanent contracts, although others preferred to retain the flexibility of temporary work.
- A letter had been sent to the Chief Executives of the relevant NHS organisations regarding the MASH.

Resolved:

- 1) That an update on the transfer of children's services be provided at the meeting on 14th July 2015.
- 2) That the next report would provide further information regarding the length of time for which agency workers were employed.

54. Children and Adolescent Mental Health Service (CAMHS)

The provision of the service included tier 2 services (which were delivered with partners) and life long mental health. The recent national discussions regarding a parity of esteem between mental and physical health had led to a consensus that action early in life had the best long term results.

At present CAMHS was seen as a highly specialised service with limited access. There were 5 specialists dealing with case work; the new system being established was working with schools, identifying issues and geographical areas with high levels of mental health concerns. Groups of local young people at risk would also be identified, and work would be undertaken on getting the correct referrals to the service. The results of the initial trials in the Thames Valley area would be apparent by the end of summer 2015.

Schools had shown increased support and the remodelled service was being developed with service users and other local children.

The Panel raised the following points in discussion:

- A wide range of causes were diagnosed when children's and young people's mental health was researched. These included bullying, abuse, early attachment issues and a lack of accurate diagnosis. Issues relating to family break up also appeared to have a significant impact.
- Workers at different tiers have embarked on collaboration to standardise evaluation of autism amongst local children.

- The Education Early Endowment Foundation bid had been made and if successful may help funding for local services. The Care Commissioning Group was supporting SBC's aim to share tier 2 and tier 3 services.
- A backlog of specialist cases had developed, with each consultant holding 30 35 complex cases in their workload. A handful of these cases were tier 4.
- Clinical colleagues and schools were involved; the overall message was for early intervention.

Resolved: that the Panel approve Slough's commitment to the ten key actions under the mental health challenge shown in Appendix 1.

55. Forward Work Programme

Resolved:

- 1) That the agenda for 14th July 2015 include items on teacher recruitment, SEND reforms, school places (if available) and the transfer of children's services.
- 2) That the item on the 'Team Around You' pilot be deferred until October 2015.

56. Attendance Record

The attendance record was noted.

57. Date of Next Meeting - 14th July 2015

Chair

(Note: The Meeting opened at 6.30 pm and closed at 9.22 pm)

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SLOUGH BOROUGH COUNCIL

REPORT TO:	Education and Children's Services DATE: 14 th July 2015 Scrutiny Panel
CONTACT OFFICER:	Ruth Bagley (Chief Executive) Sarah Forsyth (Children's Services Partnership Lead)
(For all Enquiries)	(01753) 875657
WARD(S):	All
PORTFOLIO:	Councillor Pavitar Mann (Commissioner for Education and Children)

<u>PART I</u>

FOR COMMENT & CONSIDERATION

SCHOOL PLACES STRATEGY 2013-2022

1. Purpose of Report

To update Members on the pressures, emerging risks and progress made in delivering schools places in the borough and to raise awareness of the financial plan.

2. <u>Recommendations</u>

The Panel is requested to note:

- a) The present over supply of secondary places and the risks it presents;
- b) The projects in progress; and
- c) The approach to school places planning as set out in the report.

3. Introduction

- 3.1 The Council has a legal obligation to ensure sufficient school places for all Slough children. The key principles and approach of the strategy developed in 2013 are attached as Appendix A. In broad terms the strategy involves developing new places which will best satisfy the needs of the children and young people of the borough, to take the opportunity of free schools where they satisfy those needs and to plan for a flexible supply of expansions and new schools to match the dynamic environment of school place demand.
- 3.2 Population profiles, supply and demand are kept under regular review and in particular emerging risks are being recognised and tackled. Place planning follows the adopted strategy and in the face of fluctuating projections takes both a planned and opportunistic approach.

- 3.3 The plan period of the strategy now embraces the conclusion of long-standing agreements for school expansion pre-dating late 2013 and projections of both supply and demand have been developed to 2022. This has also enabled financial planning to be developed into the future.
- 3.4 This report seeks to bring all the elements of forecasting, place planning, free schools and council-funded projects and the financial plan together for members.

4. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

4.1 Wellbeing Priorities

Economy and Skills

The delivery of school places for Slough residents will support delivery of skills and qualifications to young people in Slough and improve their life chances. However, some uses of land may have greater value to the town's economy if used for purposes other than education.

<u>Health</u>

The delivery of well-designed schools with adequate outdoor space will provide an opportunity for young people to live active lifestyles and contribute to improved fitness and the reduction of childhood obesity and other health risks.

Regeneration and Environment

Using land to deliver school places may have regeneration value and may deliver environment improvements or damage (e.g. through increased traffic levels.) Other uses may have higher regeneration value and different environment consequences.

Housing

There is an acute shortage of developable land in the borough and a high pressure for both housing and education land. Decisions on the use of land must balance the two needs as well as other needs for community services.

4.2 Five Year Plan Outcomes

Children and young people in Slough will be healthy, resilient and have positive life chances

The delivery of sufficient school places in an appropriate mix for local children and young people will offer the opportunity for educational attainment and positive life chances.

<u>The Council's income and the value of its assets will be maximised</u> Selective use of council land, expansions on existing school land and identification of sites inside and outside the borough will ensure a balanced use of the available land and maximise community benefit. A balanced use of council grant and free school opportunities will maximise the funding available.

5. Other implications

5.1 Financial

Delivery of sufficient school places will be dependent on:

• The effective use of the Basic Needs grant and other education funding that

may be available; and

• Support for government-funded free schools where they meet the needs of the borough.

The full financial plan is set out below.

5.2 Risk Management

A full table of risks is set out as Appendix B. The key risks are:

- Shortage of sites within the borough whether for stand alone schools or annexes
- Mismatch of supply and demand and the pressures and destabilising effects on the school community. This short term risk currently is an over supply of secondary places that may in time transform into an acute shortage.
- Funding shortages in the medium to longer term. These are dealt with below.
- 5.3 <u>Human Rights Act and Other Legal Implications</u> There are no Human Rights Act implications of the proposed action.
- 5.4 Equalities Impact Assessment

An Equalities Impact Assessment has been carried out for Slough's strategic approach to school place planning; it does not suggest that any changes are required. The positive impacts identified include:

- All Slough children (including new arrivals which comprise a high percentage of BME families) obtaining a school place with a variety of admissions choices/options available.
- All new places being highly disabled accessible.
- SEN places expanding.

There may be a negative impact caused by:

- Free schools opening with selective admissions policies
- Opening non-selective places which would shrink the percentage of selective places (whether by ability or by faith, gender etc) as a percentage of the total places.

Both these negative impacts are an acceptable consequence of increasing provision and choice.

Decisions on individual projects will be supported by appropriate prior assessments where required.

5.5 Property and site issues

A shortage of suitable sites within the borough boundaries remains one of the biggest risks to delivery of sufficient places during the plan period. This risk is greatest for secondary schools because of the level of demand and scale of site required. The demand for sites for school places must also be set into the acute need for housing and needs for other facilities to serve our population.

Expansions of existing schools and bulge classes will generally use existing school land and not impact other council plans. Subject to the agreement of

individual schools, this has been a successful way of satisfying primary needs. This approach is naturally limited by the number of schools which are willing or able to expand further.

The Cabinet has previously agreed to work towards providing leases for the former Arbour Vale School and Castleview sites for new free schools. The arrangements for the former site also involve changes to the playing fields of St Joseph's Catholic High School to permit a new community sports facility to be built on the released land. The detailed agreement with the DfE is in its final stages.

A site is required for the approved Free School, SASH2. Options being considered include council land as well as identification of private sites. Expansion of some existing secondary schools has also been explored.

The SEN expansion programme includes a number of options that may require use of vacant sites.

At this stage site identification in a borough built to its boundaries remains the biggest obstacle to delivery of the strategic aim for school places for young people in Slough to the end of the plan period and forces the council to look outside its boundaries.

5.6 Carbon Emissions and Energy Costs

The expansion of school places has and will continue to increase Slough's energy consumption, a natural result of a larger population. All new buildings will comply with current building regulations which include energy efficient buildings and will meet the requirement to provide 10% of energy consumption through renewables where applicable. Where existing schools are expanding Slough will aspire to allocate funding towards improvements to the current building for items such as new boilers, windows, roofs etc.

6. Supporting information

6.1 **Previously identified pressures – December 2013**

- 6.1.1 School place predictions are based on birth rate, known pre-school children, known primary school children and an estimate of growth based on inward migration. In addition to population pressures, Slough also has high demands on particular schools from outside the borough, most notably on selective secondary schools and to a lesser extent on faith and on the girls' secondary school.
- 6.1.2 As a result, whilst Slough provides the appropriate number of secondary places o serve residents, about 25% of secondary places have typically been taken up by young people from out of borough. Consequently, the provision of places for Slough young people delivered outside our boundaries (Churchmead and Burnham Park Academy) is critical in our planning.
- 6.1.3 In a dynamic population, forecasting beyond three years remains extremely uncertain. Slough has refined forecasting models to achieve less uncertainty. Reports to members in 2013 and 2014 provided a strategic update on forecasts and planned growth and predicted that Slough would require up to 15 new forms of entry at primary level and 38 new forms of entry at secondary level by 2021/22. It was predicted that a corresponding increase in special needs placements would also be required.

6.2 New assessment of pressures – May 2015

6.2.1 The 2013/14 forecasts have proved sufficiently accurate for planning purposes and have also been used to lobby government to manage free school supply more sensitively.

Primary pressures

- 6.2.2 The scale of demand is now less than the corresponding demand for secondary places. Planning and delivery is more dynamic and requires a very flexible approach.
- 6.2.3 For 2014-15 there are 82 forms of entry available in the borough. Current forecasts suggest that demand will rise for 2 years, in 2015-16 and 2016-17, before reducing back to current levels in 2017-18. For each of the 2 interim years, up to 5 additional reception classes will be required.
- 6.2.4 The council is therefore planning for a temporary rise in demand for 2 years. As well as 5 additional forms of entry, a further 2 forms are required to replace the 2 bulge classes that opened at Foxborough and Penn Wood in 2014-15, altogether up to 7 new forms of entry may be required. There will be provided for 2015-16 by:
 - +1 Permanent form of entry at Claycots Town Hall;
 - +3 A new Free School at Langley Academy;
 - +2 Temporary 'bulge' classes at Cippenham Primary; and
 - +1 Bulge class, location still to be agreed.
- 6.2.5 Note that the second bulge class at Cippenham Primary and the extra bulge class will only open as required, and will be deferred to 2016-17 if not required at all in 2015-16.
- 6.2.6 The permanent new forms of entry created in 2015-16, will mean there are 84 permanent forms of entry available. Up to 3 additional bulge classes will be required for 2016-17. These have yet to be identified although discussions are ongoing with schools.
- 6.2.7 The fall in birth numbers in 2012-13 (the first drop since 1996), means that demand for reception places in 2017-18 should approximately match that for 2014-15. Current plans mean provision will exceed forecast demand by 2 forms of entry. When the new birth data for 2013-14 is received in August 2015, it will be possible to understand if the reduced birth data in 2012-13 was a blip or the start of a downtrend trend.
- 6.2.8 Inward migration: On average there is a net increase of over 25 pupils into every primary year group during each curriculum year. In the past, with new schools and new forms of entry opening regularly, it has been possible to manage this demand within existing projects, if birth rates continue to drop or level off then it may become necessary to open additional bulge classes in higher year groups (Years 1-6). It may become possible to use empty classes to accommodate the growth in higher years but this would only be possible if there has been a significant reduction in demand in the lower year groups freeing up some classrooms.

6.2.9 Should the demand for primary school places diminish in future years, it is anticipated that bulge classes and temporary provision can be removed before there is a threat to existing schools. The Project Board continues to seek possible expansion or new solutions to be prepared should the anticipated reduction in demand not arise.

Secondary pressures

- 6.2.10 Attached at Appendix C is a table setting out the current projection of over supply and deficit in secondary schools serving the borough. The original forecast of 38 FE for the plan period 2013-2022 remains sufficiently accurate at 37. The profile of supply versus demand is the challenge. There has been a rapid expansion of free school provision. Whilst welcoming the provision, the council lobbied to defer such openings in line with demand. This has met with some limited success.
- 6.2.11 New free schools already opened are providing approximately 17 forms of entry. The borough has typically been reliant about 6 FE provided in two non-selective schools in neighbouring authorities. Together this provision currently amounts to an over supply for Slough usage in 2015-16 of about 7FE. This has resulted in a significant lack of applications for the two out of borough schools and a modest shortfall in take up in Slough schools.
- 6.2.12 An over supply of 3FE is predicted for 2016-17 and is also likely to be concentrated in out of borough schools. This puts at risk the viability of those schools on which Slough will be reliant in the future.
- 6.2.13 Most recently in recognition of that over supply and to stabilise their pupil numbers and staffing two in-borough secondary schools are considering reducing their Planned Admission Numbers (PAN) for 2015-16. The advantage of this approach is that it will mean that any new applicants will be allocated to those schools which still have vacancies within their PAN. This will temporarily reduce the apparent over supply and these admission numbers can be reinstated in year if demand should rise.
- 6.2.14 Supply and demand reaches reasonable equilibrium in 2017-2018 on the assumption that a site is identified for SASH2 and there is partial opening in that year. It also assumes that a similar level of places currently available to Slough young people in non-selective schools outside the borough remains stable during the plan period.
- 6.2.15 In the longer term we predict a shortfall of 13 forms of entry by 2022, with a deficit of places predicted in 2018-19. 30. Currently there are plans and opportunities as follows but these largely remain.

•	Langley Grammar Expansion	1 FE	Agreed by Cabinet. Project to coincide with a rebuild as part of the Priory School Building Programme 2
•	Heatherden Hall Arts Academy	2.5 FE	Bid was not successful in the latest bidding round but a re-submission is expected
•	Expansion of existing Slough schools	4.5 FE	Agreed in principle

• Expansion of other 3.3 FE Discussions held schools

Special Education Needs (SEN) pressures

- 6.2.16 Forecasting for SEN places is based on the assumption that the current proportion of the population requiring such places will remain constant e.g. a 50% forecasted growth in the year group over a five year period, would assume a 50% rise in demand for SEN and Pupil Referral Unit (PRU) places over the same time period.
- 6.2.17 Based on the above methodology, it is predicted that an additional 269 places ill be required across mainstream schools, special schools and resourced units. The majority will be required in special schools, with over half the required need at the secondary level.
- 6.2.18 In addition to the new resourced units that have been opened in the borough, the council and new SEN School Organisation Group are exploring the options for expanding existing provision to deliver an additional 325 places in the borough based on opportunities within existing special schools to satisfy some need. SASH is also considering exploring the opportunity of a special Free School bid.

Financial planning

- 6.2.19 Slough's main source of funding for creating new school places is through Basic Needs Grant, a grant allocation for which the council bids annually on the basis of forecasted need. Since 2007-8 Slough has worked with schools to plan, prioritise and deliver an expansion programme to meet the annual demand for new places. New proposals take into account the views of headteachers and governors who have their own pressures and concerns about performance, manageability and over-development. The majority of primary schools have already expanded at least once; others are on sites that cannot expand further, are in the wrong place or are in Ofsted categories needing to improve. This situation is further complicated by the increasing number of schools becoming academies, which have increased autonomy and can decide not to expand even if requested by the Council.
- 6.2.20 The principal route to building 'new' schools is via the government's Free Schools programme. Slough has limited control over these schools; Council's are consulted for their views on new proposals but the final decision by the Department for Education on whether to approve an application may not take account of the Council's assessment of need, timing, location or type of school.
- 6.2.21 The Strategy seeks to seek opportunity from the Free Schools programme, whilst using Basic Needs for targeted expansion. As the council becomes more confident of that it has the potential resources to satisfy need, the Board is considering how the potential remaining resources can be used to enhance the other facilities, e.g. school halls, of expanded schools and how other education projects can be financed.
- 6.2.22 Appendix E shows the School Places Capital Programme 2014-20. This shows the current financial projections for completing the delivery of school places for the plan period based on the predicted needs and proposals set out above. Of the currently available £62 million, £26 million is committed to specific schemes,

with a further \pounds 30.5 million allocated provisionally, leaving an unallocated sum of \pounds 6 million.

- 6.2.23 The council will expect to attract further Basic Needs Grant and S106 in future years and will also continue to support appropriate Free School bids.
- 6.2.24 The present financial forecast shows a relatively healthy position with some current leeway for investing in projects beyond volume places.

Revenue risks

- 6.2.25 The expansion of school places presents a short term revenue risk for individual schools as the school census catches up with formula funding. The council is working with the Schools Forum to use Growth Fund within the DSG to mitigate the impact. This pot is restricted by external controls and there is a growing demand arising from the planned expansions. Funding for new SEN places is entirely controlled and there is an increasing risk that new SEN places will be under funded. Officers are working with Schools Forum to identify and mitigate this risk.
- 6.2.26 Both constraints may impact on the willingness of schools to expand and this is a key concern in negotiations for expansion.

7. Conclusion

This report updates Members on the strategy to deliver school places for all young people in the borough in the period to 2022. There are considerable obstacles and risks and some turmoil in the system. Within those limits the Board is working to a programme with the potential to fulfil need during the plan period.

8. Comments of Other Committees

The Cabinet endorsed the approach to school places planning set out in this report on 22nd June 2015.

9. Appendices Attached

- 'A' Principles of the School Places Strategy
- 'B' Risk Management
- 'C' Secondary School Places
- 'D' SEN and PRU places
- 'E' School Places Capital Programme

9. Background Papers

'1' - Agenda papers, Cabinet 22nd June 2015

Principle of the School Places Strategy

The overwhelming priority of a school places strategy is to continue to deliver high quality and improving education to the young people of the borough. In addition any strategy should recognise the high levels of child obesity and poor levels of physical activity.

The principles of the emerging strategy are to:

- Prioritise expansion or delivery of schools to deliver maximise the benefit to Slough residents
- Support expansion of selective schools only where the expansion will not add to the imbalance between selective and non-selective places
- Allow for adequate playing fields on or very easily accessible to the site
- Maximise the available sources of funding or schemes? for delivery
- Be part of a holistic plan for future developments in the borough
- Recognise that land use pressures must result in provision being made outside the borough
- Be sufficiently flexible to respond to acceleration or deceleration in demand.

The development of a new strategy has involved site identification, initial consultations with a number of relevant schools and discussions with possible promoters.

Site identification has involved:

- Locating schools as close as possible to areas with the highest projected demand
- Examining existing school sites for expansion and/or ability to accommodate entirely new schools easily accessible to the site
- Examining sites within the Council's ownership
- Identifying sites adjoining or nearby secondary schools to create annexes
- Identifying suitable sites within the borough for new primary or secondary schools. This has included considering sites previously identified for the SRP.
- Identifying sites immediately outside the borough for new secondary schools.

In considering priorities on existing school sites the emerging strategy takes account of:

- Space available and particularly playing field area remaining after proposals
- Capacity to accommodate further responsibility and change
- Realistic capacity of a school to grow. For example, sites may be able to accommodate expansions but result in over large primary schools
- Discussions with heads and governors which are in their preliminary stages On potential new sites
- Projected demand for places
- Land available by some means on or off the site for adequate playing fields
- Ownership constraints.

And on all sites existing or new:

• Land constraints such as flooding, protected status, major utilities

APPENDIX A

• Traffic management issues, although virtually any development will exacerbate current congestion

The approach is to achieve a flexible and deliverable supply. Expansion on existing sites may be easier to achieve but this has been tempered by the recognition that this may create over-large schools unless an entirely new school or distinctive annex can be accommodated. To satisfy need, a combination of new schools and expansions will be required. To ensure flexibility, early or in principle agreement on new schools should be secured in company with a series of school expansions which can be brought forward as true pupil numbers become clear.

Risk Assessment

Risk	Mitigating action	Opportunities
Legal Challenges from	Ensuring sound basis to strategy.	Delivery of a coherent, comprehensive strategy will set the context for the
government and specific interest groups to overall strategy.	New places will adhere to the School Admissions Code.	long term.
Property – A number of potential sites are in private ownership impacting on costs, timing and achievement of purchases.	Ensure a clear picture is held of sites in SBC control to manage negotiation effectively.	New schools being linked to regeneration plans for neighbourhoods.
Property – Lack of sites may mean that schools are not ready when required.	Some expansion on existing sites provisionally agreed.	
	Limited availability of sites means prioritising proposals for schools that are most likely to maximise places for Slough children.	
Challenges from landowners.	Negotiation (and possible CPO).	Use of schools on some sites may regenerate the area.
Planning challenges.	Sound holistic planning case to demonstrate that sites are best suited.	
Provisional sites not suitable.	Sound initial consideration avoiding wasted effort.	
Equalities Issues Challenges from special interest groups.	Ensure needs of all parts of community are considered and balanced in the strategy.	
	Appropriate consultation and consideration.	
Equalities Issues – Rise in demand for	Combination of expansion and new SEN specialist	Look at potential for inclusion of SEN

Risk	Mitigating action	Opportunities
SEN provision	units required.	provision within new Free
exceeds the		Schools.
availability of places	Work with schools via	
leading to possible	SEN School Organisation	
challenge and costly	Group to plan expansion	
replacements outside	of provision.	
of the borough.		
or the borough.		
Financial – Over	Basic Need funding for	Section 106 contributions
£150m will be	new places has been	where relevant.
required to fund the	confirmed to 2017-18.	
school expansion		Other external capital
programme to 2022.	Free Schools are	funding streams such as
	currently externally	the Priority School
	funded; a number are	Building Programme.
	already agreed with	Building Frogramme.
	further applications in the	Match funding bids to
	pipeline.	PSBP and other
	pipeline.	schemes.
	Appual appital hida	schemes.
	Annual capital bids submitted to DfE.	
Health and Safety	Avoiding sites which	Promoting green travel
Thealth and Galety	present high risks.	plans.
	present night risks.	plans.
Traffic risks.	Sound transport planning.	
Employment Issues		
Communications and	Effective communication	Improving understanding
community support	plan.	of the constraints under
	•	which the Council
		operates.
Community Safety		
Timetable for delivery	Forward planning. From	
 projects delivered 	approval, large projects	
later than required for	are likely to take at least	
pupils, or not	24 months to complete	
delivered as planned	and open places to pupils.	
as schools choose		
not to cooperate or	Projects need to start in	
do not have the	good time with the	
capacity to expand.	possible risk that this	
· · · · · · · · · · · · · · · · · · ·	provides some short-term	
	overprovision.	
	Work closely with schools	
	and heads' groups to	
	and neads' groups to	

Risk	Mitigating action	Opportunities
	ensure buy-in. Allocate adequate funding for projects.	
Project capacity – Insufficient capacity to deliver such a large expansion programme.	Dedicated project support in place.	
Other – Mismatch between the provision of new schools and the rising demand, due to inability to control approval and opening of new Free Schools.	Build flexibility into timetable of projects. Intensify dialogue with DfE and Education Funding Agency.	
Other – Demand may rise faster or slower than predicted.	Latest information is constantly monitored and any significant changes incorporated within the delivery programme. New projects may need to start or be delayed. Dialogue with DfE and Free School promoters regarding phased openings.	
Other – The expansion of existing schools or work on Free School proposals may affect performance and pupil outcomes.	Expansion projects to be adequately funded. Provide support for Slough schools as they expand or prepare to apply for Free Schools.	

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Long Term Secondary School Place Planning 2013 to 2022

Target surplus = 2 FE

		Approved Free Schools						
Year	Cumulative projected new places required (FE)	Khalsa Secondary Academy (assume 50% from Slough)	Ditton Park Academy	Lynch Hill Enterprise Academy	Eden Girls' School (assume 90% from Slough)	SASH2	Cumulative growth in provision	Projected deficit/ over supply (FE)
	New school PAN	120	180	180	100	180		
Sep-13	2	2						0.0
Sep-14	5		4	3			7	1.8
Sep-15	11		2	3	3		15	4.0
Sep-16	15						15	0.0
Sep-17	20					3	18	-2.0
Sep-18	27					3	21	-6.0
Sep-19	30						21	-8.8
Sep-20	32						21	-11.0
Sep-21	34						21	-12.5
Sep-22	37						21	-15.8

Neight Scho surplus plac for Sloug	Total	
Burnham Park Academy	projected deficit/ over supply (FE)	
140	140	
	1.5	1.5
0.5	2.5	4.8
0.5	2.5	7.0
0.5	2.5	3.0
0.5	2.5	1.0
0.5	2.5	-3.0
0.5	2.5	-5.8
0.5	2.5	-8.0
0.5	2.5	-9.5
0.5	2.5	-12.8

Assumptions:

1. The 5 approved Free Schools open as shown, if delayed pupils are likely to take up places outside the borough.

2. Percentages of pupils from Slough are as shown next to each school, these are estimates.

3. Khalsa is not a Slough school but absorbed 2013/14 growth.

4. Slough schools remain more popular with Slough pupils than those over the border.

5. Surplus at non-Slough schools remains unchanged over time.

6. Forecasts adjusted upwards as a Free School adjustment based on admissions data for Sep-15.

7. Lynch Hill has decided to reduce its PAN to 90 or 120 and another school is considering dropped its PAN by 20 places. These changes are temporary and will reduce the over supply in admission terms for 2015-16 and can be reversed as demand increases.

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SEN and PRU Places

Slough has recently established the Special Education Needs School Organisation Group (SEN SOG), a group comprising officers, headteachers and Cambridge Education. The group has been tasked with developing an additional needs strategy and agreeing a programme to create the increased capacity required to 2022.

Forecasts

Forecasts of demand for Special Educational Needs (SEN) places and Alternative Provision for those not in school (pupil referral units or PRUs), are primarily based on the assumption that the current proportion of the population requiring such places will remain constant. So for example, if forecasts indicate a 50% growth in a year group over 5 years, then it is assumed that the demand for SEN and PRU places for that year group will increase also by 50% over 5 years.

Place Planning to 2022

i) SEN

The table below summarises the SEN growth required from 2013 to 2022 based on the forecast methodology described above.

Place Type	Primary	Secondary	Post-16	Total
Mainstream	35	62	4	101
Resourced Units	22	27	1	50
Special School	24	83	11	117
Total places	82	172	15	269
Growth	21%	49%	21%	

Where a pupil is recorded as mainstream, this means that they have a statement of SEN and are fully integrated into mainstream schooling and do not require specialist provision for parts of the day. Although, pupils in this category may require adaptations to the building to ensure accessibility can be maintained.

In 2013 and 2014, SEN resource units were opened at Slough and Eton CE, Godolphin Infant and Godolphin Junior, Castleview and Priory Schools, Slough Centre and Baylis Court Nurseries. Despite this growth in provision there remains a pressure on places in all sectors.

ii) PRU

In consultation with SEN SOG it has been decided to explore expanding existing provision in the first instance rather than seek to open new schools. Both Slough's PRU schools are Good or Outstanding as rated by Ofsted and are best placed to understand the specific types of provision that are needed in the coming years in Slough. Haybrook College and Littledown offer both SEN and PRU places and are able to create bespoke units within their schools as required, where capital and revenue funding permit.

iii) Pipeline of Projects

The table below summarises the draft expansion programme for both SEN and PRU places. A number of these projects are still under discussion and are subject to agreement on numbers, SEN type, opening dates and budget requirements.

APPENDIX D

		2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	Totals
	Priory	10							10
Resource	Ditton Park			4	4	4	4	4	20
Unit Places	SASH2				3	3	3	6	15
FIACES	Early Years Assessment Unit		10						10
	Littledown – primary places	6	8	6	5	5			30
Special School	Littledown – secondary places		2	2	2	2	2		10
Places	Arbour Vale/ Free School			90					90
	New project/s						?		40
PRU Places	Existing school or new school		25	25	25	25			100

The recently opened resource units and those above cater almost exclusively for ASD and/or Complex Needs, areas of rising need both nationally and locally. Growth in demand for other types of need is expected to be relatively low but this will be closely monitored and existing units expanded or new units proposed where they are required.

APPENDIX E

School Places Capital Programme 2014-20 (000s)

Denotes provisional sums

		2014- 15	2015- 16	2016- 17	2017- 18	2018- 19	2019- 20	Project totals
Defense	Expansion of existing schools	£2,670	£5,443	£9,976	£2,049	£0	£0	£20,138
Primary Expansion Programme	Contribution for 3G pitch at Langley Academy		£650					£650
riogrammo	New annex and/or bulge classes		£500	£500				£1,000
Secondary Expansion	Langley Grammar expansion				£1,500	£1,500		£3,000
Programme	Expand existing schools / build new school		£500	£4,000	£3,000	£5,500	£7,500	£20,500
Additional Needs	Completing Haybrook and Littledown projects	£100						£100
(SEN)	SEN Resource Expansion	£8	£700	£317	£250	£250	£250	£1,775
Expansion Programme	Special school and PRU expansions		£600	£4,300	£2,100			£7,000
	323 High St / Haybrook College	£200						£200
Other	Early years projects	£267	£365					£632
Projects	DDA	£25	£75	£50	£50	£50	£50	£300
	Arbour Park Project - St Joseph's		£500	£500				£1,000
	Expenditure totals	£3,270	£9,333	£19,643	£8,949	£7,300	£7,800	£56,295
	carry forward (Basic Need and s106)	£31,710	£36,150	£37,956	£30,009	£21,296	£13,996	
	income (Basic Need only)	£7,710	£11,139	£11,696	£236	tbc	tbc	
	Balance	£36,150	£37,956	£30,009	£21,296	£13,996	£6,196	

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SLOUGH BOROUGH COUNCIL

REPORT TO: DATE:	Education and Children's Services Scrutiny Panel 14 th July 2015
CONTACT OFFICER:	Krutika Pau Interim DCS Nandita Sirker, Interim Head of Early Years, School Services and Special Needs
(For all Enquiries)	(01753) 787672
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PART I FOR CONSIDERATION AND COMMENT

THE IMPACT OF THE CHANGES IN LEGISLATION FOR CHILDREN AND YOUNG PEOPLE WITH SPECIAL EDUCATIONAL NEEDS AND DISABILITY

1. Purpose of Report

The purpose of this report being made to the Education and Children's Services Scrutiny Panel on the progress made by the SEND Service on the implementation of the Children and Families Act which came into force in September 2014. The Act has changed legislation related to children and young people (CYP) with special educational needs and disability (SEND) from 0 to 25 years and the report outlines the main impacts and challenges in implementing the new legislation

2. <u>Recommendation(s)/Proposed Action</u>

The Education and Children's Services Scrutiny Panel is requested to note the progress which has been made and the continuing work which is required to embed the legislative changes related to CYP with SEND from 0 to 25 years effectively within the borough .

3. Slough Joint Wellbeing Strategy Priorities

The Implementation of the 2014 Children and Families Act meet the Joint Wellbeing Strategy priorities and cross-cutting themes as set out below:

Health

The SEND reforms are intended to ensure identification, assessment and early intervention with a joined up approach from those providing services including health services. There is a duty on Local Authorities (LAs) to promote integration between special education provision, health care provision and social care provision where it makes sense to do so and it is likely to promote the well-being of CYP with SEND or improve the quality of special education provision for such persons within its area or for such persons for whom it is responsible outside its area. There is also a new duty on Clinical Commissioning Groups (CCGs) to jointly commission services with LAs for CYP with SEND from age 0 to 25 years. Health is a key part of the offer in Slough both from a provider and commissioner perspective.

• Economy and Skills

A key aspect of the reforms is to ensure outcome focussed planning is in place and that it is person centred. The new assessment process and Education, Health and Care (EHC) Plans now includes in some cases young people up to the age of 25 if they remain in education. This requires a greater emphasis on the development of skills for employment and independence in adulthood.

• Housing

The EHCP plan process is person centred and based on outcomes. For those young people aged 14 upwards there is a focus on adulthood and the skills for independence. There is a duty to consider what provision is required to assist in preparing the young person for adulthood and independent living which includes local housing options, support in finding accommodation and other housing support. In Slough emphasis is on local solutions to ensure young people can remain living in their local communities.

4. Progress to date

Implementation of the legislation was based on the following key principles

- Participation
- Valued uniqueness
- Working together
- Informed choices
- Planning partnerships
- Birth to adulthood
- Learning and development
- Key working
- Ordinary lives
- Workforce development.

EHC Assessments and Plans

In order to ensure that assessments were both person centred and that the new deadline for the completion of plans was achieved a multi agency approach was taken. A flowchart of the new assessment process was developed to clarify roles and responsibilities and to ensure the new assessment timescale of 20 weeks can be met .An EHC Plan format has been co-produced with parents and professionals. Following a pilot of the new process, involving up to 15 families, the final version was produced to incorporate the feedback and learning from the pilot. The new format is currently been used to complete all new requests and went live from September as planned. We have submitted examples of these to the D f E as part of their ongoing support and challenge to LAs and we will receive some feedback on these shortly. The reduced timetable are proving challenging in some cases as the development of an EHCP requires the active engagement of a range of partners- despite this the deadline is achievable and the feedback we are receiving is positive from parents carers and young people.

Conversions

All children and young people with Statements of Special Educational Needs must be transferred over to the new system within 3 ½ years (by April 2018). We have a plan in place for when children and young people will be transferred from Statements of Special Educational Needs to Education, Health and Care (EHC) plans. This is outlined below. We are on schedule to meet the deadlines set out for autumn 2015 although the volume of these in addition to completing new requests within the new 20 week deadline remains a challenge.

National Curriculum Year in 2014 - 2015	Start Term and Year of Conversion	National Curriculum Year at Conversion
14	Autumn 2014	14
13	Autumn 2014	13
12	Autumn 2014	12
11	Autumn 2014	11
10	Autumn 2015	11
9	Spring 2015	9
8	Spring 2016	9
7	Spring 2017	9
6	Autumn 2017	9
5	Autumn 2015	6
4	Autumn 2016	6
3	Autumn 2017	6
2	Autumn 2017	5
1	Autumn 2015	2
0	Autumn 2016	2
-1	Autumn 2017	2

Personal Budgets and Transition

There is agreement that procedures put in place for personal budgets provide a seamless approach with adult social care personal budgets and there is as much consistency as possible .FACE systems has been commissioned to work on setting up a resource allocation system (RAS as used by Slough Adult Social Care) This can be adapted for children's services and include elements for education and health in addition to care.

At this point there is no increase in demand and scope for personal budgets. Legislation requires that education, health (non continuing care) and care personal budgets have to be provided if requested from September 2014 or when a CYP has an EHC Plan. We have agreed Multi Agency Transition Protocols in place and these are supported by a Transition Forum which plans and tracks the needs of individual young people who are identified as requiring this from year 9. This process is designed to achieve the following outcomes

• make clear our commitment to ensure that vulnerable young people with complex needs receive appropriate co-ordinated support to help them move from childhood to adulthood;

- clarify which young people we should offer additional support to throughout the planning process;
- set out outcomes, performance measures and standards to be achieved;
- set up an effective planning and review process;
- set out the roles and responsibilities of all the services working with young people at the transition stage;
- support the local joint commissioning enabling us to respond to the needs of the local population with our aim of enabling as many young people as possible to have access to local opportunities

Joint Commissioning

It is clear that there is a requirement for robust joint commissioning arrangements to underpin the provision of specialist services such as speech and language therapy and health services. The rising population means there will be a need for additional provision and services as well as a larger number of assessments and plans that have to be implemented .Due to several changes in staff at senior levels this has not been achieved as swiftly as hoped .Key areas of commissioned service delivery – SALT, Combined Therapies and Sensory Support will need to be re commissioned by August 2016. This is therefore a key priority.

The Local Offer

Slough has published a Local Offer setting out in one place information about provision available for CYP in the area who have SEND, including those who do not have EHC Plans. This went live in September 2014 as required The Local Offer has two key purposes:

- to provide clear, comprehensive and accessible information about the provision available; and
- to make provision more responsive to local needs and aspirations by directly involving CYP with SEND, parents and carers, and service providers in its development and review.

A contract was agreed with Open Objects, the current web provider, to develop the Local Offer. Open Objects are worked closely with the LA and health to ensure our Local Offer is widely accessible, informative and accurate.

Initially local families were consulted about the information they would like available and in what format. They have since been involved in further development of each area of information. Education settings have also been consulted through SENCO cluster meetings and information has been provided to all schools. We have received feedback and guidance from the DfE and LA pathfinders to support the development of the Local Offer and we are about to embark on further consultation with parents children and young people via schools, colleges and in partnership with voluntary sector agencies and Special Voices – the Slough parent carers forum who have been closely involved in the production of the Local Offer and the development of the EHCP process.

There are resource implications in this area as the Local Offer has to be published, kept up to date and comments have to be published alongside the LA response.

5. Implications

Financial

- The financial implications of the changes are still unclear although there is certainly an increased time commitment involved for the SEND Team in relation to completing more holistic assessments and conversions in a reduced time period.
- The government suggests that in the long term there will be a reduction in costs for LA s and health due to joint commissioning of services, intervening earlier, providing more individualised support packages, increased integration of services and working closer with families to focus on outcomes but it is likely to be some time before this reduction in cost is evident and it is too early to say that this is currently the case
- Although there was a grant for each LA to support the reform work in 2013/14 and in 2014/15, there is currently no additional funding for the following financial years and this is a concern as it will increase the pressure on core budgets to ensure the team is sufficiently resources to meet its statutory obligations
- Producing the Local Offer was a huge piece of work and whilst the initial grant covered the costs of the IT development work required to make the Local Offer easily accessible on-line, there is a need to keep this under review, publish feedback/comments and the responses to those comments and this will have resource implications for the Family Information Service which will require consideration in future resource planning

It is for this reason that the costs of this initiative should be kept under close review with regular reports to keep senior officers and members informed as the full financial implications become clearer.

Staffing and Workforce Development

- The staff who currently co-ordinate the complete the EHC process, maintain the old statements and arrange and monitor provision are funded by core budget and some DSG and some additional money provided to support implementation of the new system. This is a statutory function of the LA. The team has been reconfigured to ensure it is fit for purpose and permanent appointments to the team have been made at all except senior levels where recruitment is currently underway
- rights of appeal to the tribunal extended up to the age of 25 years which is likely to impact on the work required to avoid and defend appeals
- New rights to 'direct' further education providers to admit CYP with EHC Plans which will impact on relationships with providers and the new contractual arrangements the Council has with colleges- the impact of this is yet to be clear although the service is currently working alongside colleagues in schools, colleges, health and with parents and young people with complex needs to plan for their ongoing education, health and care.
- There is a duty to offer personal budgets to parents/carers if their CYP has an EHC Plan and elements of this may be taken as a direct payment. This

continues to require development work to embed new systems in to the process and ongoing support for families to manage their personal budgets.

 Allocating personal budgets and direct payments will give greater control to families but it could have an impact on the ability of the LA to commission services and this will need to be explored throughout the coming year and taken account of in the re commissioning of services- for example OT and SALT. There may also be implications for the partnership working with Cambridge Education as they manage the home to school transport budget which is one area that Pathfinder LA s have found suitable for direct payments. This is already an area of financial pressure and a direct payment to parents is being explored as one way of reducing this.

(a) Risk Management

Several risks have been identified in relation to the ongoing implementation of the SEND reform programme

Due to the increased staff time necessary per assessment as identified above, along with a tighter deadline of 20 weeks to complete the assessment it has been necessary to increase the capacity of the SEND team and also to change the way in which the had previously conducted statutory assessment . This has been addressed through restructuring, training and also by the opportunity presented when vacant posts were advertised. We have been successful in recruiting a team with diverse professional backgrounds and this has allowed the team to review and refine the way in which EHCP assessments have been carried out – this is a continuing process

There was a risk of not meeting the new statutory deadlines. Currently Slough still achieves 100% of statutory deadlines in this area although there are aspects of the system e.g. the annual reviews and the conversion process where there can be delays in processing the documentation. To mitigate this risk there are regular reviews of deadlines to highlight areas where difficulties may arise. This forms part of the ongoing target setting and line management supervision of all staff within the service

A key element of the new system is the need for partners across education, health and social care to work closely together, along with parents and young people, to ensure a personalised plan is developed. To mitigate this risk staff needed to be clear about the new assessment and planning process and the statutory duties and rights. This has been achieved by a series of multi-agency awareness sessions which have taken place across the partnership over the last 18 months. Assessment Coordinators receive ongoing support and training in chairing meetings, in conflict resolution and how to ensure the voice of children and young people is central to the process Training has been joined up i.e. including all professionals who work with CYP in Slough whether this be at the early help stages or at the statutory stages.

As with the olds Statement of SEN, parents/carers have the right to appeal against the LA's decisions hence there continues to be a risk of legal challenges from parents/carers. This right is increased through these reforms to include young people up to the age of 25 and young people will have rights of appeal themselves. To mitigate this risk, EHC Plans have been be co-produced with parents/carers and CYP. The commissioning of independent mediation services – mandatory under the Act provides further opportunity to avoid tribunal activity and reach a mutually agreed settlement where there is conflict

An overarching risk for all the SEND reform work is the increasing population of children with SEND in Slough, in line with the rising population. To mitigate this risk, a new Additional Needs Strategy has been produced to link to the school place planning to rising demand. However uncertainty over the availability of suitable premises ands over future levels of funding the support both rising numbers and more complex needs remains a concern for Slough as it is nationally. Work is being done by the Head of Service, Strategic Commissioner, Schools Cambridge Education and colleagues in finance to clarify this and to ensure that revenue funding is maximised to support any new places which are created.

The potential entitlement to EHCP assessments from 0-25 has resulted in a growth in requests in both the post 16 and pre school sector. This will require a greater emphasis on planning and commissioning provision which can meet the needs of children 0-3 and 16-25. There is some evidence to suggest that the new framework and increasing awareness has lead to both an increase in demand for assessments and also in expectations. In order to avoid costly independent specialist provision there is an increased need to engage with both early years and post 16 providers to increase the range of available local options.

Currently there has been very little increase in interest from parents to use of Direct Payments and Personal Budgets to support Children and Young people with SEND and LDD. This will need to be carefully monitored going forward and additional training may be required for staff across the partnership including school colleagues to respond appropriately to these – or to provide parents and carers with support and guidance on this .

There was a risk to implementation due to changes of staff at a senior level – this has been addressed by the use of experienced interim leadership .

Next Steps

Over the next 12 months the following priorities for development and action are required to embed the new system and to deliver the desired improvements in outcomes for children and young people with LDD and SEND

- Robust Joint Commissioning including the re commissioning of current arrangements for SALT and Sensory Support
- A review of existing Resource and Special School Provision which is linked to the current Additional Needs Strategy to ensure both quality and sufficiency
- Work with partners to increase the range of Post 16 provision for young people with LDD and SEND
- Development of the RAS and Personal Budgets
- Work with the youth service to increase the involvement of young people in the ongoing development and review of the service and the Local Offer
- Continue to improve the quality of Assessments and the contribution of children and young people and parents to these.
- Reviewing the provision and cost of SEN transport to promote both value for money and independence

- Ensure effective transitions into Adult Services where this is appropriate
- Ensure adequate staffing at both Operational and Strategic levels
- Developing protocols for integrated working with the new Children's Service organisation.

Equalities Impact Assessment

An equalities impact assessment was undertaken at the start of the reform work. Potentially all equality groups will be affected by the proposed changes. However, CYP with SEND are the main group affected, as well as parents, teachers and local government staff currently performing these services. It is hoped that more holistic assessments and a focus on aspiration and genuine partnership will result in better outcomes for children and young people with SEND and disabilities. This aspiration is key the refreshed CYPP.

Plans are in place to mitigate any negative impact resulting from these reforms and these will be kept under review. There are many positive impacts resulting from these reforms.

6. Input of Other Committees

No other Committees have considered this information report.

7. Conclusion

The panel is invited to note the information and acknowledge the progress made and the continued challenges raised by the impact of the reforms on the way children and young people with SEND and their families are supported and the significant impact will have on partnerships with Health , Schools and both Children and Adults Social Care .

8. Background Papers

- 1 Children and Families Act 2014
- 2 SEN Regulations 2014
- 3 Special Educational Needs (SEN) Code of Practice: for 0 to 25 years
- 4 Care Act2014

SLOUGH BOROUGH COUNCIL

REPORT TO:	Education & Children's Services Scrutiny DATE: 14 th July 2015	
CONTACT OFFICERS:	Krutika Pau, Interim Director of Children's Services Robin Crofts, Director of Education (Cambridge Education)	
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<u>PART I</u>

FOR INFORMATION, CONSIDERATION AND DECISIONS (Non-Key)

TEACHER RECRUITMENT AND RETENTION

1 Purpose of Report

To bring to the attention of Elected Members the difficulties of teacher recruitment and retention in Slough. The purpose is to lay out the challenges and possible solutions, including issues and actions for Members to consider in addressing this growing problem for the town which has the potential to impact negatively on the quality and effectiveness of schools and the education standards achieved by its pupils. Recognising the extent of the recruitment difficulties across various professional groups, the matter warrants broader considerations and joint action.

2 <u>Recommendation(s)/Proposed Action</u>

That Scrutiny is requested to note the report and determine what support the Council can provide to assist Slough schools in addressing the growing and major problems with teacher recruitment and retention. These difficulties are being experienced by most Slough schools and substantial sums of money are being spent on advertising rather than directly on pupils.

While this is a pressing issue for the Committee to scrutinise, it warrants consideration of it going to Cabinet to address what contribution the Council can make in alleviating the difficulties.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

The JSNA highlights the educational successes across the town and its relationship with other aspects of life. The JSNA examines outcomes at each life stage from entry into school, through transition to secondary school and work based learning. It gives particular attention to those who are not in education, employment and training (NEET) and those at risk of NEET with consideration to how this group can be supported for their own benefit and that of the community.

3a. Slough Joint Wellbeing Strategy Priorities

Given that successful teacher recruitment and retention is a key component of high quality and effective education and contributes substantially in raising the aspirations

and achievements of children and young people, this report relates to the following strategic priorities:

• Economy and Skills

The achievements of children and young people have a direct bearing on their adult lives and prospects in the workplace. The success of these pupils also has a significant bearing on the success and prosperity of the community in which they live.

• Health and Wellbeing

Educational success has a direct relationship with child poverty. Raising educational standards has the potential to break or reduce this cycle of poverty from one generation to the next. Educational success also has the power to improve life chances and promote positive well-being. Research indicates a strong interrelationship between educational achievement and children's well-being.

Cross Cutting themes:

Civic responsibility – successful young people will be in a stronger position to contribute to and gain from the community in which they live. Promoting success and leadership in young people can lead to residents who can play a dynamic role in implementing the Strategy and being champions in improving Slough for themselves and for the benefit of everyone.

Improving the image of the town – the educational success of young people in Slough is now recognised locally and nationally with Slough having the 7th highest results out of 152 local authorities for pupils gaining 5 or more GCSEs with grades A*-C, including maths and English. Slough's outstanding schools (all Slough secondary schools apart from two out of eleven are good or outstanding, with 7 of them outstanding) are an inducement to come to Slough for its education and for families to stay in Slough to educate their children.

The challenges of teacher recruitment and retention need to be addressed in a timely manner to avoid adverse educational implications for the children and young people of Slough, which will impact negatively across the community.

3b Five Year Plan Outcomes

The proposals for action will help to deliver the following outcome in the Five Year Plan:

• Children and young people in Slough will be healthy, resilient and have positive life chances.

4 Other Implications

(f) <u>Financial</u>

At this stage, there are no direct financial implications for Slough Borough Council associated with the proposed actions. However, there would be implications for the Council if it was willing to support the provision of Key Worker housing.

There are financial implications for Slough schools. They are considering a strategic approach through the pursuit of a joint project. The intention is for this to be funded from some of the centrally retained Dedicated Schools Grant, thus not impacting on Slough Borough Council's core funding.

Given that around 50% of Slough schools are maintained by Slough Borough Council this is clearly a matter which necessitates Council involvement and assistance, particularly as it impacts on children's achievements across the town.

Risk	Mitigating action	Opportunities	
Legal	None		
Property	Risk: cost of property deters some teacher applicants. Mitigation: subsidised housing	Consideration of a joined up approach across services in looking at Key Worker housing	
Human Rights	None		
Health and Safety	None		
Employment Issues	Risk: too few teachers; schools competing for applicants. Mitigation: no 'poaching' from each other and pursuing a joint approach to attracting applicants and making appointments	By working together it provides a stronger partnership across the Slough community of schools.	
Equalities Issues	None		
Community Support	None		
Communications	Risks: Adverse publicity about having schools which are declining due to a lack of teachers. Mitigation: Prompt action in promoting the educational successes of Slough	Linking educational success with 'Proud to be Slough'.	
Community Safety	None		
Financial	Risk: considerable money spent on advertising and agency fees rather than directly on pupils. Mitigation: The funding can be made available through the centrally retained Dedicated Schools Grant to set up the project and then self-financing and non-profit making through internal charging to access the services. If a concerted project is successful then it would alleviate the financial	available to spend directly on pupils.	

(g) Risk Management

	pressure on advertising	
Timetable for delivery	Risk: if this challenge is not surmounted quickly, schools will suffer in terms of quality and effectiveness. Mitigation: prompt and surefooted action	Galvanising schools to work together for mutual benefit
Project Capacity	Risk: capacity of schools to address this singlehandedly Mitigation: setting up a stand alone project to achieve timely improvements in applications and appointments	appointing applicants to
Other	None	

Human Rights Act and Other Legal Implications

There are no significant Human Rights Act implications.

(d) Equalities Impact Assessment

There is no identified need for an Equalities Impact Assessment by the Local Authority.

(e) <u>Workforce</u>

There are no significant Workforce implications for the Local Authority. However, clearly there are implications for the schools and academies. With all proposals for implementation they need to consider the implications for their current workforce and those joining their organisation. These particularly relate to terms and conditions, golden hellos, subsidies, such as subsidised accommodation, salary enhancements, professional development costs with leaving and pay back of some costs, etc.

(f) <u>Property</u>

There are no significant property implications. The only point within this report related to property is that of considering Key Worker housing and any actions taken directly by schools to subsidise accommodation as a means of drawing in applicants.

5 Supporting Information

5.1 Challenges

5.1.1.There is a growing problem of teacher recruitment and retention across Slough schools, which is a reflection of what is happening nationally. Clearly, this impacts on the quality and effectiveness of a school and, importantly, on the standards achieved by its pupils. The schools know about their own difficulties. For example, one school spent over £30,000 on advertising without applicants to make appointments. The next step is schools gathering information, data and costs about the magnitude of the difficulties across Slough. This will inform their thinking about how they want to proceed collectively.

5.1.2.Recruitment has been a significant issue over the last five years. It has now reached an important watershed in becoming a large and universal challenge across the Slough community of schools. This has been exacerbated by a rapidly growing school population. Since 2008 an additional 27 forms of entry have been put in place across the primary sector and an additional 15 forms of entry in the secondary phase. Additionally, demand is still increasing across the primary sector for the next couple of years. In the secondary sector, a further 22 forms of entry are required by 2022. This will necessitate a substantial number of additional teachers, while at the same time many other local authorities are rapidly expanding due to the increase in pupil numbers and are in need of additional teachers.

5.2 National challenge

- 5.2.1.Teacher recruitment and retention is a growing national challenge. There is a significant decrease in the number of applications to be a teacher: 125,000 applications are usually submitted each year for the training of teachers. In the last year, this decreased by around 30,000. Recruitment targets are not being met: the target for maths trainee teachers was missed by 12% last year; with physics the target was missed by 33% and in computer science by 15%. Nationally two thirds of schools are struggling to recruit teachers (National Association of Headteachers' survey) and there is growing concern about the quality of recruits.
- 5.2.2. The number of teachers leaving the profession is at a 10 year high; 50,000 left the profession last year, with significant numbers expressing concerns about workload, pay and conditions. With fewer teachers, schools have needed to spend more on supply teachers as schools struggle to fill the gaps in their teams. Nationally, the spending on supply teachers has gone up by more than £50 million in the last year. Clearly, this is a drain on schools' budgets. All of this is at a time when a significant increase in teachers is required related to the substantial increase in the child population. 500,000 extra pupils are expected to attend schools over the next five years. (Slough is the third fastest growing local authority in the country, with an increase of 32% since 2010). Consequently, there is a potential shortage of around 30,000 of the required number of qualified entrants to teaching by September 2016, with nearly 160,000 additional qualified teachers needed over the next three years. This produces a perfect storm of falling recruitment and rising demand.
- 5.2.3.Some of the potential consequences nationally are the move to larger classes, increased dependence on non-qualified teachers, or at least those unqualified in specialist subjects and the possible closure of smaller schools with the amalgamation of provision. Increasingly, the national media is picking up on the growing problems, highlighting a profession which needs to be more attractive to graduates, and prompts to consider workload pressures and teachers' pay.

5.3 Slough Challenges

- 5.3.1.There is a growing shortage of teachers locally. Across the secondary phase, there is a need for senior and middle leadership, maths, science, English and modern foreign language teachers. Across the primary phase, there is a need for senior and middle leadership, general teachers, special educational needs co-ordinators (SENCOs) and specialist teachers for mainstream SEN resource bases. In the area of special needs, there is a need for teachers who have specialisms in managing challenging behaviour.
- 5.3.2. The full scale of the problem across Slough has not yet been determined. This is the current focus of attention. The consequences are substantial related to pupils' achievement and schools' Ofsted gradings. In some instances it prevents a school

achieving a 'good' rating from Ofsted if it has significant weaknesses in particular subject areas. For example, one school is seriously compromised through a major shortage of maths and science teachers, while demonstrating significant and durable strengths in English teaching and achievement. Some schools have had to resort to using unqualified staff.

- 5.3.3.The new academies and free schools in Slough together with the expansion of schools associated with fast growing numbers of pupils necessitates employing more teachers. Future pressures related to new schools through to 2022 leads to the need in the primary phase for around 9 forms of entry (63 plus teachers); the secondary phase will need around 22 additional forms of entry (a minimum of around 160 teachers) and special schools and resource bases will need around 27 extra teachers. This is a total of approximately **250 additional teachers required by 2022.** The need for teachers across the system is for newly qualified teachers through to middle and senior leadership posts, with a pressing need for mathematics and science (particularly physics) teachers.
- 5.3.4. Various approaches are pursued, each with their own challenges. Newly qualified teachers need a significant level of support and opportunities to promote retention. Supply teachers are in high demand, however they are expensive and often rather 'hit or miss'. Drawing in teachers from abroad is usually a short term solution as these teachers often return to their country of origin after one or two years. These teachers require significant investment at the outset to adjust to the curriculum and education regime of this country and the particular school in which they are working. There is also competition with neighbouring local authorities which have additional salary weightings (Outer and Inner London allowances) placing them in a better position to attract teachers.

5.4 Slough Context

5.4.1.The following challenges and attractions are aspects that Members need to focus on in considering how they can support schools. Certainly, the promotion of Slough's educational successes and the promotion of Slough as a place to live and work are important components in attracting potential applicants. Allied to this is access to housing and properties which are affordable, particularly for new qualified teachers.

5.4.2.Challenges

- Need for Slough to have a more positive image
- Housing costs and access to housing
- More desirable areas around in which to teach
- Less challenging teaching circumstances in some neighbouring authorities
- Ready access to higher salaries in West and Inner London

5.4.3.Attractions

- Close to central London
- Road access to routes in, out and about
- Strong community of schools
- High percentage of good and outstanding secondary schools
- Strong GCSE examination results (7th nationally)
- Stimulating and exciting context through teaching a very diverse school community
- Opportunities for promotion

5.5 What has been tried locally to attract, appoint and retain teachers?

- 5.5.1.Schools, individually, have used a variety of strategies with some limited success. Now is the time for a more joined up approach and action on a grander scale. The strategies have tended to provide short term gains which are more of a patch rather than a longer term sustainable solution.
- 5.5.2.Schools have used advertising locally, nationally and internationally. They have used general and particularly teacher recruitment agencies (often including a finder's fee) with very high costs incurred in excess of 20% of annual salary on appointment. Schools have attended recruitment fairs and specific university employment fairs.
- 5.5.3.Headteachers in some instances have gone abroad to interview teachers, going to countries such as Northern Ireland, Eire, Spain, Poland and Canada. They make use of international recruitment agencies, such as Engage Education, to draw in teachers from abroad. They also use Skype to interview applicants, such as mathematics teachers from China.
- 5.5.4.Schools have developed links with Higher Education Institutions (HEIs). Headteachers and staff have visited Higher Education Institutions to talk with students and teacher trainees, as well as being a visiting lecturer, promoting the benefits of working as a teacher in Slough. Some schools focus on 'growing your own' teachers from non-teaching staff within the school. In some instances schools offer support, including finance, for those training on the job to be teacher. Recently, links have been started with the Youth Service to draw young people into ancillary teaching support posts. And given the competition between schools, the secondary headteachers have agreed not to compete with each other and use collectively agreed pay scales.
- 5.5.5.Schools have adopted various incentives to draw in teachers. These have included introducing favourable terms and conditions, competitive salaries and incentive payments, including 'golden hello' payments. Support for accommodation has emerged as a valuable incentive, such as finding and providing accommodation, particularly temporary accommodation on starting and some subsidies for accommodation. Alongside this, but less of a draw, is professional support for newly qualified teachers, continuing professional development and opportunities for promotion and 'fast tracking'.

5.6 A Partnership approach

- 5.6.1Similarly, other services are experiencing difficulties in appointing staff, most especially in Social Care. Anecdotally, recruitment challenges also exist with the Police and in the Health sector. Within education there are also challenges in appointing to key posts, such as educational psychologists.
- 5.6.2. The Interim Director of Children's Services (DCS) has been focused on improving recruitment in Social Care. She has led on the implementation of the workforce strategy and the recent appointment of a lead officer for workforce development. The interim DCS has promoted a joint approach with schools on recruitment and has also drawn in the Local Authority's Human Resources team to be part of the group considering solutions. An event is being organised by the Council at the end of July and possibly in the early autumn to attract prospective employees to the town. Some of the head teachers have expressed an interest in participating in the autumn event.
- 5.6.3.Slough Learning Partnership has already looked at the challenges faced by schools in recruitment and has generated some proposals, the initial one of which was not taken up by schools.

5.7 Emerging proposal:

- 5.7.1.For the most part, Slough schools have been facing the recruitment and retention difficulties themselves. However, more recently, they have started to come together to address a joint strategic approach. This is oriented towards coming together as headteachers and also linking with other services across the town to approach the difficulties in a grander and more forceful way.
- 5.7.2. The Slough headteachers have now met twice to share their concerns about recruitment and retention and to consider possible solutions for the short and long term, recognising that this is a growing problem and unlikely to diminish for considerable time.
- 5.7.3.Individually, schools continue to explore different strategies to attract. However, now the schools intend to come together with a new strategic approach. Many of them are now positive and committed to a collective solution. This has been discussed within the local professional headteacher associations and within Schools Forum. In conjunction with a joint approach, the primary schools may also find it more constructive and beneficial to come together in clusters to address the challenges.
- 5.7.4. The recruitment difficulties are across most schools and from newly qualified teachers through to middle and senior management. Headteachers have been sharing information and now considering joint action linked to joint financial contributions.
- 5.7.5There is substantial concern about spending large sums of money on advertising when this funding should be spent on benefiting pupils.

5.7.6Project outline:

The headteachers are currently generating a project outline for presenting to Schools Forum for funding support, and for sharing with allied services where significant overlap is likely to be found, prompting joint action.

At this stage there is the important step of establishing the full cost of recruitment across Slough: time, searching, advertising etc, and to look at the possible extent of savings by setting up something internally rather than drawing on expensive external agencies. They have identified three strands of inter-related activity: **research**, **marketing** (including digital marketing) and **agency** tasks. And before they embark on any decision making they have agreed to research the nature and scale of the recruitment challenge, looking at vacancies; subject gaps; individual and collective spend on recruitment (including under-represented groups: diversity in senior school leadership: women; BME); retention issues; agency use and the use of supply teachers.

5.7.7.The Headteachers are planning to set up a Slough bespoke not for profit agency for recruiting teachers, where schools pay a basic sum for accessing the agency and which is a service operating solely for Slough schools. This would necessitate some start up funding. This agency may use a standard cost of about 7% of salary cost for accessing the local agency and for it to function as self financing. Schools could also contribute in kind to the functioning of the agency by doing HEI lectures and visiting recruitment fairs. A proposal has been made about the agency sitting under the umbrella of the Teaching School Alliance or the Slough Learning Partnership. Certainly, it is apparent it needs to be a long term project of three years in the first instance as this is not going to be a challenge which can be quickly solved.

5.8 Strategies currently being considered by schools:

- 5.8.1.In pursuing the project referred to above the headteachers have identified the following issues as being important in their approach. They have registered the importance of drawing on the strengths of a mutually supportive education and school community. They are keen to share their concerns and talk about ways of working together. They are willing to explore sharing teachers and making greater use of part time teachers. There is the possibility of schools setting up federations to share teachers in key subjects.
- 5.8.2. The schools are keen to promote the benefits of working in Slough, such as
 - successful schools and high achieving children
 - making a difference in a needy community: substantial rewards associated with accelerating the progress of Slough pupils
 - good prospects for promotion
 - support for newly qualified teachers
 - continuing professional development
- 5.8.3.The headteachers are aware they need to make greater use of social media to notify and attract applicants. Developing a site to follow through the social media about what is happening in Slough. They have started to consider developing a joint website in association with websites for individual schools. Other strands of technology include making use of videos to promote the school and linking this with advertisements. This could involve commissioning a professional video (using a local company) or possibly drawing on pupils to develop the website/social media access.
- 5.8.4.The heads are aware of the importance of promotion, such as promoting the benefits of working in Slough and identifying the unique selling point of a school. They have focused on looking at how to target better and attract different teachers from those who are newly qualified through to senior leaders
- 5.8.5.They are interested in agreeing a code of ethics on working together, which includes committing to not 'poaching' teachers from one another.
- 5.8.6Other options they have identified include providing training over the summer to get new staff up to speed for an easier start in September at the beginning of the new academic year; developing a teaching pool which can be drawn on by schools needing teachers; encouraging current students in Slough schools to go into teaching; encouraging residents across the community to be teachers locally in Slough; investing in training teachers with them paying back a percentage of this training cost if they leave within a short time; extending the strategies around 'grow your own' and looking for strategies to retain good teachers in Slough through them moving on to promoted posts in Slough rather than out of borough.
- 5.8.7.Clearly the headteachers have generated a large number of strategies, too many to adopt all at once. It now points towards adopting a systematic approach with analysis and evaluation of those strategies which are most successful and the ones which can be adopted across the community of schools to benefit all the schools in needs of teachers.

5.9 Issues to be considered by Elected Members

5.9.1.The Corporate Team and Elected Members are now increasingly aware of the recruitment and retention challenges being experienced by schools, particularly given the expansion in the number of school places over the last seven years.

5.9.2. Proposed actions for consideration by Elected Members at Scrutiny:

- Having scrutinised teacher recruitment, for Members to consider the value of this matter going to Cabinet with recommendations for action
- For the challenges and possible solutions to be brought to the attention of the Well Being Board which can consider the matter in the broader context of all statutory and non-statutory services and provision, including Police, Fire, Health, Social Care, and the private and voluntary sector
- For the Local Authority to consider the re-introduction of Key Worker Housing or subsidised accommodation
- For politicians (Elected Members; Lead Member for Education and Children; Lead Member of the Council; Member of Parliament) to bring to the attention of national government the magnitude of the problem facing Slough and its impact on standards and the success of children: for lobbying to achieve prompt action to alleviate the challenges
- Promoting the attraction of Slough
- Promoting the educational success and high standards of Slough pupils (Slough being 7th nationally for GCSE results, sustained year on year)
- Promoting the good and outstanding schools across Slough
- Promoting a strong and supportive Slough community of schools

Thanks are due to all the Slough headteachers who have contributed to this report.

6 Comments of Other Committees

The matter has not been considered by any other Committees and there are no further plans to do so at this stage.

7 Conclusion

The challenges of teacher recruitment and retention is an important and pressing issue for most schools across Slough. It has significant implications for providing high quality and effective education and has implications for children and young people's educational achievements. There are local solutions needed promptly, yet at the same time a need to raise this matter at a national level as some of the solutions rest at a national rather than local level in having sufficient high quality teachers to apply for posts. The final section of the 'Supporting Comments' gives recommendations about various courses of action to be considered by Members.

8 Background Papers

None.

SLOUGH BOROUGH COUNCIL

REPORT TO:Education and Children's Services**DATE:** 14 July 2015**CONTACT OFFICER:**Krutika Pau (Interim Director of Children's Services)
Sarah Forsyth (Children's Services Partnerships and Policy
Officer)
(01753) 875657**WARD(S):**All**PORTFOLIO:**Councillor Pavitar K. Mann (Commissioner for Education and
Children)

PART I FOR INFORMATION & SCRUTINY

CHILDREN'S SERVICES IMPROVEMENT UPDATE

1 <u>Purpose of Report</u>

1.1 To provide an update on children's services performance over the past six months, and the improvement programme as we move towards the establishment of the new children's services organisation in autumn 2015.

2 Recommendation(s)/Proposed Action

2.1 The Panel is requested to scrutinise the progress being made in improving the services provided.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

3a. Slough Joint Wellbeing Strategy Priorities

Priorities:

- Health
 - By identifying and prioritising services for vulnerable groups in the Slough population and by targeting support to meet the needs of children and young people.
 - Through focusing on the needs of the most vulnerable children, young people and their families, and providing targeted services through partnership working primarily with the NHS to secure measurable health improvements.
- Economy and Skills
 - By offering early education and family support to parents of young children so that they can focus on meeting their children's needs and overcoming personal and family difficulties that affect their ability to care for their children.
 - By promoting educational achievement which gives children and young people in care and leaving care enjoyment in learning and increased opportunities for success in adult life.
 - By maintaining high levels of Education, Employment or Training (EET) for young people who are looked after beyond 16 years of age.

- By promoting vulnerable young people's social and emotional development alongside advances in educational achievement.
- Safer Communities
 - By offering effective support to families to help them do their best for their children so that children and young people are safe in their families and communities.
 - By recognising that parents are the main carers for their children, and by offering services that enable them to continue to care for their children successfully so that children can grow up within their own families and communities wherever possible.
 - By carrying out respective roles across the local authority and partner agencies to ensure that the most vulnerable children in our community are protected from harm and they are enabled to live with their families.
 - By carrying out our statutory role as a local authority to provide services for children in need, to safeguard them and look after children whose parents are unable to do so.
 - By working effectively with partner agencies so that they also contribute to safeguarding children and young people and demonstrate improved outcomes for those children and young people and their families.
 - By ensuring that children and young people who are looked after have the standards of care and life opportunities that we would want for our own children, with contributions from partner agencies.

3b Five Year Plan Outcomes

Children and young people in Slough will be healthy, resilient and have positive life chances – The improvement programme aims to make Slough children's services one of the best providers of children's social care in the country, providing timely, purposeful support that brings safe, lasting and positive change.

4 Other Implications

a) <u>Financial</u>

There are no financial implications specific to this report.

b) Risk Management

Risk	Mitigating action	Opportunities
Inability to recruit and retain permanent, high quality social work staff.	Children's Social Care Workforce Strategy 2014- 2017.	Creation of a high quality, stable workforce.
Insufficient improvement being made.	Focus on key issues, and regular progress monitoring by Improvement Steering Group and CYPPB Sub Group.	Drive progress through single improvement plan, involving partners.
Transition to new organisation taking focus from improvement programme.	As above.	The creation of a new organisation, focused solely on delivering good and effective services to safeguard children will

attract effective managers and practitioners, and ensure that all aspects of organisational delivery are focused on good
outcomes from children.

c) <u>Human Rights Act and Other Legal Implications</u>

There are no human rights or legal implications arising from this report.

d) Equalities Impact Assessment

And equalities impact assessment is not required in relation to this report.

5 Single Improvement Plan

- 5.1 A new Single Improvement Plan (Appendix A) has been developed which sets out the priorities for improving service delivery for the next six months (up to December 2015). This new plan has replaced three separate and complex plans that were previously in place.
- 5.2 The four key priority areas for improvement are: recruitment and retention; quality assurance; quality of practice; and leadership and partnership.
- 5.3 The plan is monitored fortnightly by the Slough Improvement Steering Group which is chaired by the Interim Director of Children's Services (DCS) and includes Eleanor Brazil (Children's Commissioner for Slough) and a representative of the Department for Education (DfE). This new arrangement has provided focused attention and robust monitoring of the most urgent work that needs to be undertaken in order to improve practice and through this, the experiences of the most vulnerable children and families in the borough.
- 5.4 On the basis of the new Improvement Plan the Interim DCS submitted a bid to the DfE for a grant to support work to increase the number of permanent staff in the service and to make improvements in the quality of practice. A grant of £165K for improvement work was approved by the DfE in June 2015.

5.5 <u>Recruitment and Retention</u>

- 5.5.1 In March 2015, the permanent/agency staff split within the service was 54% permanent to 46% agency. This was an improvement from March 2014, where there had been 48% permanent staff. A full breakdown of permanent/agency staffing figures is attached as Appendix B. Areas of particular concern are the levels of permanent staff in the Duty, Assessment and Child in need and Protection and Care teams, and these are the focus of the recruitment work set out below.
- 5.5.2 A part time Children's Workforce Lead has been appointed (June 2015) to drive forward activities related to increasing the number of permanent staff within the service. This post has been funded by the DfE improvement grant.
- 5.5.3 Three national recruitment campaigns have been planned and are underway. The first campaign was in May and further campaigns are planned in July

and September 2015. An open day will be held on the 23 July 2015 allowing potential candidates to speak with current social workers and managers to find out what it is really like to work for Slough Borough Council.

- 5.5.4 The first national recruitment campaign has resulted in the appointment of five permanent staff. In addition to the national recruitment campaign, children's services operate rolling recruitment through its website. Since April, five offers of permanent employment have been made through this method and candidates will be taking up their new posts between July and September 2015.
- 5.5.6 The impact of the recruitment through the rolling recruitment and national campaigns over the next three months should improve the ratio of permanent to agency staff. The ambition is to achieve 75% permanent social work staff by December 2015.

5.6 Quality Assurance

- 5.6.1 Since April 2015 the interim DCS has commissioned two audit activities:
 - a) a focused deep dive into the effectiveness and impact of the current Quality Assurance Framework; and
 - b) an audit programme (June 2015), funded by the DfE with support from Achieving for Children, looking at: threshold decision making; children subject to child protection plans; domestic violence contacts and case supervision.
- 5.6.2 The audits found that the threshold decision was generally sound, although less secure in respect of domestic violence contacts and that risk for children was well-managed. However, there was a lack of consistency around the application of some standards and most plans were not SMART.
- 5.6.3 The audits have informed a detailed action plan which will be delivered over the next three months:
 - improving the quality of Child in Need and Child Protection Plans, specifically focusing on the development of SMART plans;
 - working to strengthen processes within the duty system to support the implementation of an effective MASH;
 - ensuring case supervision is focused and accurately reflected on case records; and
 - additional input to teams around domestic abuse and child sexual exploitation.
- 5.6.4 The Corporate Performance Team has also been asked to undertake work to disaggregate performance information to team and worker level so that Practice Managers can use the performance information more effectively to improve practice and performance.
- 5.6.5 An interim Head of Service for Safeguarding and Quality Assurance is currently being recruited following the departure of the post holder.

5.7 Quality of Practice

- 5.7.1 The Practice Standards for Casework (Appendix C) were revised and simplified in May 2015 in order to consistently promote good practice within the service. These have been rolled out across the service with an expectation that all staff will consistently apply these standards and managers will be supported to challenge poor practice.
- 5.7.2 There is a focus on strengthening the Consultant Practitioner role and this will be supported by an interim appointment (Practice Improvement Head of Service) to work with Consultant Practitioners to drive forward improvements in practice.
- 5.7.3 All permanent Practice Managers are undertaking a comprehensive management development programme to develop their personal and professional effectiveness. The programme is designed to skill frontline managers to support their staff to deliver high quality practice. The 'Building Managers for the Future', programme was launched in April 2015 and is validated by the Institute of Leadership and Management (ILM).

5.8 Leadership and Partnership

- 5.8.1 The recent audit programme identified the need for a fully operational Multi-Agency Safeguarding Hub (MASH), with all partners engaged to strengthen collaboration in assessing the risks to children. In particular it would help to mitigate some of the issues identified where the Duty Team was restricted in its ability to make informed decisions due to the lack of detailed information.
- 5.8.2 Co-location of the Slough Borough Council Duty Team and Thames Valley Police has taken place the Slough Clinical Commissioning Group has agreed to provide a virtual, part time dedicated resource to the Slough MASH and for the effectiveness of this arrangement to be reviewed after three months. Once there is a health presence within the current arrangements, this will formally become the Slough MASH. Discussions have also taken place with probation and the Youth Offending Team who have agreed to support the MASH with 'virtual' arrangements
- 5.8.3 The Children and Young People's Partnership structure was rationalised in April 2015 in order provide focused attention on the most urgent partnership improvement activities for the borough. The review of existing arrangements also helped to reduce the number of groups and meetings and provide greater transparency and accountability for the work of partners. The Partnership now includes a Children's Services Improvement Sub Group which provides the opportunity to improve the engagement of partners in the improvement agenda, with schools, health and the police all represented. This Partnership, alongside the Local Safeguarding Children Board (LSCB), improves our ability to support the most vulnerable children in the borough, and partner involvement and engagement is a fundamental part of this.
- 5.8.4 Alongside this, a new Children and Young People's Plan was approved by the Partnership in May 2015 and covers the priorities for the partnership for the next 18 months. Each Sub Group under the main Partnership Board (Children's Services Improvement; Health; Early Help; and Achieving) will develop an action plan to deliver the agreed priorities.

6 Summary of current performance (figures from dataset, April 2015)

6.1 What has improved

- a) We have seen a steady improvement in the timeliness of decision making on contacts and referrals. In April 2015 we met our target for contacts (100%) and improved to 80.1% for referrals from 65.6% the previous month.
- b) Our referral rate per 10,000 local children is now in line with the national average for 2013/14, and repeat referrals (19.6%) are also in line with statistical neighbours and the national average
- c) The timeliness of our decision making on single assessments has also improved at 80.4%, with the year to date values climbing towards our agreed target of 90%+, and 'in month' performance approaching or exceeding this in recent months. The focus going forward will be to complete more assessments within a shorter timescale.
- d) The percentage of child protection plans reviewed within timescales meets our target of 98%, with a consistent performance level in the preceding 12 months.
- e) Our number of looked after children per 10,000 local children at 52.3 has risen slightly but remains lower than comparators (61.4)
- f) Our long term placement stability has improved significantly from 61.5% in May 2014 to 75% in May 2015. This is above statistical neighbour and England average performance
- g) We continue to perform well on securing a high percentage/volume of adoptions and Special Guardianship Orders (SGO), with 21.9% of looked after children in care for six or more months adopted from care or granted an SGO (May 2015).

7 What do we still need to focus on

- 7.1 We generally initiate a higher volume of section 47 enquiries (244 in year to date per 10,000 under 18 population) than our comparators (139), and almost double the national average (124); this may indicate an issue with decision making at the front door, but the results of audits in this area suggest that this is not the case, and further investigation is, therefore, taking place.
- 7.2 Our rate of child protection plans per 10,000 local children has reduced from a high of 71.8 in May 2014 to 51.8 as of April 2015; bringing us much nearer to statistical neighbours at 45.
- 7.3 There is a revised campaign of recruitment for foster carers, with the aim of recruiting 10 additional foster carers within the calendar year (ending March 2016). The campaign has received a very positive response, particularly in relation to media engagement; and there are currently seven potential families at different stages of assessment. The campaign includes the launch of a new two-tier fostering scheme to attract a number of carers with relevant experience who would be able to take on more difficult to place children, and area of particular need in the borough. In addition, as part of a wider, corporate response to the campaign, all emails going out from Slough Borough Council for a designated period will include a related strapline.
- 7.4 There is a continued focus on improving the educational achievement of looked after children, particularly in terms of their results at Key Stage 4, through the strengthening of the Virtual School arrangements, supporting for example:
 - involvement in placement planning, monitoring of school performance with a ban on placements at 'inadequate' schools;

- the procurement of an ePEP which is due to go live by September 2015; and
- o development around post-16 education planning and support.
- 7.5 The embedding of the Practice Standards and implementation of the action plan from the audit programme (see paragraph 5.6.3) will provide the tools for driving improvement in the areas for focus identified.

8 Conclusion

8.1 The development of the new Single Improvement Plan has provided a new focus to the improvement programme, increasing the pace of change and providing an ongoing check on changes and new approaches to ensure that they are having the expected impact on the quality of services being provided. The pace of change and improvement is expected to increase significantly with the establishment of the new children's services organisation in autumn 2015.

9 Appendices

- A Single Improvement Plan
- B Permanent/Agency Staffing Breakdown (March 2015)
- C Slough basic standards for case work/intervention within children, young people and families (May 2015)

10 Background Papers

- 1 Children's Services Transition Project Decisions and Update (Cabinet, 13 July 2015)
- 2 Update on Externalisation of Children's Services (Overview and Scrutiny Committee, 9 July 2015)

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Slough Children's Services Single Improvement Plan Summary (May-December 2015)

Theme 1 - Recruitment and Retention

Key activity

Deliver Children's Social Care Workforce Strategy 2014-2017

Specific actions

- Improve the ratio of permanent v agency staff with a focus on key areas
- Deliver 3 national recruitment campaigns (May, July and September 2015)
- Review recruitment processes to ensure they are effective and efficient
- Develop profile of agency staff to understand what might persuade them to become permanent members of staff (looking at training offer as well as wider package)
- Focus on recruiting permanent consultant practitioners

Theme 2 – Quality Assurance

Key activity

- > Effectively implement Quality Assurance Framework
- Strengthen accessibility and use of performance data
- Strengthen internal audit programme

Specific actions

- Improve staff understanding of Quality Assurance Framework, including their own roles and responsibilities
- > Review performance management processes and improve use of data
- > Review and improve monthly audit programme
- > Assess effectiveness and improve learning from audits as tools for improving quality of service

Theme 3 – Quality of Practice

Key activity

- Effectively implement Supervision Framework
- Strengthen training and development offer
- Improve quality of recording
- > Develop consultant practitioner role to strengthen quality of practice across the service

Specific actions

- > Review how managers use Supervision Framework and impact on quality of practice
- Assess impact of training offer
- > Investigate and put right issues which are impacting on recording (timeliness and quality)
- > Appoint a lead consultant practitioner to drive forward service improvements

<u>Theme 4 – Leadership and Partnership</u>

Key activity

- Establish an effective MASH (Multi-Agency Safeguarding Hub)
- Improve effectiveness of Early Help and 'step up' and 'step down' processes
- Good and effective practical partnerships with internal and external partners

Specific actions

- > Assess effectiveness of current co- location, ICT arrangements and involvement of health
- Investigate effectiveness of Early Help system
- Review transition from children's to adult social care
- > Review effectiveness of housing options for care leavers

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Duty/First Contact				
Post	Permanent Agency		% Permanent	
Total 5 (5)	2 (1) 3 (4)		40% (20%)	
	Targeted Fa	mily Support		
Total 1 (1)	0	1 (1)	0% (0%)	
	Assessment ar	nd Child In Need		
Total 28 (29)	10 (11)	18 (18)	36% (38%)	
	Child Protect	ction (PACT)		
Total 27 (27)	11 (8)	20 (19)	34% (30%)	
Looked After Children/Care Leavers				
Total 9 (7) 7 (5) 3 (2) 70% (71%)				
Learning Difficulties and Disabilities				
Total 9 (7)	5 (3)	4 (4)	55% (43%)	
Adoption and Fostering (Family Placement Service)				
Total 22 (20)	21 (18)	1 (2)	95% (90%)	
Independent Reviewing Officers/Child Protection Conference Chairs				
Total 8 (8) 7 (6) 1 (2) 87.5% (75%)				

Qualified Social Work Posts, March 2015 (March 14 figures in brackets)

By Post (March 2014 figures in brackets)

	Total	Permanent	Agency	% Permanent
Practice Managers and Independent Reviewing Officer Manager	16 (14)	11 (6)	5 (8)	69% (43%)
Consultant Practitioners	15 (9 + 4 vacant posts)	5 (5)	10 (4)	33% (55%)
Social Workers	77 (74)	40 (36)	37 (38)	52% (48%)
Independent Reviewing Officers/Child Protection Chairs	7 (7)	6 (5)	1(2)	86% (71%)
Totals	115 (108 incl. 4 vacant)	62 (52)	53 (52)	54% (48%)

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Slough basic practice standards for case work/intervention with children, young people and families

NB. It is intended that these standards will govern practice undertaken by social workers with children in need, children subject to child protection processes, looked after children and care leavers. It is also intended that these standards will be adhered to by practitioners in other services (specifically Targeted Family Support, Families First and the YOT).

- 1. All children and young people will be visited at the frequency specified in their plan (which will take into account their individual needs) or to statutory or local policy requirements.
- 2. Children, young people and families (and other key individuals) will be consulted and their views recorded within the case record. These views will be influential in assessments and plans.
- **3.** All plans must be up to date and outcome focused. The plans will set out the child's needs, the desired outcomes and what needs to change, the actions required to meet those needs, timescales and those responsible for undertaking the actions.
- **4.** Issues of equality and diversity will be considered in all case work with children, young people and families.
- 5. Basic details in respect of children, young people and their families and other important people will be recorded, accurate and up to date on ICS, the Early Help System and Child View (Youth Justice). A genogram showing family relationships should be included.
- **6.** Relevant professional contacts should be identified (full name, title, contact address and phone number) in the record.

- **7.** Each case record will have an up-to-date chronology.
- 8. Each case record will have an up-to-date (as a minimum, updated within the last three months or when a significant change in circumstances has occurred) case summary that tells the story 'at a glance'.
- **9.** Each sibling in a family will have a case record that is 'their' case record (and not that of a sibling).
- **10.** Up-to-date and timely records of our interventions will be maintained. This means that actions/events will be logged on the same day that they occur or the following working day. The case recording/detailed records will be updated within five working days.
- 11. Each practitioner will receive (as a minimum) supervision every four weeks. The case discussion on individual cases will be recorded on the case record system and will evidence decision making and management oversight. Individual cases will be discussed at least every two months.
- **12.** All assessments will be completed and authorised by managers within timescales.

May 2015



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SLOUGH BOROUGH COUNCIL

REPORT TO: Education & Children's Services Scrutiny Panel

DATE: 14th July 2015

CONTACT OFFICER:Dave Gordon – Scrutiny Officer(For all Enquiries)(01753) 875411

All

WARDS:

PART I

<u>TO NOTE</u>

EDUCATION & CHILDREN'S SERVICES SCRUTINY PANEL 2015/16 WORK PROGRAMME

1. Purpose of Report

1.1 For the Education and Children's Services Scrutiny Panel (ECS Scrutiny Panel) to discuss its current work programme.

2. <u>Recommendations/Proposed Action</u>

2.1 That the Panel note the current work programme for the 2015/16 municipal year.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

- 3.1 The Council's decision-making and the effective scrutiny of it underpins the delivery of all the Joint Slough Wellbeing Strategy priorities. The ECS Scrutiny Panel, along with the Overview & Scrutiny Committee and other Scrutiny Panels combine to meet the local authority's statutory requirement to provide public transparency and accountability, ensuring the best outcomes for the residents of Slough.
- 3.2 The work of the ECS Scrutiny Panel also reflects the priorities of the Five Year Plan, in particular the following:
 - Children and young people in Slough will be healthy, resilient and have positive life chances

4. <u>Supporting Information</u>

4.1 The current work programme is based on the discussions of the ECS Scrutiny Panel at previous meetings, looking at requests for consideration of issues from

officers and issues that have been brought to the attention of Members outside of the Panel's meetings.

4.2 The work programme is a flexible document which will be continually open to review throughout the municipal year.

5. Conclusion

5.1 This report is intended to provide the ECS Scrutiny Panel with the opportunity to review its upcoming work programme and make any amendments it feels are required.

6. Appendices Attached

A - Work Programme for 2015/16 Municipal Year

7. Background Papers

None.

EDUCATION AND CHILDREN'S SERVICES SCRUTINY PANEL WORK PROGRAMME 2015/16

Meeting Date			
Tuesday 14 th July 2015			
Education • SEND reforms • Teacher recruitment • Children's Services – transfer update • School places			
Wednesday 21 st October 2015			
Children's Services Improvement Plan – progress report Team Around You Slough Safeguarding Board – annual report (note: Chair of Board unavailable – are Panel willing to move back to December?) Local Safeguarding Children Board – annual report 			
Thursday 3 rd December 2015			
Education			
Thursday 28 th January 2016			
Children's Services Improvement Plan – progress report (Kitty Ferris)			

Meeting Date
Wednesday 9 th March 2016
Education
Wednesday 13 th April 2016
Children's Services

To be programmed:

Issue	Directorate	Date