

CHILDREN'S SERVICES COMMITTEE AGENDA



Tuesday 19 November 2019

at 4.00 pm

**in the Council Chamber,
Civic Centre, Hartlepool**

MEMBERS: CHILDREN'S SERVICES COMMITTEE

Councillors Hamilton, Harrison, Lauderdale, Little, Moore, Smith, Ward.

Co-opted Members: Jo Heaton, C of E Diocese and Joanne Wilson, RC Diocese representatives.

School Heads Representatives: Mark Tilling (Secondary), David Turner (Primary), Zoe Westley (Special).

Six Young Peoples Representatives

Observer: Councillor Little, Chair of Adult and Community Based Services Committee

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

- 3.1 Minutes of the meeting held on 1 October 2019 (*previously circulated and published*).

4. BUDGET AND POLICY FRAMEWORK ITEMS

- 4.1 Savings Programme 2020/21 – *Director of Children's and Joint Commissioning Services*



5. KEY DECISIONS

- 5.1 Emergency Duty Team (EDT) – *Director of Children's and Joint Commissioning Services*
- 5.2 Youth Justice Strategic Plan – *Director of Children's and Joint Commissioning Services*
- 5.3 Dedicated Schools Grant (Former Education Services Grant Rate Per Pupil) – Disapplication Request– *Director of Children's and Joint Commissioning Services and Director of Finance and Policy*
- 5.4 Dedicated Schools Grant (Block Transfer from Schools Block to High Needs Block) – Disapplication Request – *Director of Children's and Joint Commissioning Services*

6. OTHER ITEMS REQUIRING DECISION

- 6.1 To Nominate Local Authority Representatives to Serve on the Governing Bodies of Clavering Community Primary School and Ward Jackson CE Voluntary Aided (VA) Primary School – *Director of Children's and Joint Commissioning Services*
- 6.2 Amendment to the Instrument of Government for Grange Primary School – *Director of Children's and Joint Commissioning Services*

7. ITEMS FOR INFORMATION

- 7.1 Strategic Financial Management Report – as at 30 September 2019 – *Director of Children's and Joint Commissioning Services and Director of Finance and Policy*
- 7.2 Information Update Regarding Hartlepool Governor Support Services – *Director of Children's and Joint Commissioning Services*

8. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION

Date of next meeting – Tuesday 17 December 2019 at 4.00 pm in the Civic Centre, Hartlepool.



Children's Services Committee

19 November 2019



Report of: Director of Children and Joint Commissioning Services

Subject: SAVINGS PROGRAMME 2020/21

1.0 TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Budget and Policy Framework.

2.0 PURPOSE OF REPORT

2.1 The purpose of this report is to enable Members to consider proposals to achieve savings in 2020/21 and to provide feedback on these proposals to the Finance and Policy Committee. It outlines a proposal for an invest to save project to be delivered within children's services.

3.0 BACKGROUND

3.1 In February 2019 Council approved a budget strategy for 2019/20 and 2020/21. This strategy was based on using reserves in 2019/20 to provide a longer lead time to identify permanent budget saving in 2020/21.

3.2 An updated Medium Term Financial Strategy Report was presented to Finance and Policy Committee on 30th September 2019 and advised Members that the initial budget forecasts for 2020/21 and 2021/22 were prepared in December 2018 and reflected information available at that time in relation to the significant changes the Government indicated they would make to the Local Government funding system. The forecasts also anticipated a best case Government grant freeze and a worst case 2% cut for the next two years. The forecasts also reflected the budget deficit deferred from 2019/20 by using reserves to provide a longer lead time to achieve permanent budget reductions.

3.3 The Government issued a one year Spending Review for 2020/21 on 4th September 2019. At a national level this provides additional resources for Councils, including for children and adult social care. This is the first

increase in net funding for nine years. Detailed allocations for individual councils will not be known until the provisional 2020/21 Local Government Finance Settlement announcement has been made later in the year.

- 3.4 As part of the proposals to address children and adult social care pressures the Government is providing £1 billion. Additionally, the Government have confirmed the Adult Social Care precept will continue for 2020/21 at 2%, which will generate £500 million if all councils implement this increase. This policy continues to shift part of the funding of these services onto Council Tax, pending the Government determining a longer terms funding strategy for Adult Social care. There is a risk that if authorities do not use the Adult Social Care precept that the Government may conclude that additional funding is not needed.
- 3.5 An analysis of national figures indicates a core Council Tax increase of between 2.5% and 3%, in addition to the 2% Adult Social Care precept.
- 3.6 An assessment of available national information has been completed and it is estimated that there will be an increase in Government grant funding allocated to Hartlepool of £1.997m and implementation of the 2% Social Care precept will provide £0.836m. In total the Government's Spending Review effectively provides additional resources of £2.833m for 2020/21. These additional resources will make a significant contribution to reducing the budget deficit. After reflecting local pressures of £0.639m the 2020/21 forecast deficit has reduced from **£4.830m to £2.636m**. This is a significantly lower deficit than previously anticipated.
- 3.7 Work on the Innovation and Efficiency strategy work streams has identified proposed saving of **£2.345m**, of which approximately **65% (£1.521m)** will be achieved by reducing overhead costs and from income generation. Further proposals for addressing the remaining gap of **£0.291m** will be submitted to a future meeting of Finance and Policy Committee and will be based on achieving £0.100m from reviewing fees / charges and £0.191m from a further review of expenditure budgets.
- 3.8 The downside to the one year Spending Review is a delayed period of uncertainty in relation to the significant reforms to the funding system that the Government now propose to implement in 2021/22. These risks have simply been deferred one year, albeit that the 2020/21 settlement provides a better base line than previously forecast.
- 3.9 An initial assessment indicates a revised 2021/22 deficit of **£0.844m**. This may increase if Looked after Children pressures cannot be contained within the increased base budget provision. Additionally other risks may arise and increase this forecast, such as pay awards exceeding 2% and higher inflation. A number of the savings proposals for 2020/21 provide an additional saving in 2021/22 of £0.600m, which would significantly reduce the revised forecast deficit for 2021/22. The position for 2021/22 will need to be reviewed during 2020 and this will enable the 'new' Council to consider

these proposals and any alternatives which may be identified. This approach will also enable the 2021/22 forecast to be updated to reflect changes the Government make to the national funding system for councils and forecasts for 2022/23 and 2023/24 to be prepared.

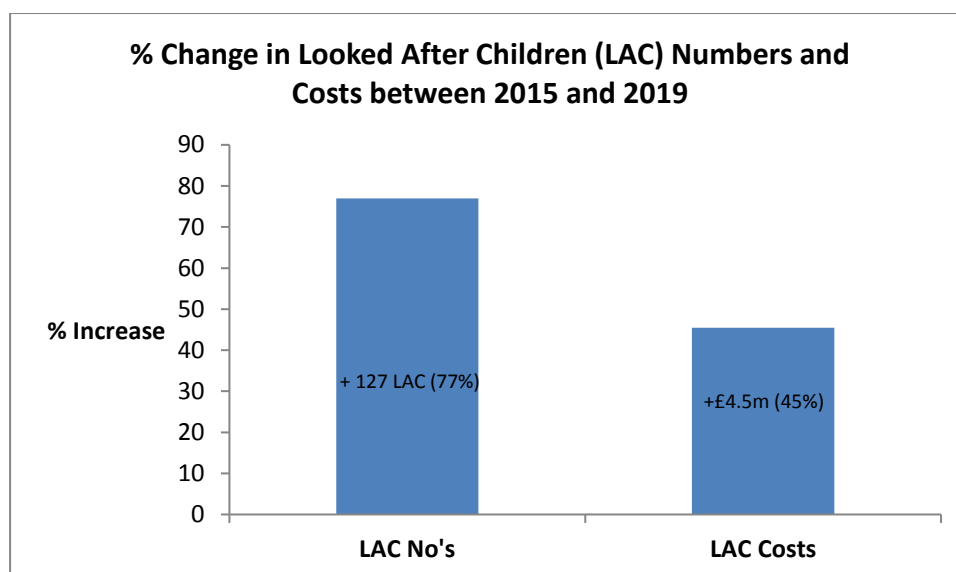
- 3.10 In summary the 2020/21 budget is being prepared on the back of nine years of austerity, a period which saw a reduction in Government funding from £46.4m in 2013/14 to £25.5m in 2019/20, a reduction of **£20.9m – 45%**. In addition, since 2015 the Council has faced increased pressure in relation to Looked after Children. This is a national issue and in 2018/19 councils overspent by £800 million. Since 2015 the Council has had to manage an increase in the number of Looked after Children of 127 – this is a 77% increase. Officers have worked to mitigate the financial impact and the cost increase has been limited to 45%, although this still means the base budget has had to increase by £4.5m.
- 3.11 In response to the financial challenges over the last nine years the Council has made significant changes to modernise services and achieve efficiency saving. This has included a reduction in the workforce of 500 posts, which means that nearly 1 in 5 jobs have now been lost, providing a recurring saving of £12.4m (inclusion of employers National Insurance and Pension costs). The Council has managed this reduction effectively and external inspections show that we have maintained good services, including being the only Council in the Tees Valley that Ofsted has given a 'good' rating for Children's Services. This service performance reflects the hard work and dedication of the Council's staff.
- 3.12 The efficiencies and savings implemented over the last nine years cannot be repeated and against this background the Council's faces an increasingly challenging financial position in 2020/21 and future years. This position is not unique to Hartlepool and it is widely recognised that councils with responsibility for children and adult social care face significant financial challenges.
- 3.13 The Government's one year Spending Review for 2020/21 provides some recognition of the pressures on children and adult social care services. These services make up **58%** of the Council's budget. These services provide support to some of the most vulnerable people in Hartlepool. However, the additional funding provided in the September 2019 Spending Review does not address the impact of the permanent cuts in Government funding over the previous nine years, although it does reduce the scale of the cuts required next year.
- 3.14 The savings proposals and recommended Council Tax increase considered by Finance and Policy Committee are designed to balance the 2020/21 budget and therefore provide the best possible financial foundations for 2021/22 and future years.

4.0 SAVINGS PROPOSALS 2020/21 – INCLUDING FINANCIAL CONSIDERATIONS

- 4.1 No savings proposals for the Children's Services Committee have been referred from the Finance and Policy Committee as the main area of the Committee's budget relates to demand led costs for children looked after. As reported to Committee on 01 October 2019 the Children's and Joint Commissioning Services is forecasting a net overspend of £0.850m at the end of the year. This consists of an underlying budget pressure arising from the costs related to the high numbers of children looked after.
- 4.2 The table below provides a summary of headline areas of spend in Children's and Joint Commissioning Services and the allocated budget.

	£'000
Placements for Children in Care & Related Costs	8,247
Social Work Teams	3,604
Children with Disabilities	2,283
Statutory Education Services	1,822
Adoption Service and Means Tested Allowances	1,634
Commissioning & Performance Management (Child & Adults)	1,051
Commissioned Services eg. Domestic abuse, supported housing etc	1,049
Children's Hub / Welfare Support / Housing Advice	990
Safeguarding & Quality Standards (Child & Adults)	838
Youth Service	314
Youth Justice Service	274
Other Children's Services e.g Management and Troubled Families	149
Early Help	51 #
Out of School Care	5
Salary Abatement Target	(200)
	22,111
# - Gross Budget is £3.7m as majority of spend is funded via Public Health grant	

- 4.3 Over the past four years, demand for children's services in Hartlepool has increased substantially year on year leading to a 77% rise in the number of children in care. However, as the table below shows, the corresponding costs have only increased by 45% demonstrating the rigorous approach that is taken to managing placement provision and costs.



- 4.4 Many of the factors influencing demand for children's services in Hartlepool are driven by issues often outside of the scope of children's services and indeed of the Council to influence. Such factors include deprivation, child poverty, parental domestic violence, substance misuse and mental health issues. The 2019 Office of National Statistics Index of Multiple Deprivation release shows Hartlepool is now ranked the 10th most deprived area in the country compared with a ranking of 17th in 2015. Therefore in order to reduce demand in children's services, it is necessary to tackle these external drivers of demand in a different way.
- 4.5 It is proposed to pilot a whole system approach to safeguarding children and supporting families by creating a multi disciplinary team based in a defined geographical area of the town where there is the greatest level of need for children's social care. An analysis of demand for children's social care at a local super output area level has identified that there is a correlation between deprivation and demand for children's services with approximately 43% of children looked after coming from wards ranked in the top 10% most deprived areas and 64% are from the top 20% most deprived areas. Further analysis highlights that 34% of the children in the care of the council come from Victoria ward, which is more than double the number from any other ward across the town. Victoria ward has therefore been selected as the target area for piloting this working model as the greatest level of need and demand arises from this ward.
- 4.6 The proposed pilot aims to reduce the demand placed upon children's services by working in a whole family, multi disciplinary way to address the impact of adult issues on the care and protection of their children. This will be achieved by the creation of a single team made up of children's social workers, an adult's social worker, substance misuse worker and a domestic abuse worker all based together in Community Hub Central and working in partnership with the Hub offer. The team will be required to engage with the community and the assets, organisations and services that already exist within the local area and establish community champions who will deliver our highly successful Empowering

Parents, Empowering Communities programme. There will also be strong links with community development officers and the Education, Learning and Skills Service to support adults into education, employment and training.

- 4.7 The model will address the safeguarding concerns within the family to reduce need, and prevent escalation and long term reliance on state intervention whilst at the same time building community assets, resilience and support so that families have access to opportunities and support to improve their lives as they move on from social care intervention. It is considered that the needs of children and families can be better addressed through a multi-disciplinary team that is based within and supported by communities and this approach will:

- Reduce the hand off points between services and therefore strengthen relationships and integrated whole family working;
- Improve information sharing;
- Support sharing of best practice;
- Reduce possibility of families playing professionals against one another;
- Reduce noncompliance and non-engagement with services;
- Trial a model whereby there is a dedicated worker to undertake assessment, provide interventions and develop effective pathways into adult services, currently we do not have a post of this kind with children services;
- Deliver dedicated support for adult issues such as domestic violence and substance misuse from a child centred perspective; and
- Strengthen links with community safety, Troubled Families, Housing, Department for Work and Pensions and community resources and knowledge.

- 4.8 The team is being brought together through in kind contributions and additional invest to save funding. A project implementation plan has been developed and the intention is that the team will be fully operational by January 2020. A Project Board has been established with senior representation from each department in the Council demonstrating the shared ownership for and whole system nature of this initiative. The Project Board provides governance and oversight to the development of the pilot team and will monitor implementation and progress against key performance measures of impact. The Board will oversee the evaluation of the project and report to Children's Services Committee on a six monthly basis.

5.0 RISK IMPLICATIONS

- 5.1 This pilot is being proposed because officers consider that a new and different way of working is required to tackle the pressures associated with the demand for children's social care. It is being developed on an invest to save basis and therefore additional investment is being put in place to fund the pilot. There are however risks to this initiative summarised below:
- The model may not reduce demand initially, the aspiration is to manage demand as a first priority to stop the current trend of increasing demand.

- Failure to gain buy in from all disciplines needed to make this project successful. The project has cross departmental support with resources being committed in kind from all departments.
- The pilot may increase pressure on services through deploying resources differently. Demand and impact will be monitored through the Project Board.
- Short term financial implications from additional investment. This has been allocated through the Medium Term Financial Strategy (MTFS);
- Conflict with other models of delivery including Community Led Support commissioned by Adult Services and voluntary and community sector initiatives. It will be crucial to work collectively and share learning.
- Fragile financial climate.

6.0 FINANCIAL CONSIDERATIONS

6.1 The estimated annual cost of the pilot is £0.230m. This pilot is being funded for a period of 18 months from one-off resources totalling £0.350m as approved by Finance and Policy Committee on 22nd July 2019 in the 'Medium Term Financial Strategy 2020/21 to 2022/23' report.

6.2 The budget allocation includes contributions provided 'in-kind' from departments and will consist of the following resources:-

- Team Manager
- 2 x Children's Social Workers
- Adult Social Worker / CPN
- Family Support Worker
- Substance Misuse Worker
- Part-Time Admin Officer
- Specialised Commissioning Budget
- Specialist Domestic Violence Worker
- Support Budget

6.3 As identified in the Finance and Policy Committee report if this initiative is successful the unfunded Looked After Children budget pressures should reduce, hopefully by more than the recurring annual cost of the team. The sustainability of the team will be reviewed during 2020/21 and if it is delivering results recurring funding will need to be included in the 2021/22 budget, which would increase the budget deficit in that year, although hopefully by less than would be required for increased Looked After Children costs if this initiative had not been implemented.

7.0 EQUALITY AND DIVERSITY CONSIDERATIONS

7.1 This pilot team is being developed to reduce demand for statutory social care services and prevent the needs of children escalating. The service will

be offered to children identified as vulnerable within a defined geographical area and their families based on need.

8.0 LEGAL CONSIDERATIONS

- 8.1 There are no legal considerations in relation to the proposals outlined within this report.

9.0 CHILD AND FAMILY POVERTY

- 9.1 This report outlines the links between deprivation and the increased likelihood of children becoming looked after by the Council. The pilot sets out to work with families in whole system multi disciplinary way to meet need and empower families including increasing access to education and employment which support routes out of poverty.
- 9.2 Child and Family Poverty impact assessment is attached at **Appendix 1**.

10.0 STAFF CONSIDERATIONS

- 10.1 There are no staffing implications relating to this report.

11.0 ASSET MANAGEMENT CONSIDERATIONS

- 11.1 There are no specific asset management considerations relating to this report.

12.0 CONSULTATION

- 12.1 In developing this proposal consultation has taken place with officers from across the Council who have contributed to the development of the proposal and children, young people and their families to understand what support they think will help them.

13.0 SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

- 13.1 This pilot aims to work in a multi disciplinary way to tackle social issues that are driving demand in children's services, this includes adult related matters such as substance misuse, domestic abuse and anti social behaviour. The team will work closely with the community safety team in tackling crime and disorder in those families engaged with the service. The pilot focuses on a

defined geographical area of Hartlepool and information received from the police highlights this is also an area of high demand for them.

14.0 CONCLUSION

- 14.1 The one year Government Spending Review announced on 4th September 2019 provides a better financial settlement for Local Government than indicated by previous Government announcements. However, the additional funding does not reverse the previous nine years of funding cuts, or fully address the budget pressures facing the sector in 2020/21, particularly in relation to Children and Adult Social care.
- 14.2 The Government has also announced the continuation of the Adult Social Care Council Tax precept and set this limit at 2% for 2020/21. Nationally the Government forecast this will provide £500 million for Adult Social Care – this in **one third** of the additional national funding for Adult Social Care for 2020/21. If Councils do not implement the Adult Social Care precept they will have to make additional cuts to offset the loss of this recurring income. Clearly, this national policy continues to shift the cost of Adult Social Care onto Council Tax.
- 14.3 It is anticipated that the additional resources provided in the one year Spending Review will reduce the 2020/21 forecast deficits from **£4.830m** to **£2.636m**.
- 14.4 Work on the Innovation and Efficiency strategy work streams has identified proposed saving of **£2.345m**, of which approximately **65% (£1.521m)** will be achieved by reducing overhead costs and from income generation. Further proposals for addressing the remaining gap of **£0.291m** will be submitted to a future meeting of Finance and Policy Committee. These proposals will be based on achieving £0.100m from reviewing fees / charges and £0.191m from a further review of expenditure budgets.
- 14.5 This report provides details of a pilot project to be implemented in children's services with the intention of reducing the budget pressures arising from the high numbers of children in care and the associated costs.

15.0 RECOMMENDATIONS

- 15.1 It is recommended that Members of the Committee note the content of the report and formulate a response on the proposal to be presented to the Finance and Policy Committee.

16.0 REASON FOR RECOMMENDATIONS

- 16.1 To enable the Committee to consider the proposals detailed in this report.

17.0 BACKGROUND PAPERS

Finance and Policy Committee 22 July 2019 'Medium Term Financial Strategy 2020/21 to 2022/23'

Finance and Policy Committee 30th September 2019 - Medium Term Financial Strategy (MTFS) 2020/21 and Financial Outlook from 2021/22.

Children's Services Committee 01 October 2019 – Strategic Financial Management Report as at 31 July 2019.

18.0 CONTACT OFFICERS

Sally Robinson
Children and Joint Commissioning Services
Level 4
Civic Centre
Hartlepool
TS24 8AY

Tel: 01429 523910

Email: sally.robinson@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒

1. Is this decision a Budget & Policy Framework or Key Decision? YES If YES please answer question 2 below				
2. Will there be an impact of the decision requested in respect of Child and Family Poverty? YES / NO If YES please complete the matrix below				
GROUP	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Young working people aged 18 - 21				
Those who are disabled or suffer from illness / mental illness	X			Multi agency plan to deliver support through a whole family approach
Those with low educational attainment				
Those who are unemployed	X			Focus on supporting adults into work
Those who are underemployed				
Children born into families in poverty	X			Multi agency plan to deliver support through a whole family approach
Those who find difficulty in managing their finances				
Lone parents	X			Multi agency plan to deliver support through a whole family approach
Those from minority ethnic backgrounds				
Poverty is measured in different ways. Will the policy / decision have an impact on child and family poverty and in what way?				
Poverty Measure (examples of poverty measures appended overleaf)	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Welfare and protection of children and support to remain within their families	X			Multi agency team will coordinate delivery of a range of support services to meet assessed needs of both children and adults in a family with the primary focus of safeguarding and protecting children from harm

Overall impact of Policy / Decision			
POSITIVE IMPACT	X	ADJUST / CHANGE POLICY / SERVICE	
NO IMPACT / NO CHANGE		STOP / REMOVE POLICY / SERVICE	
ADVERSE IMPACT BUT CONTINUE			
Examples of Indicators that impact of Child and Family Poverty.			
Economic			
Children in Low Income Families (%)			
Children in Working Households (%)			
Overall employment rate (%)			
Proportion of young people who are NEET			
Adults with Learning difficulties in employment			
Education			
Free School meals attainment gap (key stage 2 and key stage 4)			
Gap in progression to higher education FSM / Non FSM			
Achievement gap between disadvantaged pupils and all pupils (key stage 2 and key stage 4)			
Housing			
Average time taken to process Housing Benefit / Council tax benefit claims			
Number of affordable homes built			
Health			
Prevalence of underweight children in reception year			
Prevalence of obese children in reception year			
Prevalence of underweight children in year 6			
Prevalence of obese children in reception year 6			
Life expectancy			

CHILDRENS SERVICES COMMITTEE

19th November 2019



Report of: Director of Children's and Joint Commissioning Services

Subject: EMERGENCY DUTY TEAM (EDT)

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key decision CJCS94/19

2. PURPOSE OF REPORT

2.1 For members to approve a change in the governance arrangements for the Emergency Duty Service which is currently commissioned from Stockton-on-Tees Council.

3. BACKGROUND

3.1 On the 29th March 2018 a paper was shared at the Tees Valley Directors of Children's Services and Directors of Adults Services meeting to consider the existing service specification and contract for the Emergency Duty Team. Views were sought around the continuation of the current commissioned arrangements or an alternative model of a shared service, the latter of which was agreed.

3.2 A project group was established with representative from the five local authorities to explore the proposed arrangements to develop a shared service. The following was agreed to provide a more effective service and ensure that the service has access to the widest possible expertise:

- The emergency service is for out of hours only and not an extension of day services i.e. no change to current purpose and they wish to continue with a service.
- Same type of model as the Regional Adoption Agency.
- A new contract (as opposed to variation) to be put in place which clearly stipulates the shared partnership arrangements and the duration.
- A new robust specification is developed which sets out clear service expectations, governance, monitoring and review arrangements.

3.3 It was agreed that the current service works well therefore there will be no significant changes to the current day to day service. The change is focused on the move to a shared service instead of a commissioning arrangement. All local authorities will delegate the provision and delivery of the emergency service for children and vulnerable adults to Stockton-On-Tees Borough Council.

3.4 A draft service specification has been developed which sets out the service provision to ensure that the five local authorities are able to continue to meet their statutory duties outside of usual business hours in line with relevant legislation. The lead authority (Stockton-on-Tees Borough Council) is expected to comply with all relevant legislation, regulations and statutory circulars in so far as they are applicable to the service and will ensure full compliance with regulations and standards. They will deliver an out of hours social work service that will respond to urgent or crisis situations by;

- Completing a risk assessment for every call or referral to the service
- Carrying out tasks and liaison with appropriate agencies to make the subject of the referral or the situation as safe as possible until handover to daytime services in the appropriate participating authority.
- Use of electronic information from each authority where appropriate to inform risk assessment

It will also perform duties that are required urgently out of hours such as

- Child Protection
- MH Act Assessments
- Safeguarding Adult Alerts
- PACE interviews (although not statutory) where an arrest of a child or young person has taken place and agreed by a senior team member of the EDT service.

3.5 The lead authority will ensure, that within the service operating times, suitably qualified child protection social workers and AMHP workers are available to respond to referrals. A bank of sessional social workers will also be available to cover for primary members of staff during periods of sickness absence, training, vacancies, annual leave. It is the responsibility of the lead authority to recruit, train and monitor sessional social workers.

EDT support workers will have split responsibilities which will include the administrative tasks generated in the management of the team, working operationally alongside social workers and responsibility for some identified support tasks.

3.6 An executive board/steering group will be established to act as the responsible body to manage the service governance arrangements under the new shared service arrangement. Each authority will appoint a person at assistant director level and a finance officer to act as their representative in relation to the operation of the agreement and representatives will be expected to meet at least once a year.

- 3.7 Each authority is required to identify a senior member of staff to act as an operational link officer to the service. This link officer should be able to make budgetary and operational decisions and be available to attend the operational link officers' groups. A lead commissioner is also required to act as a commissioning link officer to the service and to attend the operational link officers' groups. There will be four yearly operational link officer group meetings with commissioners from each authority present where any issues relating to the service can be considered with service and commissioning/contract managers.
- 3.8 An operational link officers group will be established and be responsible for setting, monitoring and reviewing service standards against the agreed service plan and shared service, this will include preparing an annual report on the performance of each of the shared services for the executive board.
- 3.9 The lead authority (Stockton-on-Tees) will be required to work in partnership with the remaining Tees Valley authorities, attend the quarterly meeting with link officers from the participating authorities and provide quantitative and qualitative monitoring information in an agreed format.

4. RISK IMPLICATIONS

- 4.1 Stockton-on Tees will continue to be the lead authority therefore the day to day operations will stay as the same as previously commissioned. The shared service model relies on each of the authorities across the Tees Valley committing to the requirements within the specification. The proposed shared service will ensure that many of the risks associated with the service are shared between each of the participating local authorities.

5. FINANCIAL CONSIDERATIONS

- 5.1 There are no financial considerations as the financial schedule will stay as agreed previously in the commissioned arrangements.

6. LEGAL CONSIDERATIONS

- 6.1 Section 47 of the Children Act 1989 places a duty upon the council to investigate concerns relating to the welfare of children both inside and outside of normal business hours. Arrangements must therefore be in place to ensure that an effective and robust Emergency Duty Team is in place. The council would likely face legal challenge if sufficient arrangements were not made.

Section 101 of the Local Government Act 1972 gives the council the power to make arrangements with other Local Authorities to discharge its duties and to collaborate for the purpose of creating efficiencies.

In order to put in place the arrangements for the shared service a legal agreement will be required to set out the shared roles and responsibilities of the participating local authorities. This agreement will ensure that the benefits and burdens of the arrangement are borne fairly and equally between the participating local authorities.

7. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 7.1 The Emergency Duty Team offer a service specifically for the safeguarding of children and vulnerable adults. This will continue as currently delivered.

8. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 8.1 The Emergency Duty Team offer a service specifically for the safeguarding of children and vulnerable adults. This will continue as currently delivered.

9. STAFF CONSIDERATIONS

- 9.1 The current staff are employed by Stockton which will continue therefore there are no staff considerations.

10. ASSET MANAGEMENT CONSIDERATIONS

- 10.1 There are no asset management considerations.

11. RECOMMENDATIONS

- 11.1 For members to approve the proposal for the council to make arrangements for the discharge of its statutory duty relating to the provision of an Emergency Duty service by entering into an agreement to participate in a shared service across Tees Valley.
- 11.2 For members to approve officers to negotiate and enter into an agreement to formalise the service specification.

12. REASONS FOR RECOMMENDATIONS

- 12.1 To ensure that the Emergency Duty Service is continuing to improve and services to children and vulnerable adults are responding appropriately to need.

13. BACKGROUND PAPERS

13.1 None

14. CONTACT OFFICERS

14.1 Danielle Swainston,
Assistant Director,
Joint Commissioning, Children and Joint Commissioning Services,
Civic Centre
01429 523732;
danielle.swainston@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children and Joint Commissioning Services

Subject: YOUTH JUSTICE STRATEGIC PLAN

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key Decision (General Exception Notice applies).

2. PURPOSE OF REPORT

2.1 To outline the process for the development of the draft Youth Justice Strategic Plan 2019-2021 (**Appendix 1**) and approve the draft Plan for consultation.

2.2 Full Council will be asked to adopt the final plan on 20 February 2020. Recommendations made by the Children's Services Committee, Safer Hartlepool Partnership and Audit and Governance Committee will be incorporated into the final plan which will be reported back to Children's Services Committee prior to final adoption of the plan by full Council

2.3 The final Strategy Plan will also be sent to the National Youth Justice Board.

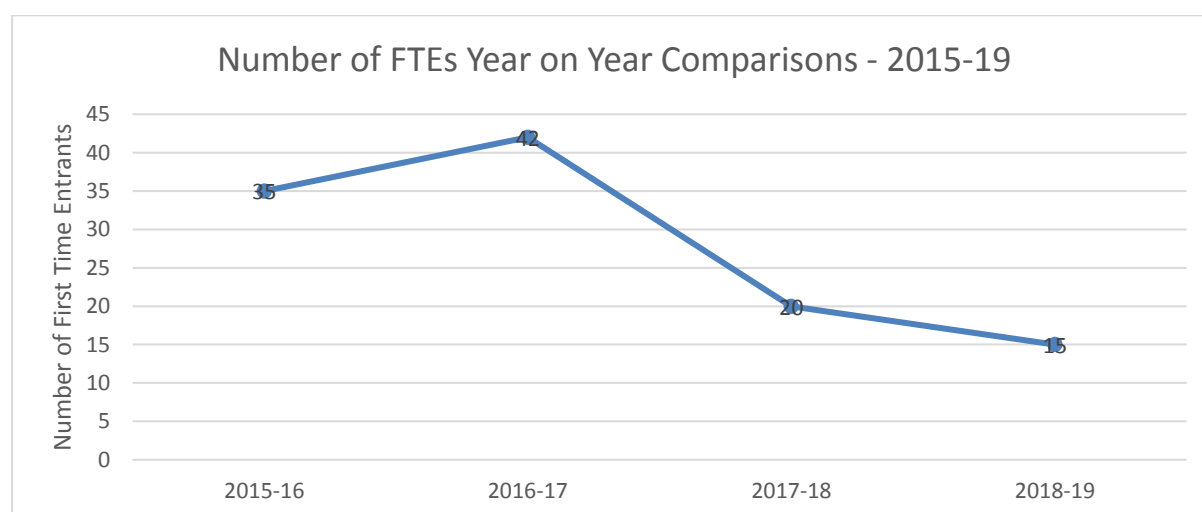
3. BACKGROUND

3.1 The national Youth Justice System primarily exists to ensure that children and young people between the age of 10 and 17 do not engage in offending or re-offending behaviour and to ensure that where a young person is arrested and charged with a criminal offence, they are dealt with differently to adult offenders to reflect their particular welfare needs as children.

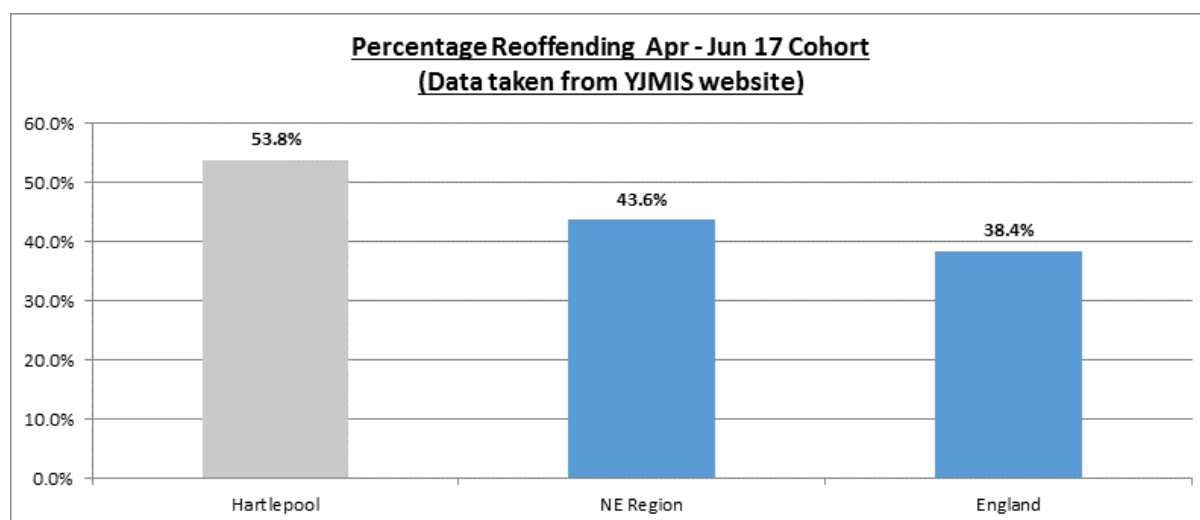
3.2 Local Youth Offending Services were established under the Crime and Disorder Act 1998 to develop, deliver, commission and coordinate the provision of youth justice services within each Local Authority.

- 3.3 Hartlepool Youth Justice Service was established in April 2000 and is responsible for youth justice services locally. It is a multi-agency service and is made up of representatives from the Council's Children's Services, Police, Probation, Health and Education.
- 3.4 The primary objectives of Youth Justice Services are to prevent offending and re-offending by children and young people and reduce the use of custody.
- 3.5 There is a statutory requirement for all Youth Justice Services to annually prepare, a local Youth Justice Plan for submission to the national Youth Justice Board.
- 3.7 The annual Youth Justice Plan provides an overview of how the Youth Justice Service, the Youth Justice Service Strategic Management Board and wider partnership will ensure that the service has sufficient resources and infrastructure to deliver youth justice services in its area in line with the requirements of the *National Standards for Youth Justice Services* to:
- promote performance improvement;
 - shape youth justice system improvement;
 - improve outcomes for young people, victims and the broader community.
- 3.8 The YJS had positive performance in 2018 /19 and we hope to build upon this in the coming, as you can see from the graph below the number of first time entrance in to the youth justice system has reduced consistently since 2016 , this is due to a number of reasons, in particular the positive partnership between the police and youth justice team.

First Time Entrants (FTEs)



- 3.9 The rate of youth reoffending within Hartlepool remains above the national and regional average as demonstrated in the graph below and will be a key priority in the coming year. This will be primarily achieved through an improvement in the offers of intervention (which is under review) to young people under YJS supervision and using feedback from young people to inform service delivery. In addition the planned use of Live Tracker and the proportionate use of rehabilitative interventions and, where necessary, restrictive measures will serve to ensure effective management of risk and support welfare-related need.



- 3.10 The service is dealing with smaller caseloads consisting of complex individuals with multiple risks and vulnerabilities to address these needs the service needs to take a systemic approach as the key to diverting young people from offending is often to address the needs within the young person's family, the community and the wider system. Recent analysis reveals a cohort which display broader lifestyle choices relating to substance misuse and the need to generate income to maintain this. This also reflects the national and regional picture in terms of caseload composition.
- 3.11 Furthermore, this cohort of young people who continue to offend are predominantly young males aged between 15 and 17, many of whom reside within Hartlepool's most deprived neighbourhoods. Although not mutually exclusive, the common criminogenic need and welfare issues prevalent amongst this cohort are identified as:
- higher than average mental health/emotional wellbeing needs
 - higher levels of drug and alcohol use than for the general population and in particular 'heavy cannabis use'
 - low educational attachment, attendance and attainment
 - having family members or friends who offend
 - higher than average levels of loss, bereavement, abuse and violence experienced within the family

- a history of family disruption
- chaotic and unstructured lifestyles

4. PROPOSALS

4.1 It is proposed that the Youth Offending Service and broader youth justice partnership will focus on the following key strategic objectives during 2019/20:

- **Early Intervention and Prevention** sustain the reduction of first time entrants to the youth justice system by ensuring that there remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour.
- **Re-offending** Reducing further offending by young people who have committed crime with a particular emphasis on the development of activities to address the offending behaviour of young women.
- **Remand and Custody** Demonstrate that there are robust alternatives in place to support reductions in the use of remands to custody whilst awaiting trial/sentencing.
- **Voice of the Young Person** ensure that all young people are actively involved in developing their own plans and interventions and have the opportunity to develop and inform current and future service delivery.
- **Effective Governance** ensure that the Youth Offending Strategic Management Board is a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.
- **Risk and Safety & Wellbeing (Asset Plus)** ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk of harm, safety and wellbeing concerns and desistance factors, to inform effective intervention and risk management.
- **'Child First'** ensure that the Child First principles are embedded within the Youth Justice Service and that every child has the opportunity to live a safe and crime free life, and makes a positive contribution to society.

5. RISK IMPLICATIONS

5.1 The strategic plan identifies key risk to future delivery as detailed in Section 8 of the plan these are:

- The unpredictability associate with secure remand episodes and secure remand length has the potential to place significant financial pressure on the Youth Justice Service and the broader Local Authority;

- Managing the potential for reduction in YJB grant and partnership financial and 'in-kind' contributions for post-2019/20;
- Performance on re-offending outcomes and impact to children; and
- Emerging concerns around Serious Youth Violence, Criminal Exploitation and County Lines

6. FINANCIAL CONSIDERATIONS

- 6.1 Although there are no direct financial implications arising from this report, over the last five years the Youth Justice Service has experienced over a 12% reduction in grant from the Youth Justice Board and reductions in cash contributions from partner agencies. In addition, future funding is hard to predict as for the last few years the grant awarded from the Youth Justice Board has not been notified to local authorities until May when the budget has been set and the financial year commenced. All of this has combined to make it challenging in setting and managing the budget for the service.

7. LEGAL CONSIDERATIONS

- 7.1 Under the Crime and Disorder Act 1998 a local authority must submit a youth justice plan annually to the Youth Justice Board setting out (a) how youth justice services are to be provided and funded in their area and (b) how the YOTs established by them are to be composed and funded, how they are to operate and what functions they are to carry out. The plan must be published in such manner and by such date as the Secretary of State may direct.

8. CONSULTATIONS

- 8.1 Children's Services Committee – 19 November 2019;
Safer Hartlepool Partnership – 22 November 2019;
Audit and Governance – 5 December 2019
Full Council on 20 February 2020.

9. CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 9.1 Preventing young people from entering the youth justice system and diverting them from re-offending improves their life chances in terms of future economic wellbeing as a pathway out of poverty.

10. EQUALITY AND DIVERSITY CONSIDERATIONS

- 10.1 The Youth Justice Plan promotes improved outcomes for all young people within the youth justice system including those with protected characteristics. **(Appendix 2).**

11. STAFF CONSIDERATIONS

- 11.1 There are no staffing consideration within this report

12. ASSET MANAGEMENT CONSIDERATIONS

- 12.1 There are no asset management consideration within this report

13. RECOMMENDATIONS

- 13.1 To approve the draft Youth Justice Strategic Plan for consultation and make any recommendations to be incorporated into the final plan which will be reported back to Children's Services Committee prior to final adoption of the plan by full Council.

14. REASONS FOR RECOMMENDATIONS

- 14.1 The development of the Youth Justice plan for 2019-2021 will provide the Youth Justice Service with a clear steer to bring about further reductions in youth offending and contribute to improving outcomes for children, young people and their families alongside the broader community.
- 14.2 The local Youth Justice Strategic Plan for 2019–2021 will establish responsibility across the Youth Justice Service and the Youth Justice Strategic Board for taking each improvement activity forward within agreed timescales.

15. BACKGROUND PAPERS

The following background papers were used in the preparation of this report:

- Crime and Disorder Act 1998
- Standards for children in the youth justice system 2019

16. CONTACT OFFICERS

Jane Young Assistant Director
Hartlepool Borough Council
Civic Centre
TS24 8AY
Tel 01429 523957
E-mail jane.young@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒



HARTLEPOOL
YOUTH JUSTICE SERVICE

1	FOREWORD	Page 3
2	INTRODUCTION	Page 5
3	WHAT WE HAVE ACHEIVED IN 2017/18 & 2018/19	Page 7
4	STRATEGIC VISION AND PRIORITIES - A BETTER CHILDHOOD IN HARTLEPOOL	Page 22
5	STRUCTURE AND GOVERNANCE	Page 27
6	RESOURCES AND VALUE FOR MONEY	Page 30
7	PARTNERSHIP ARRANGEMENTS	Page 32
8	RISKS TO FUTURE DELIVERY	Page 33
9	STRATEGIC SUMMARY	Page 35

1. FOREWORD

Welcome to the 2019 - 2021 Hartlepool Youth Justice Strategic Plan. This plan sets out our ambitions and priorities for Hartlepool Youth Justice Service and the broader local Youth Justice Partnership for the next 2 years.

Hartlepool's Community Strategy 2008-20 establishes a vision for the town:

"Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward looking community, in an attractive and safe environment, where everyone is able to realise their potential".

The Youth Justice Service and broader partnership has a key role in contributing to this vision, by continuing to deliver a high quality, effective and safe youth justice service that prevents crime and the fear of crime, whilst ensuring that young people who do offend are identified, managed and supported appropriately, without delay.

In recent years Hartlepool has witnessed a significant reduction in youth crime. The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time, but there remains a need to drive down incidents of re-offending by young people who have previously offended. This will be achieved through a combination of robust interventions designed to manage and reduce risk of harm, support safety & wellbeing, restore interpersonal relationships, promote whole family engagement and achieve positive outcomes. Encouragingly, Hartlepool Youth Justice Service is developing its restorative offer to young people whilst ensuring that victims of youth crime have a voice.

The recently published 'Standards for children in the youth justice system 2019' and the 'Child First' ethos will be integral to the way the service builds upon our progress to date. However, it must be acknowledged that the current economic climate, and the continuing introduction of new reforms relating to how we respond to children, young people, families and communities, will inevitably present new challenges in the coming year and beyond.

Despite these challenges I am very confident that Hartlepool Youth Justice Service and the broader Youth Justice Partnership will continue to help make Hartlepool a safer place to live, work, learn and play

In 2019-21 we will strive to continuously improve by:

- Adopting an Enhanced Case Management model, with trauma informed practice at its core.

- Developing a clear and consistent approach to all forms of child exploitation.
- Building on the improving YJS offer of a 'whole family approach'
- Ensuring the Service maintains a 'child first' ethos.

None of the above will be possible without the continued support and close working relationships of our partners and Children's Social Care. In addition, these relationships allow us to mitigate the impact of ever reducing partnership budgets whilst maintaining the quality and effectiveness of the Service.

2018-19 has been a year of change with the YJS Team Manager. Mike Lane moved to HMIP as a Lead Inspector, I would like to put on record the thanks of the Management Board, YJS staff and all the partners for his dedicated and effective leadership.

We also wish Roni Checksfield all the very best in taking up the challenge and are confident that the Service will continue to deliver high quality services to all young people, families and victims.

As always, the Strategic Management Board is extremely grateful for the skill and dedication of our employees in supporting young people who offend, or are at risk of becoming involved in offending.

On behalf of the Youth Justice Service Strategic Management Board I am pleased to **pledge my support to** and endorse the Youth Justice Strategic Plan

Signature

A handwritten signature in black ink, appearing to read 'Ch. Insp Burnell', written in a cursive style.

Chief Inspector Nigel Burnell, Cleveland Police - Youth Justice Service Strategic Management Board Chair

2. INTRODUCTION

The National Youth Justice System primarily exists to ensure that children and young people between the age of 10 and 17 (who are arrested and charged with a criminal offence) are dealt with differently to adult offenders, to reflect their particular welfare needs.

In summary, young people who offend are:

- Dealt with by youth courts;
- Given different sentences in comparison to adults and
- When necessary, detained in special secure centres for young people.

It is the responsibility of the Local Authority and statutory partners to secure and coordinate local youth justice services for young people, area who come into contact with the Youth Justice System as a result of their offending behaviour. This is achieved through the established Youth Justice Service.

The primary functions of Youth Justice Services are to prevent offending and re-offending by children and young people and reduce the use of custody.

Hartlepool Youth Justice Service was established in April 2000 and is a multi-agency service made up of representatives from Children's Services, Police, Probation, Public Health, Education, Community Safety and the local voluntary/community sector. Hartlepool Youth Justice Service seeks to ensure that:

- All young people entering the youth justice system benefit from a structured needs assessment to identify risk and protective factors associated with their offending behaviour in order to inform effective interventions.
- Courts and Referral Order panels are provided with high quality reports that enable them to make informed decisions.
- Orders of the Court are managed in such a way that they support the primary aim of the youth justice system, alongside managing risk of harm and ensuring there is due regard to the welfare of the young person.

- Services provided to courts are of a high quality and ensure that magistrates and the judiciary have confidence in the supervision of young people.
- Comprehensive bail and remand management services are in place locally for young people remanded or committed to custody, or on bail while awaiting trial or sentence.
- The needs and risks of young people sentenced to custodial sentences (including long-term custodial sentences) are assessed to ensure effective resettlement and management of risk.
- Those receiving youth justice services are treated fairly regardless of race, language, gender, religion, sexual orientation, disability or any other factor, and actions are put in place to address discrimination if identified

In addition to the above, the remit of the service has widened significantly in recent years due to both national and local developments relating to prevention, diversion and restorative justice and there is a now requirement to ensure that:

- Strategies and services are in place locally to prevent young people from becoming involved in crime or anti-social behaviour;
- Out-of-court disposals deliver targeted and bespoke interventions for those at risk of entering the Youth Justice System
- Assistance is provided to the Police when determining whether Youth Cautions should be issued and
- Restorative approaches are used, where appropriate, with victims of crime and ensures that restorative justice is central to work undertaken with young people who offend.

The Hartlepool Youth Justice Plan for 2019-2021 sets out how youth justice services will be delivered, funded and governed in response to both local need and national policy changes including the implementation of Standards for children in the youth justice system 2019. It also highlights how Hartlepool Youth Justice Service will work in partnership to prevent offending and re-offending by young people and reduce the use of custody.

3. WHAT WE HAVE ACHEIVED IN 2017/18 & 2018/2019

A review of progress made against last year's plan highlights that the service has made progress across the majority of the year's priorities; but there remains key areas for improvement that will need to be driven forward in the coming year:

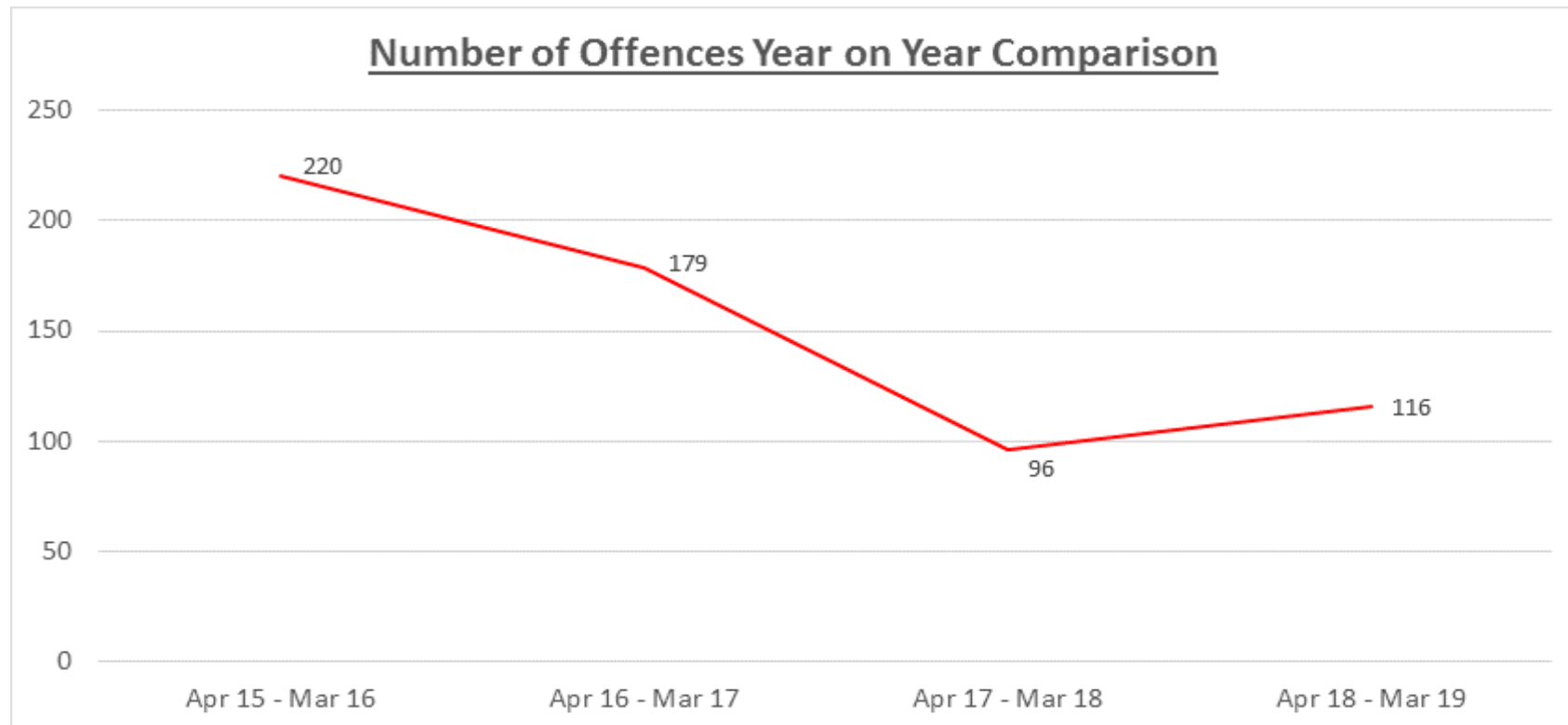
	Comments
Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that there remain strategies and services in place locally to prevent young people from becoming involved in crime and anti-social behaviour	<p>The last two years have seen decreases in FTE's. In 2016/17 we had an increase in FTE to 42. This has been followed by a 52% reduction in 2017/18 to 20 and a further 25% reduction in 2018/19 to 15. These decreases are reflective of the Tees-wide trend, with neighbouring Tees Valley YOTS also reporting decreases across the same period.</p> <p>Our continued partnership arrangements with Cleveland Police remain effective in relation to the diversion of young people from the Youth Justice System. This is primarily through the delivery of Out Of Court Disposals, with longer term data trend evidencing significant success in this area.</p> <p>The Cleveland Police and Crime Commissioner (PCC) continues to fund Triage.</p>
Re-offending - reduce further offending by young people who have committed crime	<p>The YJMIS reoffending data demonstrates how unpredictable young people's behaviours can be. The current rate is 53.8% (Apr 17-Jun 17 cohort) which represents an increase after 5 consecutive quarterly reductions. The number of re-offenders has also fluctuated over the last 2 years. Inevitably, due to the low cohort numbers, any re-offending sees a considerable increase in the rate.</p> <p>The rate of youth re-offending within Hartlepool remains above both the national and regional average and addressing this remains a strategic priority in the coming year. This will be primarily through continued assessment and a bespoke package of interventions (which is currently being developed). In addition, the proportionate use of rehabilitative interventions and, where necessary, restrictive interventions will serve to ensure effective management of risk and support around welfare-related need. We aim to address the needs</p>

	of young people using a systemic team around the family model maximising inter-agency support and services and the family own resources.
To focus our iniRemand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.	<p>The number of remand episodes in 2017/18 was 0 with 1 in 2018/19. These are excellent figures and continue to evidence the Bail Supervision and Support/ISS packages which are provided (where necessary and appropriate) as an alternative to custody.</p> <p>The number of custodial sentences across 2017/18 and 2018/19, have remained static with 3 young people having been made subject to such a disposal.</p> <p>The number of breaches of community based court orders has decreased from 15 in 2017/18 to 8 in 2018/19.</p> <p>Compliance panels have been established within YJS practice, as a means of identifying barriers to engagement and the reasons for none attendance, with the aim of increasing attendance and reducing the likelihood of remand.</p>
Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.	<p>The victims of youth crime are given the opportunity to participate in restorative justice. Restorative practice remains an integral part of the work undertaken with young people involved with the YJS.</p> <p>The Restorative Justice and Victim provision was in-sourced from April 2017, after a review of the previous provision. These statutory duties were re-aligned within the existing staffing of Hartlepool YJS – all of whom have undertaken service-wide Restorative Justice training, many to level 3. This has enabled Hartlepool YJS to have control and influence in shaping the direction and quality of Restorative Justice work. Across 2017/18 and 2018/19 there were 90 contacts with victims of crime and where consented a Victim Impact Statement completed.</p> <p>Young people, under the supervision of Hartlepool YJS, delivered approximately 700 hours of direct and indirect unpaid reparative activity within the Hartlepool area in 2017/18 and 2018/19. This was across various projects and involved working with local voluntary groups throughout the town.</p>
Risk and Safety & Wellbeing – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk	Risk, Safety and Wellbeing arrangements continue to benefit from regular quality assurance, ensuring all young people entering (or at risk of entering) the youth justice system benefit from a structured needs assessment (via Asset Plus). The management of risk remains a key priority, alongside ensuring

and vulnerability to inform effective intervention and risk management.	interventions are tailored to meet the individual's needs. The safety and wellbeing of young people under the supervision of the YJS is paramount.
Voice of the Young People – ensure that all young people are actively involved in developing their own plans and interventions and have the opportunity to develop and inform current and future service delivery	<p>Hartlepool YJS has ensured young people have a voice and this is captured within their assessment – primarily through completion of the Asset Plus self-assessment.</p> <p>The service has ensured young people have been provided with opportunities to influence and shape service delivery – through utilising Hartlepool YJS e-survey feedback. The e-survey has recently been extended to include parents/carers and victims.</p> <p>Specialist Speech, Language and Communication Need (SLCN) training was commissioned from Durham YOS, and whole-service training was delivered, with the aim of raising awareness and supporting those young people with a SLCN. In turn, this enabled more effective signposting of young people to specialist Speech & Language Therapeutic services, culminating with the YJS commissioning a Speech and Language Therapist in 2018/19 and re commissioned in 2019/20.</p>
Extremism and PREVENT Strategy – To ensure that the Youth Justice Service is compliant with legislative and practice requirements and adhere to the specific objectives of the 2011 Prevent Strategy	<p>All members of Hartlepool Youth Justice Service (across all staff grades) have completed the mandated training around the PREVENT strategy and the Government's overall counter-terrorism strategy (CONTEST)</p> <p>Hartlepool YJS has a designated staff member as a specialist Prevent lead and WRAP3 Train the Trainer, accredited via the Office for Counter Terrorism & Security.</p> <p>Assessments and planned interventions adequately consider issues such as extremism and radicalisation and, where necessary or appropriate, refer young people for further guidance and support</p> <p>Hartlepool YJS are also represented on the local Prevent Operational Group.</p>
Effective Governance – ensure that the Youth Justice Strategic Management Board remains a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.	<p>The Youth Justice Strategic Management Board continues to be a well constituted, committed and knowledgeable Board which scrutinises Youth Justice Service performance. Ongoing development/shadowing days with all board members will continue to ensure the board remain committed and are able to advocate for the YJS within their own service areas.</p> <p>A new YJS Team Manager was appointed in October 2018 and a review was undertaken in March 2019 to ensure that the governance of YJS activity is fit for purpose, in line with changing national policy.</p>

Young People Who Offend

In spite of the challenges that young people, families and communities contend with in Hartlepool, the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour.



The number of offences committed by the YJS cohort has reduced from 179 (2016/17) to 96 in 2017/18 and followed by a slight increase to a current level of 116 in 2018/19 – which represents a significant reduction of 35% across the two years. Alongside this, the longer term rising trend in Restorative Interventions (for which responsibility lies with the Police) has contributed to a reduction of the number of young people entering the Criminal Justice System.

Prevention and Diversion

Hartlepool Youth Justice Service, and the broader youth justice partnership, continue to place a significant emphasis on the prevention of young people's involvement in crime and anti-social behaviour. This continues to positively impact on the reduction of young people entering the Youth Justice System.

Youth crime prevention and diversion is based on the premise that it is possible to change the direction of young people by reducing risk factors that may lead to offending behaviour and enhancing protective factors that might help prevent offending.

It marks a concerted shift away from reactive spending, towards early action and intervention, through a range of programmes for young people who are at risk of offending, which can result in better outcomes and greater value for money.

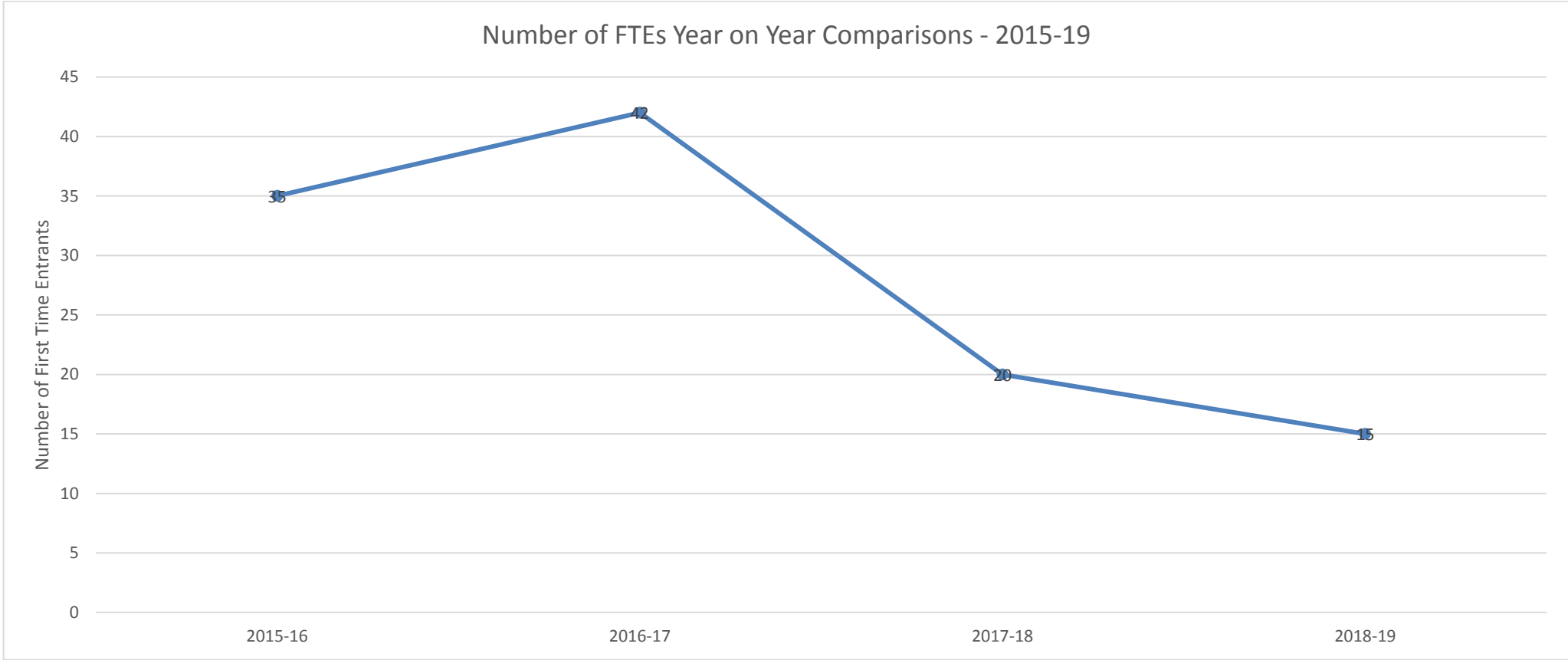
For young people whose behaviour has become more problematic, robust out of court interventions have proven to be highly successful in diverting young people away from further involvement in crime and anti-social behaviour. The use of out of court interventions are able to impress upon the young people the seriousness, and potentially damaging effect, of their actions however they do not criminalise the young people in the way that statutory court orders inevitably do.

Hartlepool YJS has again seen a reduction in First Time Entrants (FTEs) over the last 2 years 2017/18 and 2018/19. Hartlepool YJS partnership arrangements with Cleveland Police are established and effective in relation to the diversion of young people from the Youth Justice System. This remains primarily through the delivery of Out Of Court Disposals (O OCD), with longer term data trend evidencing significant success in this area. Indeed, Hartlepool YJS will continue to monitor the number of FTEs and for those young people subject to an O OCD, ensuring interventions are robust and sufficient to address the offence committed, alongside other areas of need identified in the assessment, in order to help prevent any further offending.

Cleveland PCC continues to fund the diversionary Triage programme which has made a considerable contribution to the continuing reduction of FTEs. There was a recorded 143 FTEs in 2009/10, compared to 15 in 2018/19 marking a huge reduction of 89%.

Multi agency partnership work is ongoing to implement suitable interventions and processes to work intensively with those young people identified as potentially being criminally exploited. Hartlepool YJS will be providing a leading role in this process alongside the Vulnerable, Exploited, Missing and Trafficked (VEMT) local board.

First Time Entrants (FTEs)



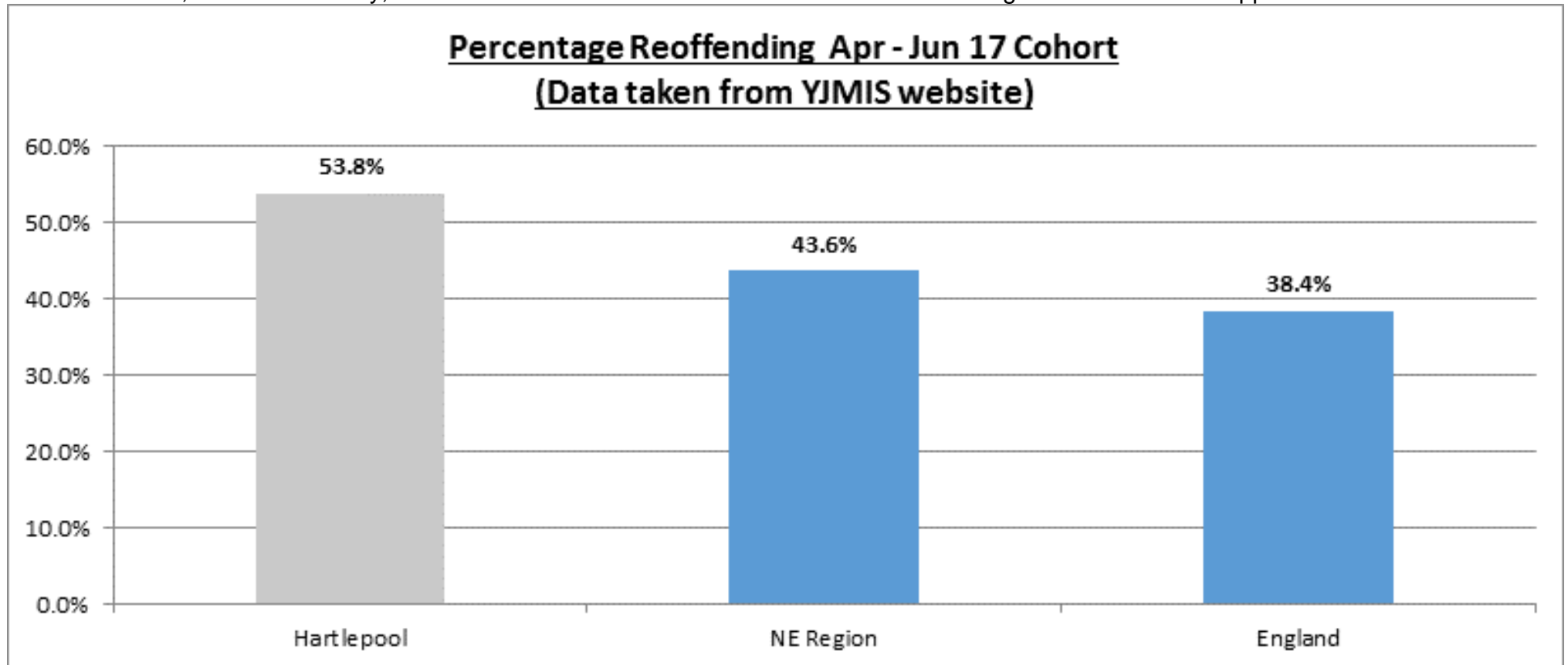
Reoffending

The reoffending indicator has been changed nationally which makes direct comparisons with historical performance difficult. Although Hartlepool is still above the national and regional average, the YJMIS reoffending data provides a somewhat unpredictable picture. Up until recently, Hartlepool YJS's reoffending rate had seen a reduction for 5 consecutive quarters. At a current level of 53.80%, which still represents a reduction of 6.20% from the July 15 – Sept 15 cohort. Each of the cohorts are tracked for a period of 12 months, plus a further waiting period of 6 months to allow for any offences which may not have yet been dealt with by the Criminal Justice System – therefore the most recent reoffending data always has an 18 month time lag.

Alongside this, the number of re-offenders also continues to fluctuate, although the constant low numbers impact hugely on the reoffending measures.

Cohort	Number in cohort	No of Re-offenders	No of Re-offences	Re-offences / Re-offenders	% Re-offending
Jul 15 - Sep 15	20	12	54	4.50	60.00%
Oct 15 - Dec 15	29	17	88	5.18	58.60%
Jan 16 - Mar 16	16	9	54	6.00	56.30%
Apr 16 - Jun 16	18	10	23	2.30	55.60%
Jul 16 - Sep 16	22	10	36	3.60	45.50%
Oct 16 - Dec 16	29	9	22	2.44	31.00%
Jan 17 - Mar 17	25	11	31	2.82	44.00%
Apr 17 - Jun 17	26	14	35	2.50	53.80%

The rate of youth reoffending within Hartlepool remains above the national and regional average and will be a key priority in the coming year. This will be primarily achieved through an improvement in the offers of intervention (**which is under review**) to young people under YJS supervision and using feedback from young people to inform service delivery. In addition the planned use of Live Tracker and the proportionate use of rehabilitative interventions and, where necessary, restrictive measures will serve to ensure effective management of risk and support welfare-related need.



The service is dealing with smaller caseloads consisting of complex individuals with multiple risks and vulnerabilities. Recent analysis reveals a cohort which display broader lifestyle choices relating to substance misuse and the need to generate income to maintain this. This also reflects the national and regional picture in terms of caseload composition.

Furthermore, this cohort of young people who continue to offend are predominantly young males aged between 15 and 17, many of whom reside within Hartlepool's most deprived neighbourhoods. Although not mutually exclusive, the common criminogenic need and welfare issues prevalent amongst this cohort are identified as:

- higher than average mental health/emotional wellbeing needs
- higher levels of drug and alcohol use than for the general population and in particular 'heavy cannabis use'
- low educational attachment, attendance and attainment
- having family members or friends who offend
- higher than average levels of loss, bereavement, abuse and violence experienced within the family
- a history of family disruption
- chaotic and unstructured lifestyles

Alongside this cohort of young males, there is another cohort of young females aged 14 -17 whom, although perhaps not as prolific in terms of reoffending, are of significant concern due to multiple complex issues which are predominately welfare-orientated. These include:

- Substance misuse
- Chaotic lifestyles
- Sexual exploitation
- Missing from home
- Family breakdown

Again, as with the male cohort, young females who are offending are noted to have a higher prevalence of poor emotional well-being. Analysis shows that this arises from loss, bereavement and domestic or sexual abuse.

Working in partnership is key to supporting a greater understanding of these underlying issues, alongside addressing them in a holistic and co-ordinated way to provide “pathways out of offending”, with the intention of trying to reduce crime and break the cycle of offending behaviour across generations. This collaborative work is achieved through:

- A Better Childhood In Hartlepool,
- Hartlepool Community Safety Partnership
- Cleveland & Durham Local Criminal Justice Partnership
- Education Commission
- Emotional Health and Wellbeing Transformation

It is also important to adopt an ‘intelligence-led’ targeted approach, particularly in relation to prevention, and build on service-wide staff training to respond to Speech, Language, & Communication, alongside the emotional health and wellbeing needs of the young people. An important element to the reduction of reoffending and the number of those entering the youth justice system is the development of the YJS interventions. Interventions are bespoke, based on high quality, integrated assessments and plans, delivered by YJS staff and partner agencies. Some progress has been made in this area, however further work is needed in the forthcoming year. Some innovative interventions have been developed and a more evident ‘Whole Family’ approach is being further developed with the recent inclusion of Psychological Therapists and the re commission of the Speech and Language Therapist within the service. This will continue to be monitored through established quality assurance and performance measures, such as the monthly YJS performance clinics and the Hartlepool Community Safety Partnership meetings between Police, Social Care, ASBU, YJS, Fire and Rescue Services and Adult Services.

Victims of Youth Crime

Whilst crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities. The YJS and broader Youth Justice Partnership are working hard to reduce the numbers of victims of crime, by incorporating the use of restorative justice practices. Restorative Justice (RJ) provides opportunities for those directly affected by an offence (victim, offender and members of the community) to communicate and ensure victims of youth crime have a voice.

In addition victims of youth crime are helped to access appropriate support pathways that enable them to move on from the impact of crime. A personalised approach is taken to ensure that victims of crime in Hartlepool are placed at the centre. This includes ensuring that individual needs and wishes are fully taken into account. As a result we aim to visit all victims of crime so they are able to access pathways to support, including the option to participate in restorative justice. Across 2017/18 and 2018/19 there were **90** contacts with direct victims of crime and where consented a Victim Impact Statement carried out.

RJ is an important underlying principle of all disposals for young people on YJS caseload, from Triage to Detention & Training Orders. Whilst restorative processes typically result in practical reparation, for example participating in a task that benefits the community, the communication between victim and offender, as part of this process, can also produce powerful emotional responses leading to mutual satisfaction and socially inclusive outcomes.

The decision was made to in-source the RJ and Victim provision as of 1/4/17. These statutory duties have been re-aligned within the existing staffing of Hartlepool YJS – all of whom have undertaken service-wide RJ training, many to level 3. This decision has enabled Hartlepool YJS to have direct control and influence in shaping the direction and quality of RJ work, including the establishment of updated working policies, practices and procedures. In turn, this has already begun to result in better outcomes for both victims and young people and is much more responsive to local need.

There is considerable evidence that RJ practice is much more integrated across all areas of the service. In particular, there is a closer link between those workers with additional RJ responsibility and case managers in relation to the needs and wishes of victims.

In summary, young people under the supervision of Hartlepool YJS delivered approximately 700 hours of direct and indirect reparative activity within Hartlepool in 2017/18. This was across a varied scope of projects and collaborative working with local voluntary groups in varying locations across the town, including The Headland, Burn Valley Park, Ward Jackson Park and Seal Sands beach. In addition, more individual bespoke projects have taken place involving furniture restoration, bird boxes for distribution to local groups, Christmas hampers for those in need and an art project to benefit the local community.



Quality of Services

Throughout 2018/19, the YJS Team Manager has focused on the quality of assessments and subsequent managerial oversight and quality assurance. This has been sustained by the current management team, through regular supervision, audit and staff training. Policy development has been a priority over the last two years in particular updating and reviewing the staff guidance in relation to the management of Risk of Harm, Safety & Wellbeing and also Case Recording.

Performance management and data analysis has continued to be a priority within 2018/19, with significant work undertaken in conjunction with the Local Authority's Data information and IT teams. This has enabled various processes and documents (including the YJS Board Report) to be aligned with cleansed data, which not only makes performance management data more accessible and understandable, but also allows such data to inform service improvement activity, comparative analysis and the directing of resource to areas of organisational need.

Hartlepool YJS continue to commission South Tees YOS, to provide duty cover of Youth Court work in Teesside. Whilst allowing the service to maintain excellent working relationships within the Court arena, this continues to create some necessary and critical capacity within the team to manage the volume of post-court work and utilise staffing time more effectively. Given the success of this arrangement (strategically, operationally and financially) this was re commissioned in March 2019 for a further 12 month period.

A continued key strength of Hartlepool YJS is the ability of all staff to engage complex and challenging young people, through quality assessments and response to individual need. This builds positive relationships and leads to better outcomes – both for the young person as an individual and their families and the community as a whole. Throughout 2017/18 and 2018/19 there has been considerable service-wide training, which compliments staff members' professional development on an individual level via training from the Local Authority and other statutory and voluntary partners. Alongside internal training around Risk of Harm, Safety & Wellbeing, and Asset Plus refreshers. Hartlepool YJS has received Talking Mats training which is a specialist Speech Language and Communication Need (SLCN) intervention and some staff attended Kids For Law training. All of the YJS staff received two days Trauma training delivered by Tees Esk and Wear Valley NHS Trust, which will be followed up by Trauma

Recovery Model training and the implementation of Enhanced Case Management, which is planned for late of 2019. Staff development will continue throughout 2019-21 and remains a key focus in working towards a quality service. This will be supported by regular supervision and appraisal, alongside reflective supervision sessions which encourage staff to analyse their practice within a supportive learning environment.

In relation to inspection, the new HMIP inspection framework was published and implemented in 2018. HMIP will grade the quality of work delivered by each YOT using a four point scale, with the following categories: Outstanding, Good, Requires Improvement and Inadequate. Inspections are across 3 domains, Governance/Leadership, Post Court and Out Of Court Disposals. Subsequently a lot of work has been undertaken in ensuring the service is 'inspection ready'. The challenge for Hartlepool YJS throughout 2019-21 is to ensure and maintain inspection readiness. (I would take this para out)

The HMIP inspection framework and the recently published 'Standards for children in the youth justice system 2019' will ensure that Hartlepool YJS continues to provide the best outcomes possible for children in the youth justice system.

Service User Feedback

The voice of the young person was identified as a key strategic objective for 2017/18 and 2018/19 and completion of Asset Plus self-assessments remains critical in capturing the voice and perceived needs of those young people with whom the YJS work. Internally, given that (as of April 2017) HMIP were no longer gathering and monitoring Viewpoint e-survey returns. Hartlepool YJS completed some internal work to develop an evaluative Survey Monkey (based on the original Viewpoint questions) to measure Young People's perceptions of: Quality of Service, Likelihood of Offending, Fairness of treatment by YJS staff and Quality of interventions.

52 surveys were completed by young people across the last 2 years:

- Just under 90% of YP indicated they know what kind of things make them more likely to offend;
- Just under 90% of YP indicated work with the YJS made them realise change is possible;
- Over 80% of YP indicated they are a lot less likely to offend;
- Over 90% of YP felt they were treated fairly;
- Over 80% of YP felt the service they given was 'very good';
- 100% of YP felt listened to by the people who worked with them
- Just under 80% of YP indicated the sessions helped change their behaviour

4. STRATEGIC VISION AND PRIORITIES - A BETTER CHILDHOOD IN HARTLEPOOL

Hartlepool's Children Strategic Partnership has set out its vision for children and young people within the town as follows:

Vision:

Our ambition as a children's partnership is to enable all children and families in Hartlepool to have opportunities to make the most of their life chances and be supported to be safe in their homes and communities.

Obsessions:

- Children and young people have opportunities to make the most of their life chances and are safe
- Improving family relationships, strengths, skills and ability to cope
- Reducing the impact of domestic violence, mental health, drugs and alcohol misuse on children and families
- Helping parents, carers and young people to gain skills and get jobs

The Youth Justice Service, as part of the wider services for children, seeks to deliver on the vision and obsessions through a number of identified Youth Justice Service Strategic Priorities for 2019 - 2021.

In addition, these priorities align and overlap with the strategic objectives set by the Safer Hartlepool Partnership for 2017-2020:

- Reduce Crime and repeat Victimisation
- Reduce the harm caused by drug and alcohol misuse

- Create confident, cohesive and safe communities
- Reduce offending and reoffending.

To enable Hartlepool Youth Justice Service to contribute to the vision above, it will focus on the following strategic objectives and priorities:

Proposed Strategic Objectives and Priorities – 2019-2021

Hartlepool Youth Justice Service (and the broader Youth Justice Partnership) will be utilising the YJB grant to help achieve the following key strategic objectives during 2019-21, also ensuring the service achieves and maintains inspection readiness and that the recently published Standards for children in the youth justice system 2019 are embedded throughout the service:

Youth Justice Strategic Priorities
<p>Re-offending - reduce further offending by young people who have committed crime with a particular emphasis in the development of Service interventions that are structured, responsive and tailored to meet identified individual need and evaluated. (Both within Youth Justice Service and provided by external agencies).</p> <p>Key Actions</p> <ul style="list-style-type: none"> • Undertake quality assessments of young people at risk of re-offending, ensuring risks, desistance factors and needs are identified which inform effective intervention planning • Improve interventions delivered, through innovation and collaboration where appropriate • Improve intelligence and timely information sharing relating to those young people who are at risk of offending, to inform service-wide improvement activity or targeted work • Continue to improve the 'whole family' approach offer within the service and with partners • Scoping activity to be undertaken in relation to retaining both the Speech & Language Therapist and Emotional Wellbeing therapists presence within the YJS beyond March 2020
<p>Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that strategies and services remain in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour.</p>

Key Actions

- Embedding of 'A Better Childhood' in Hartlepool and fulfilling the YJS role within the wider Local Authority approach and vision
- Operate a targeted approach to supporting individuals and groups of young people at risk of offending - based on intelligence and collaborative working with key partners (Police, ASB, Early Help, Voluntary Community Sector, Schools, etc)
- Ongoing trend analysis of past and current FTE's to identify key themes and responses
- Ongoing briefings to key partners (such as Police and Social Care) to emphasise and promote the Prevention and Diversion agenda
- Ensure point of arrest diversion is evident as a distinct and substantially different response to formal out of court disposals

Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.

Key Actions

- Monitor and maintain the use of Compliance Panels to ensure continued effectiveness
- Ensure the Service provides intensive packages of supervision and support to high intensity orders and bail arrangements
- Ensure that the needs of young people in custody and the factors relating to their offending behaviour are addressed in the secure estate to prevent further offending upon release
- Ensure that robust and timely Resettlement Planning is in place for young people upon release to reduce the risk of further reoffending (Recommendations to be implemented from the Joint Youth Resettlement Inspection carried out by HMI Probation and HMI Prisons 2018/19)
- Review capacity to deliver ISS, and resource appropriately, through a multi-agency approach

Risk and Safety & Wellbeing (Asset Plus) – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk of harm, safety and wellbeing concerns and desistance factors, to inform effective intervention and risk management.

Key Actions

- Continued Asset Plus refresher training, ensuring robust assessment of a young person's needs
- Work in partnership with other agencies to ensure there is a co-ordinated assessment and plan relating to a young person's risk and safety & wellbeing
- Implement an audit cycle/performance clinic to ensure assessment and plans are meeting the appropriate quality standards through robust and transparent quality assurance and feedback.
- Ensure that desistance factors are identified and analysed in all assessments of every young person subject to YJS supervision through quality assurance and staff supervision.

- Attendance and contribution to YJB Regional Effective Practice groups and peer collaboration with Tees Valley and North East YOT colleagues
- Ongoing internal staff training and workshops to benchmark quality standards in the management of risk and safety & wellbeing
- Continue to work alongside the partnership to identify suitable interventions and pathways for children and young people criminally exploited and potentially being drawn into County Lines activity
- Undertake 'Practice Week', this consists of a team of independent auditors will audit case work, undertake practice observations and gain feedback from young people and their families. The evaluation of practice week will inform the service development plan.

Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is incorporated in to the work undertaken with young people who offend.

Key Actions

- Ensure that victims of youth crime have the opportunity to participate in restorative justice approaches leading to improved outcomes for victims
- Continue to use restorative practice across all aspects of the Youth Justice Service
- Regularly re-visit, review and develop practice and process around Referral Order panels to ensure increased involvement from victims, panel members, young people and their families
- Continue to develop the in-house RJ 'offer' to consolidate and embed current and better integrated working practices – including the victim's evaluation

Effective Governance – ensure that the Youth Justice Strategic Management Board is a well constituted, committed and knowledgeable Board which scrutinises Youth Justice Service performance.

Key Actions

- The Youth Justice Management Board will provide oversight and scrutiny of the service action plan and performance
- Ensure Management Board members attend regular development and shadowing opportunities as provided by the YJS Team Manager.
- Continue to review the Terms of Reference for the YJS board to ensure it is fit for purpose and includes appropriate representation and contribution of all statutory partners.
- Attendance and representation at YJB Regional executive meetings with colleague YOT Managers from the North East – to share learning and Governance issues to improve wider regional service delivery

Voice of the Young People – ensure that all young people are actively involved in developing their own plans have the opportunity to develop and inform current and future service delivery

Key Actions

- Ensure young people's involvement in relation to their assessment and plans is clearly evidenced within the records.
- Young people to be actively involved in developing their own plans and their comments are captured at implementation, review and closure of all plans
- The service will ensure young people are provided with opportunities to influence and shape service delivery – through access to, and completion of, Survey Monkey feedback
- YJS leadership team to hold regular evaluation/feedback meetings to ensure all comments are seen and actioned where required

'Child First' – ensure that the Child First principles are embedded within the Youth Justice Service and that every child has the opportunity to live a safe and crime free life, and makes a positive contribution to society.

Key Actions

- Prioritise the best interests of children, recognising their needs, capacities, rights and potential.
- Encourage children's active participation, engagement and wider social inclusion.
- Ensure that all work carried out by the service is a meaningful collaboration with children and their parents/carers.
- The YJS will promote a childhood that is removed from the Justice System, using prevention, diversion and minimal intervention and that all work minimises stigma.

5. STRUCTURE AND GOVERNANCE

Service Structure:

Hartlepool Youth Justice Service employs a staff team of thirty people, which includes three seconded staff, and four sessional workers (**see Appendix 1**). The service also benefits from a team of ten active volunteers who are Referral Order Panel members. All staff and volunteers are subject to Disclosure and Barring Service (DBS) checks which are renewed every three years.

Hartlepool YJS has experienced a challenging year (operationally and strategically) during 2018/19. Internal challenges have included staffing changes at managerial and operational level, policy development, service-wide training, and, in addition, external issues in terms of ongoing reductions in finance and resource across the partnership.

The YJS delivery model has been reconfigured and restructured to ensure the service remains sufficiently flexible to address future challenges. This will continue to be achieved through a generic case management and intervention delivery model, across pre and post court functions. This will ensure maximum resilience, capacity and flexibility to meet the needs of children and young people and the service as a whole.

The current YJS structure aims to consolidate areas of strong performance and effective practice, whilst also providing a dynamic framework to respond to emerging priorities, recognised both by the Local Authority and key partners. This model (alongside the YJS strategic plan) allows the organisation and the wider YJS partnership to action the priorities for service delivery and to achieve best outcomes for children and young people across the range of statutory and preventative service.

Governance:

The Youth Justice Service is located within the Children & Joint Commissioned Services Division of Child and Adult Services. The Management Board is chaired by the local Police Area Commander and is made up of representatives from Child and Adult Services, Police, Probation, Public Health, Courts, Education, Youth Support Services and Community Safety.

Effective integrated strategic partnership working and clear oversight by the Management Board are critical to the success and effective delivery of youth justice services in Hartlepool. The board is directly responsible for:

- Determining how appropriate youth justice services are to be provided and funded;
- Overseeing the formulation each year of the youth justice plan;
- Agreeing measurable objectives linked to key performance indicators as part of the youth justice plan;
- Ensuring delivery of the statutory aim to prevent offending by children and young people;
- Giving strategic direction to Youth Justice Service Manager and Youth Justice Service Team;
- Providing performance management of the prevention of youth crime and periodically report this to the Safer Hartlepool Executive Group;
- Ensuring that Standards for children in the youth justice system 2019 are embedded across the whole service and audits are completed within required timescales;
- Promoting the key role played by the Youth Justice Service within local integrated offender management arrangements;
- Advocate on behalf of the YJS within their own service areas and beyond, specifically supporting the YJS overcome barriers to effective multi agency working;
- Oversight of all data submissions to the YJB ensuring timeliness, especially conditions set out in the YJB grant;

The Management Board is clear about the priority areas for improvement, and monitors the delivery of the Youth Justice Strategic Plan, performance and prevention work. It is well attended and receives comprehensive reports relating to performance, finance and specific areas of service delivery.

Members of the Board are knowledgeable, participate well in discussions and are members of other related boards, such as the Local Safeguarding Children's Board and the Safer Hartlepool Partnership, which contribute to effective partnership working at a strategic level. Board meetings are well structured and members are held accountable. The current membership of the Board is as follows:

Nigel Burnell (Chair)	Local Police Area Commander
Jane Young (Deputy Chair)	Assistant Director – Children and Families
Roni Checksfield	Hartlepool YJS Team Manager
Emma Rutherford	Virtual School Headteacher, HBC
Ann Powell	Head of Cleveland NPS – National Probation Service (NE)
Rachel Parker	Community Safety Team Leader HBC
Zoe McKenna	One Stop Shop Manager, HABC
Deborah Clark	Public Health Improvement Practitioner HBC
Jo Heaney	Clinical Commissioning Group (North east)
Lesley Moss	Her Majesty's Courts and Tribunals Service (HMCTS)
David Ward	Head of Finance (Children's & adults) HBC

Lisa Oldroyd	Office for Police & Crime Commissioner (OPCC)
Kay Nicholson	Durham Tees Valley Community Rehabilitation Company
Paul Cartmell	Head of Service, Health & Justice Services
Linda Bush	Head of Innovation and Engagement (North East/Yorks & Humber) Youth Justice Board for England and Wales

6. RESOURCES AND VALUE FOR MONEY

The Youth Justice Service budget is mainly funded by a combination of Local Authority funding and Youth Justice Board grant, although historically there have been financial contributions from the Police and Health (CCG and Public Health). The Local Authority's contribution to the service has remained protected; however there have been significant reductions in the other areas of funding.

The Youth Justice Board grant has been static for the last two years 2017/18 and 2018/19, and the anticipated cut in YJB grant for 2019/20 wasn't as big as expected, the YJB allocated a grant reduction of 0.94%.

The National Probation Service continue to provide funding (£5k) as well as their staffing contribution which is 0.5 FTE, however there continues to be no health contribution (CCG).

Cleveland Police ceased their cash contribution in 2013/14. However funding secured from the Police and Crime Commissioner in 2015 towards the delivery of Triage continues, there has however been a slight reduction in the amount of this funding for the next 18 months.

2019/2020 Youth Justice Service Budget

Agency	Staffing Costs	Payments in kind	Other delegated funds	Total
--------	----------------	------------------	-----------------------	-------

Police		45,000		45,000
Police and Crime Commissioner			32,000	32,000
Probation		19,000	5,000	24,000
Health				0
Local Authority	148,954	117,545	92,398	358,987
Welsh Government				0
YJB	213,034		156,979	370,013
Other				0
Total	361,988	181,545	286,377	830,000

Planned/Proposed Expenditure 2019/20

Direct Costs	2019/20 Budget £'000
Employees	532
Premises	23
Transport	12
Other Non-Pay Costs	114
Indirect Costs – HBC #	85
Indirect Costs - Police	45
Indirect Costs - Probation	19
Total	830

- Inc recharges for premises, management, payroll, HR, finance, legal etc

The minimum staffing requirements set out in the Crime & Disorder Act 1998 requires that the service has a nominated person from each of the following statutory partners; Police Service, Children's Social Services, National Probation Service, Education and Health. Hartlepool YJS does not have an education rep sitting within the team, however there is a designated Education Officer who deals solely with YJS children. Monthly Education meetings are held where each child in the current cohort is discussed at depth, barriers to education, current circumstances and plans moving forward are also agreed. All staff have direct access to the Education Officer to discuss ongoing daily education issues as and when they arise and gather any information/data as required.

7. PARTNERSHIP ARRANGEMENTS

Hartlepool Youth Justice Service is a statutory partnership which includes, but also extends beyond, the direct delivery of youth justice services. In order to deliver youth justice outcomes it must be able to function effectively in both of the two key sectors within which it operates, namely:

- Criminal justice services.
- Services for children, young people and their families.

The Youth Justice Service contributes both to improving community safety and to safeguarding and promoting the welfare of children and in particular protecting them from significant harm.

Many of the young people involved with the Youth Justice Service are amongst the most vulnerable children in the borough and are at greatest risk of social exclusion. The Youth Justice Service's multi-agency approach ensures that it plays a significant role in meeting the safeguarding needs of these young people. This is achieved through the effective assessment and management of safety & wellbeing and risk, through working in partnership with other services, for example Children's Services, Health, Education, Secure Estate and Police to ensure young people's wellbeing is promoted and they are protected from harm. Regular ongoing communication, meetings, joint training opportunities and speedy information/intelligence sharing ensure ongoing strong links and relationships.

All high risk cases can be escalated to either the Vulnerable, Exploited, Missing and Trafficked group (VEMT) or the Strategic Risk Management Group, the Youth Justice Service has representation on both groups which meet monthly. Discussions around serious youth violence, criminal exploitation and county lines are conducted within these forums ensuring tight plans are implemented and strategic management oversight is afforded

8. RISKS TO FUTURE DELIVERY

The key risks that have the capacity to have an adverse impact on the Youth Justice Service in the coming twelve months and potentially beyond are detailed below:

Risks	Potential Impact	Control Measures
Secure Remand Costs	The continued unpredictability associated with remand episodes and remand length has the potential to place significant financial pressure on the YJS and broader Local Authority.	<p>It remains essential that the service can demonstrate to magistrates that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.</p> <p>Coordinated multi-agency responses to young people at risk of remand where safe and secure accommodation is the precipitating factor to be further developed. Remand budget is incorporated within Wider Children's Services placement costs.</p>

Managing the potential for reduction in YJB grant and partnership financial and 'in-kind' contributions for post-2019/20	Consequential negative impact on performance. Reduced capacity to meet strategic and operational obligations and statutory requirements. Reduced capacity to continue to focus on early intervention and identification	Targeted resources to address need. Continue to administer and embed the current structure and practice. Regional collaboration with neighbouring YOS' such as coverage of TYC. Robust financial management and oversight from strategic board.
Performance on reoffending outcomes and impact to children	Rising reoffending rates will have an adverse effect on the service as a whole. Leading to potential rises in remand, custody figures and the use of alternatives to custody. This will place considerable pressure on the service both financially and in terms of capacity.	<p>Through continued assessment and a bespoke package of interventions (which is currently being developed) and identifying all desistance factors. In addition, the proportionate use of rehabilitative interventions and, where necessary, restrictive interventions will serve to ensure effective management of risk and support around welfare-related need.</p> <p>Continue to work alongside the partnership to identify suitable interventions and pathways for children and young people criminally exploited and potentially being drawn into County Lines activity alongside timely referrals to Strategic Risk Management and VEMT groups.</p>
Emerging concerns around Serious Youth Violence, Criminal Exploitation and County Lines	The rise in FTE, reoffending rates and exploitation of vulnerable children. Ultimately leading to criminalisation and wider service involvement having an adverse impact on Looked After Children (LAC) figures	<p>Continued regular communication, intelligence and information sharing across all services. Ensuring a multi-agency approach is adopted with senior strategic oversight. Ongoing joint training and regular updates on the national and local picture enabling timely and relevant interventions.</p> <p>Ensure clear processes and pathways (known to all staff) are implemented to work with identified children.</p>

9. STRATEGIC SUMMARY

In spite of the adversities that families and communities contend with in Hartlepool, the local Youth Justice Partnership has had significant success in recent years in preventing and reducing youth offending behaviour.

An emphasis on prevention and diversion needs to be maintained, however this presents significant challenge in light of the continued economic climate and potential impact on staffing and resources. In spite of the continued reductions in offences and FTE, the rate of re-offending in Hartlepool continues to be an area of concern. The Youth Justice Service will continue to work with partner agencies particularly Early Help Locality Teams, Schools and CAMHS to identify and support children and young people at risk of offending as part of the wider programme “A Better Childhood in Hartlepool”, the Education Commission and Emotional Health and Wellbeing Transformation Programme

Evidence highlights that it is often the complex interplay of multiple deprivation factors and difficulties that makes problems in some households insurmountable and places these vulnerable children at significant risk of criminal exploitation, involvement in anti-social and offending behaviour and in some instances links to County Lines. As a result there is a need to place an even greater emphasis on whole family interventions to create “pathways out of offending”, reduce crime and break the cycle of offending behaviour across generations.

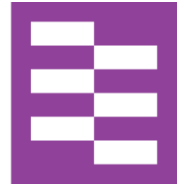
Whilst youth crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most disadvantaged communities and there remains a need to continue to invest in the delivery of restorative approaches to give victims of crime a voice, choice, control and satisfaction in the criminal justice system.

At a national level the recent implementation of the new HMIP Inspection Framework and newly published Standards for children in the youth justice system have given all youth justice providers elements of challenge, but a clear steer and direction of travel for the future. Hartlepool Youth Justice Service and broader Youth Justice Partnership will be proactive in implementing the above standards, tackling all future challenges and ultimately securing further reductions in offending and re-offending by children and young people.

Hartlepool Youth Justice Partnership



National
Probation
Service

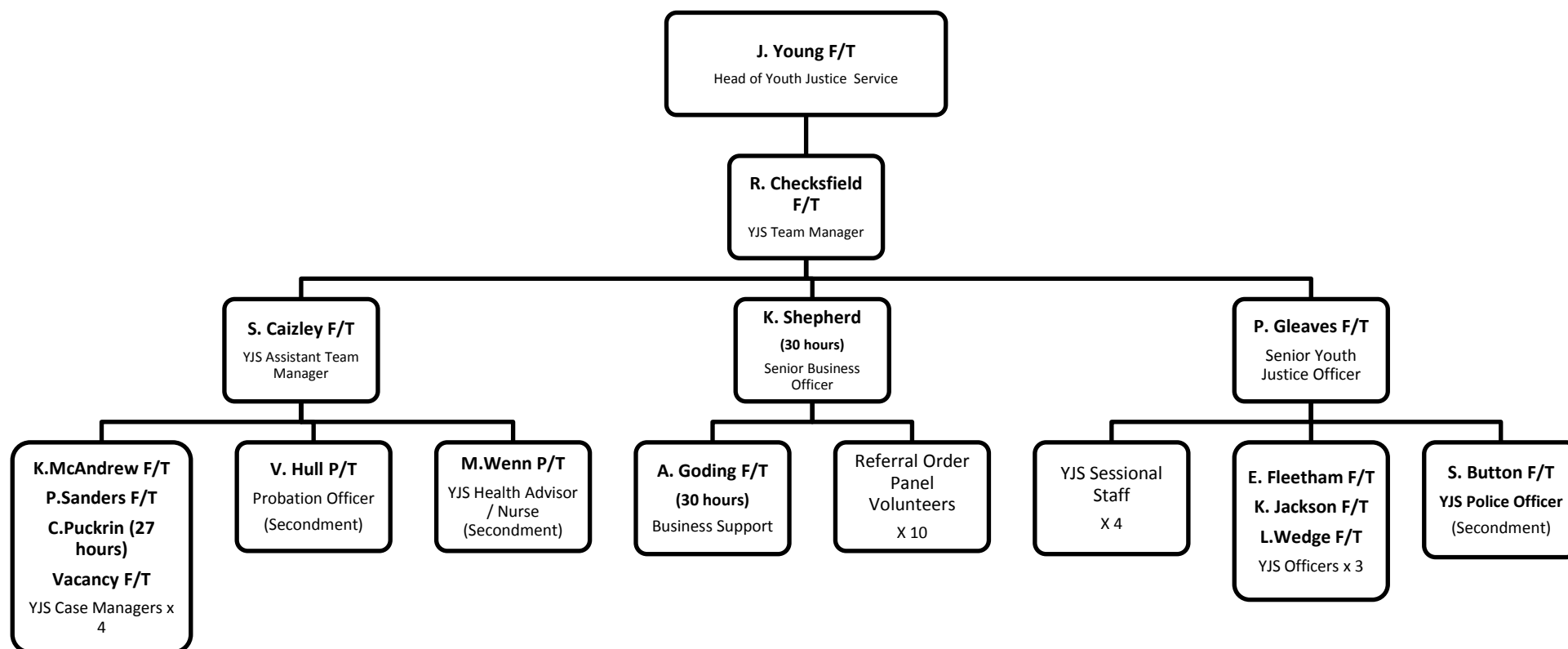


NHS
*Hartlepool and Stockton-on-Tees
Clinical Commissioning Group*



Appendix 1

Youth Justice Service Structure



Department	Division	Section	Owner/Officer
All	N/A	N/A	Jane Young
Service, policy, practice being reviewed/changed or planned	Youth Justice Service Strategic Plan 2019/20		
Why are you making the change?	The Youth Justice Strategic (YJS) is a statutory plan which should be update in an annual basis.		
How might this impact (positively/negatively) on people who share protected characteristics?			
Please tick		POSITIVELY	NEGATIVELY
Age		✓	
There is focus in the YJSI plan on: <ul style="list-style-type: none"> Preventing / diverting young people from offending and supporting young people not to reoffend through a range of measures including engaging in employment , education and training , Improving young people emotional and wellbeing health. Addressing the offending behaviour 			
Disability		✓	
There is a focus in the YJS plan on: <ul style="list-style-type: none"> Improving young health and support needs Supporting young people with speech and language difficulties. Supporting young people with Special Education Needs (SEND). 			
Gender Re-assignment		✓	
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs.			
Race		✓	
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs. <ul style="list-style-type: none"> Staff within the service access staff training and awareness events to improve understanding of different groups and communities within Hartlepool. 			
Religion		✓	
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs. Staff within the service access staff training and awareness events to improve understanding of different groups and communities within Hartlepool.			
Gender		✓	
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs. Staff within the service access staff training and awareness events to improve understanding of different groups and communities within Hartlepool.			
Sexual Orientation		✓	
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs. Staff within the service access staff training and awareness events to improve understanding of different groups and communities within Hartlepool.			

Marriage & Civil Partnership			
<ul style="list-style-type: none"> • Not directly 			
Pregnancy & Maternity			
The YJS undertake a holistic individual assessment of all young people within the service and from this develop a plan of support and intervention implement to address those unique needs.			
Has there been consultation /is consultation planned with people who will be affected by this policy? How has this affected your decision making?		There has been consultation on the proposed plan with the multi- agency partners who make up the YJS management board and it has been informed by the feedback and views of the young people involved with the service. Consultation will also be undertaken via committee structures	
As a result of your decision how can you mitigate negative/maximise positive outcomes and foster good relationships?		The aim of the Youth Justice Plan is to prevent young people form offending behaviours and desist young people form reoffending, this is done by working with all agencies involved with the young people including the victims of crime and a key component of this is to promote good relationships	
Describe how you will address and monitor the impact		1. No Impact - No Major Change Overall there should be a positive impact across Hartlepool including all equality groups.	
		2. Adjust/Change Policy	
		3. Adverse Impact but Continue as is	
		4. Stop/Remove Policy/Proposal	
Initial Assessment	1/11/19	Reviewed	
Completed		Published	

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children's and Joint Commissioning Services
and Director of Finance and Policy

Subject: DEDICATED SCHOOLS GRANT (FORMER
EDUCATION SERVICES GRANT RATE PER PUPIL) –
DISAPPLICATION REQUEST

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key tests (i) and (ii) applies. The Forward Plan reference is CJCS087/19.

2. PURPOSES OF REPORT

2.1 To inform members of the outcome of Schools' Forum held on the 11 October 2019 and their decision in relation to the 2020/21 Education Services General Duties Rates.

2.2 To agree that the local authority should present a disapplication request to the Secretary of State in order to ensure that the local authority can discharge its statutory responsibilities.

3. CONSIDERATION OF ISSUES

3.1 New national funding arrangements in 2017/18 shifted responsibility for funding statutory duties from a specific grant to the Dedicated Schools Grant. The government provided no additional funding to schools to cover this cost shift. Members will recall that since 2017/18 the Council has had to apply for disapplication, in order to secure this funding.

3.2 For the financial year 2020/21 the local authority proposed a rate of £60 per pupil. This is the same rate as 2018/19 and 2019/20.

3.3 Schools' Forum considered this proposal and did not agree to transfer the funding to the local authority. Schools were clear that it was **not** because of concerns about the quality of services provided by the local authority, but they considered that funding statutory duties from school budgets is a budget cut

and this funding should be provided by the government. Regulations state that if agreement cannot be reached with maintained schools the matter would need referring to the Secretary of State for a decision.

- 3.4 This has been the consistent view of Schools' Forum for the past three financial years - 2017/18, 2018/19 and 2019/20. In each of these financial years, the local authority has applied to the Secretary of State for disapplication of the Regulations. This means that the local authority is able to remove the required element of funding to ensure that statutory responsibilities are discharged.

4. RISK IMPLICATIONS

- 4.1 In relation to the 2020/21 rate, should the Secretary of State not agree to the request of £60 per pupil/place, the local authority would not have enough funding to discharge essential statutory services to schools. This is considered low risk as applications by the Council have been approved for the previous three financial years.

5. FINANCIAL CONSIDERATIONS

- 5.1 If the Secretary of State does not agree to the request of £60 per pupil/place, the local authority would not have enough funding to discharge essential statutory services to schools.

6. LEGAL CONSIDERATIONS

- 6.1 The Schools Revenue Funding 2020 to 2021 Operational Guide states that local authorities should set a single rate for the Education Services General Duties for 5 to 16 year olds. Local authorities may choose to establish differential rates for Special Schools and Pupil Referral Units.

7. CONSULTATION

- 7.1 At its meeting of the 11 October 2019, the maintained schools members of Schools' Forum were consulted on the rate of £60 per pupil/place.

8. CHILD AND FAMILY POVERTY CONSIDERATIONS

- 8.1 There are no specific child and family poverty considerations.

9. EQUALITY AND DIVERSITY CONSIDERATIONS

- 9.1 There is a requirement to present a disapplication request to the Secretary of State in order to ensure that the local authority can discharge its statutory responsibilities. Equality Impact Assessment Form attached at **Appendix 1**. Poverty Impact Assessment attached at **Appendix 2**)

10. STAFF CONSIDERATIONS

- 10.1 There are no staff considerations.

11. ASSET MANAGEMENT CONSIDERATIONS

- 11.1 There are no asset management considerations.

12. CONCLUSIONS

- 12.1 The maintained schools members of Schools' Forum at the meeting on 11 October 2019 did not agree to the transfer of £60 per pupil/place to the local authority for the provision of statutory duties. Regulations state that if agreement could not be reached with maintained schools, the matter would need referring to the Secretary of State for a decision.
- 12.2 Based on the decision made by the Secretary of State in relation to the 2017/18, 2018/19 and 2019/20 ESG rates, the Council has demonstrated the case for the funding required to discharge statutory responsibilities. Therefore, this provides a good basis for seeking approval for the 2020/21 rates.

13. RECOMMENDATIONS

- 13.1 It is recommended that Members:
- a) Agree the 2020/21 funding rate at £60 per pupil/place.
 - b) Agree to submit the disapplication request to the Secretary of State to set the Education Services General Duties rate at £60 per pupil/place for 2020/21.
 - c) Note this will be the fourth year the local authority has applied for disapplication and that the previous three applications have been successful.

14. REASONS FOR RECOMMENDATIONS

- 14.1 Without this element of funding the local authority would not be able to discharge some of its statutory responsibilities in respect of schools.

15. CONTACT OFFICERS

Sally Robinson
Director of Children's and Commissioning Services
sally.robinson@hartlepool.gov.uk
01429 523914

Chris Little
Director of Finance and Policy
chris.little@hartlepool.gov.uk
01429 523003

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒

Department	Division	Section	Owner/Officer
Children and Joint Commissioning	Education		Amanda Whitehead
Service, policy, practice being reviewed/changed or planned	Education services - general duties rates for maintained schools		
Why are you making the change?	Requirement to present a disapplication request to the Secretary of State in order to ensure that the local authority can discharge its statutory responsibilities.		
How might this impact (positively/negatively) on people who share protected characteristics?			
<i>Please tick</i>		POSITIVELY	NEGATIVELY
Age			
No impact			
Disability			
No impact			
Gender Re-assignment			
No impact			
Race			
No impact			
Religion			
No impact			
Gender			
No impact			
Sexual Orientation			
No impact			
Marriage & Civil Partnership			
No impact			
Pregnancy & Maternity			
No impact			
Has there been consultation /is consultation planned with people who will be affected by this policy? How has this affected your decision making?		No policy change planned, request to submit disapplication to Secretary of State in order to ensure that the local authority can discharge its statutory responsibilities.	
As a result of your decision how can you mitigate negative/maximise positive outcomes and foster good relationships?		No impact	
Describe how you will address and monitor the impact		1. No Impact - No Major Change No impact	
		2. Adjust/Change Policy	
		3. Adverse Impact but Continue as is	
		4. Stop/Remove Policy/Proposal	
Initial Assessment	04/11/19	Reviewed	
Completed		Published	

POVERTY IMPACT ASSESSMENT

5.3 Appendix 2

1. Is this decision a Budget & Policy Framework or Key Decision? YES If YES please answer question 2 below				
2. Will there be an impact of the decision requested in respect of Child and Family Poverty? NO If YES please complete the matrix below				
GROUP	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Young working people aged 18 - 21			X	
Those who are disabled or suffer from illness / mental illness	X			Disapplication will ensure that the local authority can discharge its statutory responsibilities to support children and young people.
Those with low educational attainment	X			Disapplication will ensure that the local authority can discharge its statutory responsibilities to support children and young people.
Those who are unemployed			X	
Those who are underemployed			X	
Children born into families in poverty	X			Disapplication will ensure that the local authority can discharge its statutory responsibilities to support children and young people.
Those who find difficulty in managing their finances			X	
Lone parents			X	
Those from minority ethnic backgrounds			X	
Poverty is measured in different ways. Will the policy / decision have an impact on child and family poverty and in what way?				
Poverty Measure (examples of poverty measures appended overleaf)	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Enable the local authority to discharge its statutory functions and promote the educational achievement of children and young people	X			

Overall impact of Policy / Decision			
POSITIVE IMPACT	X	ADJUST / CHANGE POLICY / SERVICE	
NO IMPACT / NO CHANGE		STOP / REMOVE POLICY / SERVICE	
ADVERSE IMPACT BUT CONTINUE			
Examples of Indicators that impact of Child and Family Poverty.			
Economic			
Children in Low Income Families (%)			
Children in Working Households (%)			
Overall employment rate (%)			
Proportion of young people who are NEET			
Adults with Learning difficulties in employment			
Education			
Free School meals attainment gap (key stage 2 and key stage 4)			
Gap in progression to higher education FSM / Non FSM			
Achievement gap between disadvantaged pupils and all pupils (key stage 2 and key stage 4)			
Housing			
Average time taken to process Housing Benefit / Council tax benefit claims			
Number of affordable homes built			
Health			
Prevalence of underweight children in reception year			
Prevalence of obese children in reception year			
Prevalence of underweight children in year 6			
Prevalence of obese children in reception year 6			
Life expectancy			

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children's & Joint Commissioning Services

Subject: DEDICATED SCHOOLS GRANT (BLOCK TRANSFER FROM SCHOOLS BLOCK TO HIGH NEEDS BLOCK) – DISAPPLICATION REQUEST

1. TYPE OF DECISION/APPLICABLE CATEGORY

- 1.1 Key tests (i) and (ii) applies. The Forward Plan reference is CJCS085/19.

2. PURPOSE OF REPORT

- 2.1 To inform members of the outcome of Schools' Forum held on the 15 November 2019 and their decision in relation to the request to transfer £0.550m from the Schools Block to the High Needs Block (HNB) to fund the forecast financial pressures in 2020/21.

3. BACKGROUND

- 3.1 The Education and Skills Funding Agency (ESFA) issued the 2020/21 indicative High Needs Block funding on 11 October 2019. Funding allocated to Hartlepool has increased by £1.748m (15.89%), compared to national increases ranging from 8% to 17%.
- 3.2 Schools' Forum received a report on 25 October 2019 outlining an anticipated financial pressure of £2.425m in financial year 2020/21.
- 3.3 Members will recall that significant work has been undertaken to ensure the optimum use of limited HNB funding. Activity has included:
- restructured ranges for funding of high needs places
 - implementation of two primary SEMH Additional Resource Provisions during 2018-19 academic year
 - implementation of a secondary SEMH opening January 2020

- successful submission of a free school bid to DfE around Social, emotional and Mental Health (SEMH) to reduce the need for costly Out of Authority provision
- provision of increased places at our maintained primary special school
- the establishment of a working group of head teachers, local authority officers and representatives from CAMHS to examine further ways to reduce the funding pressure on the HNB for children and young people with SEMH issues.

- 3.3 The latest reports to Schools' Forum are appended to this report at **APPENDIX A**. It is important to note that Forum reports and papers are shared with all headteachers in Hartlepool in order to facilitate consultation and discussion between Schools' Forum members and the schools they represent.
- 3.4 One option to address overspending against the HNB is via the transfer of funds from the schools block. In agreement with their Schools' Forum, Councils are able to transfer up to 0.5% of their schools block funding to support the HNB. Any proposed transfers above this level are subject to a disapplication request to the Secretary of State.
- 3.5 Members will recall that the Council has submitted two successful disapplication requests. The transfer of 0.88%, or £0.550m, to the HNB in 2018/19 and 0.90%, or £0.621m in 2019/20. The 2018/19 disapplication request was supported by Schools' Forum, however, the 2019/20 request was not supported by Schools' Forum.

4. RISK IMPLICATIONS

- 4.1 There is a risk that the Council is unable to set a realistic budget for high needs spending in 2020/21 if a block transfer of £0.550m is not agreed.
- 4.2 Even with approval from this Committee, there is a risk that the Secretary of State does not agree to the block transfer under disapplication.
- 4.3 If a block transfer is not agreed, there is a risk of a deficit position on Dedicated Schools Grant (DSG) reserves. If such a deficit exceeds 1% of DSG funding, a recovery plan must be established and agreed by Schools' Forum prior to submission to ESFA for review.

5. FINANCIAL CONSIDERATIONS

- 5.1 The Council has a duty to ensure appropriate financial control and management, including setting a robust budget.
- 5.2 DSG reserves are likely to be depleted during 2019/20, as shown in the reports to Schools' Forum at **APPENDIX A**. Any year on year deficits have a cumulative effect on the Council's balances, making a historic deficit position difficult to recover from. Any deficit balance on DSG is now subject to greater

scrutiny from ESFA following regulation changes with effect from 31 March 2019. The new reporting regime requires any Council with a 1%+ DSG deficit to provide a recovery plan and strategy to reach a balanced position.

6. LEGAL CONSIDERATIONS

- 6.1 Local Authorities can transfer up to 0.5% out of their schools block into another block with the approval of Schools' Forum.
- 6.2 Any transfer above 0.5% out of the schools block requires a disapplication request and approval by the Secretary of State. The deadline for disapplication requests is 26 November 2019.

7. CONSULTATION

- 7.1 Schools' Forum and all head teachers have been kept up to date with the growing financial pressures on the HNB. In addition, at Schools' Forum on the 11 October 2019 a report provided a comparison between local and national comparators.
- 7.2 Nationally the number of pupils with special educational needs (SEN) has increased for the third consecutive year representing 14.9% of the total pupil population (January 2019) compared to a Hartlepool equivalent SEN population of 16%.
- 7.3 A consultation document was sent to all head teachers (**APPENDIX B**) on the 17 October 2019 ahead of the head teachers' meeting on the 23 October 2019. The consultation was added to the agenda for discussion in order that comments could be fed back to Schools Forum representatives ahead of their meeting on the 25 October 2019.
- 7.4 At their meeting on 25 October, Schools' Forum requested 3 financial models showing the effect of a schools block transfer on individual school budgets. The models requested were to a 0% transfer, a 0.5% transfer (£0.326m) and a 0.85% transfer (£0.550m). For each of the 3 models, local Minimum Funding Guarantee of both 0.5% and 1.84% have been applied. Detailed information to support these models has now been released by ESFA. Officers are currently working on these models.
- 7.5 Further Schools' Forum meetings have been organised for after October half term to ensure that the views from Schools' Forum can be considered by this committee.
- 7.6 Schools' Forum will make a final decision at their meeting on 15 November 2019. A verbal update will be provided at the Committee.

8. CHILD AND FAMILY POVERTY CONSIDERATIONS

- 8.1 There are no specific child and family poverty considerations because children with special educational needs and disabilities will be supported according to their individual needs.

9. EQUALITY AND DIVERSITY CONSIDERATIONS

- 9.1 Hartlepool Borough Council and all schools in Hartlepool are committed to ensuring that all children and young people, regardless of their individual needs, receive a good education. The Council also has an obligation to ensure that public funds are used appropriately, and to ensure sound financial processes are in place to manage budgets and anticipated overspends effectively.

10. STAFF CONSIDERATIONS

- 10.1 There is no expected impact on staff as a result of this report. However, school budgets are experiencing increasing financial pressure which may place current school staffing levels at risk.

11. ASSET MANAGEMENT CONSIDERATIONS

- 11.1 There are no asset management considerations arising from this report.

12. CONCLUSIONS

- 12.1 Support for children with SEND (Special Educational Needs and Disabilities) is funded from the High Needs Block, a ring-fenced component of the overall DSG. Since 2015/16, actual expenditure has exceeded the available resources owing to an increase in the number and complexity of children requiring additional support. Although the increased funding from government for 2020/21 of £1.748m is a positive step forward, there remains an estimated funding shortfall of £0.677m.
- 12.2 Unless the expected overspend is addressed for 2020/21, the Council will be in a DSG deficit position. This situation will then require even more difficult decisions in future years as the recovery plan would need to address both the historic overspend and the continuing impact of spend exceeding the ring-fenced funding on a recurring basis.

- 12.3 The review activity described at paragraph 3.3 of this report demonstrates the Council's and schools' commitment to continual review of the effectiveness and innovation in addressing the higher volume and complexity of need.
- 12.4 As required by government regulations, Schools' Forum has been consulted on options for addressing the 2020/21 HNB overspend.

13. RECOMMENDATIONS

- 13.1 To consider the verbal update at Committee providing the outcome of Schools' Forum at their meeting on 15 November 2019.
- 13.2 To note that final recommendations will be circulated in advance of the Committee meeting to reflect the outcome of Schools' Forum on 15 November 2019.

14. REASONS FOR RECOMMENDATIONS

- 14.1 Having regard to its responsibility for financial control and management, the Council should address the anticipated HNB overspend for 2020/21 and avoid a deficit position.

15. BACKGROUND PAPERS

- 15.1 There are no background papers to this report.

16. CONTACT OFFICERS

Amanda Whitehead
Assistant Director: Education
Children's & Joint Commissioning Services
Hartlepool Borough Council
Tel: (01429) 523 736
Email: amanda.whitehead@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒

<p>Report to Hartlepool Schools' Forum 25 October 2019 From Danielle Swainston – Assistant Director, Joint Commissioning</p>
--

Item 6: High Needs Block Budget Requirement 2020/21

1. Introduction

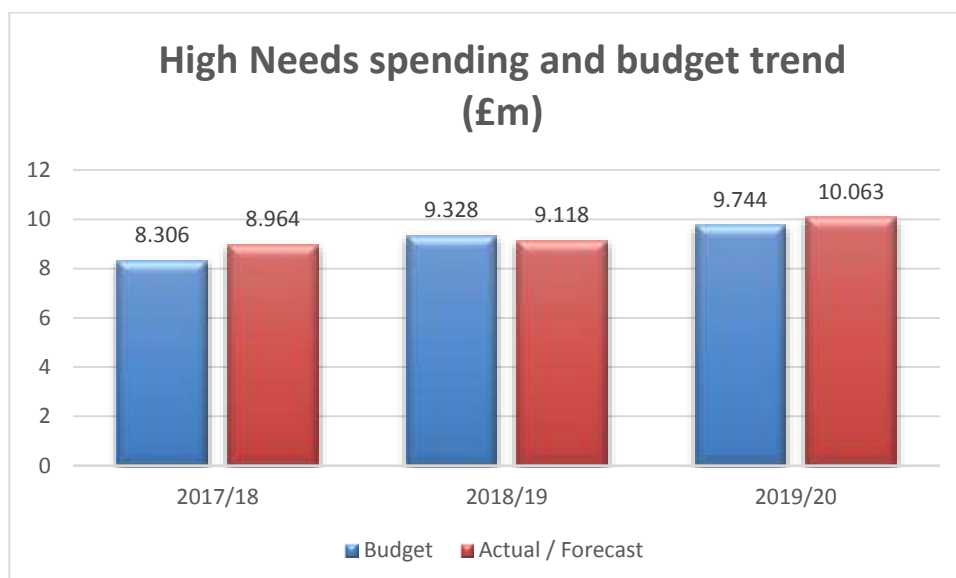
- 1.1 This report provides an estimated budget requirement for the High Needs Block for 2020/21.
- 1.2 The report sets the historic context, including support from the Schools Block to the High Needs Block. It provides a reminder of the improvements and efficiencies implemented as part of the overall financial strategy and outlines those actions still to be implemented.
- 1.3 The report considers the outlook for high needs spending in 2020/21 and beyond, including the increased funding from government and the likely demand and growth in provision.

2. Background

- 2.1 Hartlepool has faced financial pressure on High Needs expenditure since 2015/16. This pressure has been funded from either DSG Reserves or in later years from the schools block via a block transfer.
- 2.2 The Government has announced additional high needs funding of £1.748m for 2020/21. Although a number of cost reduction initiatives have been implemented, early indication of the 2020/21 estimated budget requirement confirms that additional funding is required as outlined in the following paragraphs.

3. Historic Context

- 3.1 In recent years, the majority of the funding pressure against the high needs block has been met via a transfer of funding from the schools block or via the use of Dedicated School Grant (DSG) reserves.
- 3.2 The chart below provides high needs spending against budget for the last three financial years. 2019/20 spending is based on the latest mid-case forecast reported to Schools' Forum on 13 September 2019.



- 3.3 The table below illustrates the level of support from the schools block and from DSG reserves over the last three financial years. From 2018/19 onwards, setting a realistic budget for high needs spending has depended on a transfer of funding from the schools block.

Financial Year	Transfer from Schools Block £m	Use of Reserves £m
2017/18	0.000	0.655
2018/19	0.550	+0.125
2019/20 (forecast)	0.621	0.318

- 3.4 During the same time period, the authority, with support from Schools' Forum, has implemented a strategic financial plan to try and bring high needs spending in line with the funding available. Unfortunately, despite the success of the improvements and efficiencies implemented, the underlying demand and complexity of need has continued to increase.
- 3.5 In addition, funding from government has been unable to keep pace with the necessary growth in spending. Data at a national level is documented within the National Audit Office (NAO) report "Support for pupils with special educational needs and disabilities in England" published in September 2019.
- 3.6 The NAO report confirms a 2.6% real-terms reduction in funding per pupil with high needs between 2013-14 and 2017-18. This compares to a 32.4% real-terms increase in local authority spending on independent special schools over the same period.

4. Strategic Financial Plan

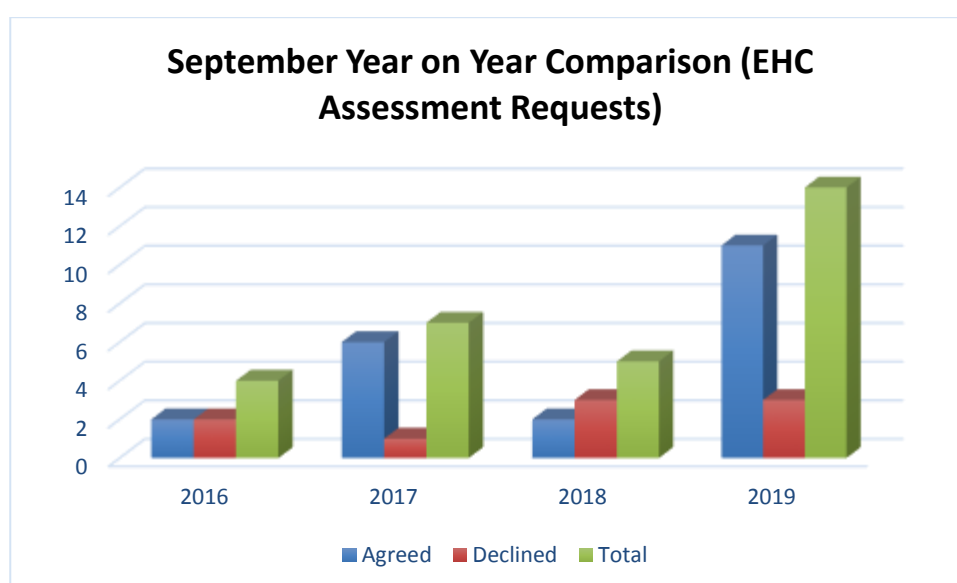
- 4.1 The authority, with support from Schools' Forum, established and implemented a number of changes as part of an overall strategic plan to bring spending on SEND provision into line with available funding.

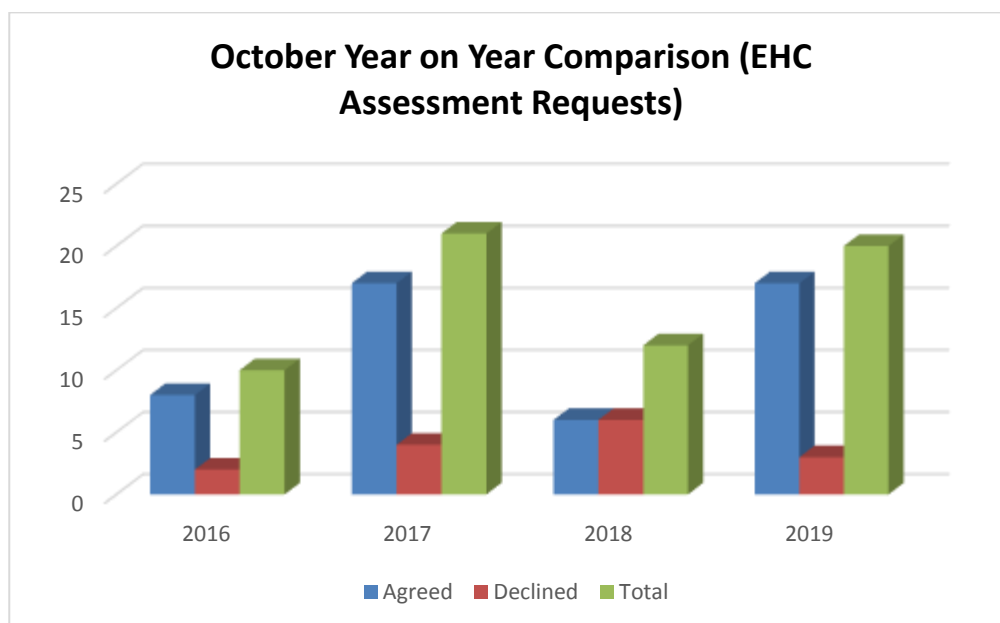
4.2 Changes already implemented include:

- Restructured ranges for funding of high needs places, facilitated by an external consultant
- Implementation of two primary social, emotional and mental health (SEMH) Additional Resource Provisions during 2018-19 academic year at Rossmere and Springwell
- Successful submission of a free school bid to DfE around SEMH to reduce the need for costly out of authority provision
- Provision of increased places at our maintained primary special school.
- Establishment of a working group of head teachers, local authority officers and representatives from CAMHS to examine further ways to reduce the funding pressure on the HNB for children and young people with (SEMH) issues
- A commitment to retaining Hartlepool children within the town through reasonable avoidance of out of authority arrangements.

4.3 The most significant change relates to the restructured ranges for high needs funding, implemented during 2018/19. To illustrate the level of savings achieved from the restructured ranges, analysis has been undertaken to restate the 2019/20 Individual Pupil Support (IPS) funding forecast as if the original £9 per hour banding were still in place. The analysis showed that the implementation of restructured ranges has saved £0.385m at 2019/20 prices and demand. This saving relates to IPS only.

4.4 Despite this successful cost reduction, the underlying volume of IPS provision has increased. The graphs below show a snapshot comparison of request volumes for Education Health Care (EHC) assessments to the monthly Individual Pupil Support (IPS) panel over the months of September and October for the last 4 years. This demonstrates the growth in demand faced within Hartlepool schools.



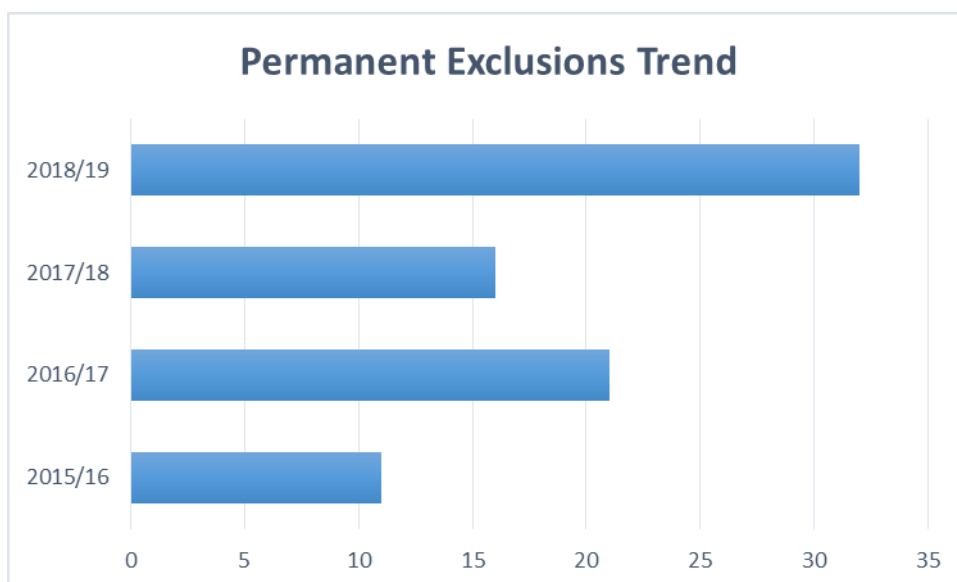


- 4.5 The continuing growth in demand for SEND provision has prompted the need for further innovation and for the development of ongoing service and financial strategies to drive efficiencies in cost.
- 4.6 The key components of the ongoing financial strategy to reduce high needs spending include:
1. A draft JSNA (Joint Assessment Needs Assessment) has been written. The intention is to understand current needs, projected needs and whether services/provision are meeting needs and the gaps are. A joint commissioning strategy has been drafted and will be presented to the Health and Wellbeing at the beginning at December.
 2. The new SEMH Free School is currently being commissioned with two bidders. The evaluation process will take place over the autumn term with decisions being made on successful provider by spring 2020. Expected opening 2021.
 3. The Secondary SEMH ARP will open in January 2020
 4. The instigation of a feasibility study at Catcote to understand needs and whether the current provision can meet these needs.
 5. The implementation of actions from the recent Task and Finish Group commissioned by Schools' Forum as presented to and agreed by Forum on 21 June 2019
 6. Colleagues are working with health to highlight children with additional needs from birth – this will allow for planning for provision particularly in relation to profound and multiple learning difficulty
 7. The trailblazer bid with Mental Health Support Teams supporting two clusters within Hartlepool was successful. This will support early intervention for children's emotional wellbeing.
 8. The SEMH group requested the Education Psychologist Team to consult with schools around graduated response and best practice. This information is currently being collated
- 4.7 Opportunities for financial benefits are feasible from implementation of each of the strategies listed above. However, it is likely that the greatest opportunity for cost savings can be realised from the new SEMH Free School provision.

- 4.8 The SEMH Free School will enable the placement of children with complex SEMH need at a more competitive cost in comparison with more costly independent school provision outside Hartlepool. There are currently 45 children placed in independent school provision at an average cost of £57k per placement.
- 4.9 A number of the financial strategies in progress aim to build on our strength in collaborative and partnership working, either across disciplines or working at a regional level.

5. Financial Outlook for 2020/21

- 5.1 The funding announcement from Government on 11 October confirming a 15.89% increase in high needs block funding for Hartlepool is a positive step forward. The increase equates to an additional £1.748m from our 2019/20 allocation (before recoupment) of £11.003m.
- 5.2 Schools' Forum received a report on 13 September 2019 outlining the projected spend against the high needs block in 2019/20. In recognition of the volatility of high needs expenditure, 3 scenarios were presented. A projected best-case scenario of £0.103m overspend, a projected mid-case scenario of a £0.318m overspend and a projected worse-case of £0.845m overspend.
- 5.3 These scenarios equate to a funding pressure of £0.724m (best-case), £0.939m (mid-case) and £1.466m (worse-case) without the £0.621m transfer from the schools block in 2019/20.
- 5.4 Therefore, prior to the consideration of any further growth or spending challenges in 2020/21, the baseline additional budget requirement is in the range of £0.724m to £1.466m.
- 5.5 Further review and analysis of the scenarios presented have determined that for planning purposes, the authority will use the worse-case scenario as some of the trends identified in this scenario have already materialised.
- 5.6 It is prudent to assume further growth in the underlying demand and complexity of SEND provision during 2020/21 (i.e. increased IPS funding and independent school fees). In addition, although the new SEMH Free School will enable cost efficiencies in future years, it is reasonable to assume a transition period until the school operates at full capacity. The cost of funding vacant places during transition will fall upon the high needs block.
- 5.7 Analysis estimates a cost of growth of circa £0.428m for 2020/21. This excludes cost growth relating to permanent exclusions and any financial remodelling for the Pupil Referral Unit.
- 5.8 A significant area of cost growth expected for 2020/21 relates to permanent exclusions and the associated cost to manage excluded pupils. The year on year growth is illustrated in the graph below.



- 5.9 Schools' Forum have been briefed on the financial review currently underway for the Pupil Referral Unit. The initial findings from the PRU Finance Committee suggest the need for an immediate review of the current funding model to ensure ongoing sustainability. In addition, a potential outreach strategy working with children at risk of permanent exclusions has been discussed. At this point a financial assessment of cost has not been possible.
- 5.10 Were the worse-case projection of a £0.845m (net of £0.621m block transfer) overspend for 2019/20 to materialise, there are insufficient earmarked reserves to cover the year-end deficit. The current reserve balance is £0.314m so there would be a £0.531m deficit to carry forward into 2020/21. This would need repaying and would form part of the recovery plan presented to Schools Forum.
- 5.11 A summary of these estimated demands on the high needs block in 2020/21 is provided in the following table.

Area of Growth / Demand	2020/21 Estimated Requirement £m
2019/20 spending pressure (worse-case forecast)	1.466
Growth in SEND demand, complexity and cost (including vacant place funding for new SEMH Free School Jan 2021 to March 2021)	0.428
Repay 2019/20 projected Deficit	0.531
TOTAL ESTIMATED BUDGET REQUIREMENT 2020/21	2.425

6. **Beyond 2020/21**

- 6.1 The new SEMH Free School is a critical factor within the ongoing financial strategy to reduce spending on SEND provision. Following a period of transition, after which the school will reach operating capacity, there is an opportunity to significantly reduce the cost of independent provision by retaining children with complex SEMH need within Hartlepool.

- 6.2 The cost of independent provision in 2019/20 is an estimated 25% of our high needs spend at circa £2.582m. The average cost of independent school provision relating to a placement for SEMH need is £53k per pupil. A comparative cost of placing a child at the new SEMH Free School could range from £24k to £34k per annum.
- 6.3 Although difficult to quantify with certainty, the projects in progress shared at paragraph 4.6 of this report are likely to contribute to reductions in spend during future years.
- 6.4 Unfortunately, increases in both demand and complexity for SEND provision may continue in future years. Continuation of planning for yet further change and innovation beyond these existing projects is likely to be required to meet future challenges on the high needs block.

7. Block Transfer Proposal 2020/21

- 7.1 The increased funding announcement for 2020/21 of £1.748m helps to bridge the historic funding gap on high needs spending. Careful consideration of the likely demand and challenges facing SEND provision in 2020/21 has been undertaken and documented at section 5 of this report.
- 7.2 Forum Members will recall the historic £0.550m transfer from the high needs block to the schools block to help fund the notional £6k SEN funding. This transfer occurred up until 2017/18. At this point pressures were materialising on the high needs block.
- 7.3 In 2015/16 the ESFA baselined the DSG Blocks. This meant that the £0.550m transfer from high needs block to the schools block was 'locked' into the schools block. Schools Forum agreed to transfer this money back to the high needs block to correct the baselining error in 2018/19.
- 7.4 The proposal is that the historic transfer of £0.550m is agreed to be transferred from the schools block to the high needs block in 2020/21. This would provide total funding of £2.298m (government funding of £1.748m plus block transfer of £0.550m) to meet estimated demand and to address the challenges likely to be faced in 2020/21.
- 7.5 If the block transfer of £0.550m were agreed, the level of funding will be insufficient to meet the estimated budget requirement in 2020/21. The authority, with strong support from Schools' Forum, would need to explore all possible actions to control spending in line with the funds available.
- 7.6 Owing to the historic context for the transfer of £0.550m, the impact on school budget shares is limited. The planned transfer of £0.267m from the Central School Services Block (CSSB) to the schools block in 2020/21 means that a net transfer of £0.283m is requested across the school estate.

8. Recommendations

- 8.1 Forum is recommended to note the contents of the report.
- 8.2 Forum is asked to present feedback from their consultation with head teachers, at the head teachers meeting held on the 23 October 2019, on a proposed schools block transfer of £0.550m to the high needs block for 2020/21 as outlined in the email and supporting documents issued on 17 October 2019.

- 8.3 At their next meeting, following a further window for consultation, Forum will be asked to vote on whether to support a block transfer request of £0.550m from the schools block to the high needs block in 2020/21 under the disapplication process. This process will need to be followed as the transfer is in excess of the 0.5% tolerance within the regulations.

Schools Block Transfer Proposal Consultation October 2019

Introduction

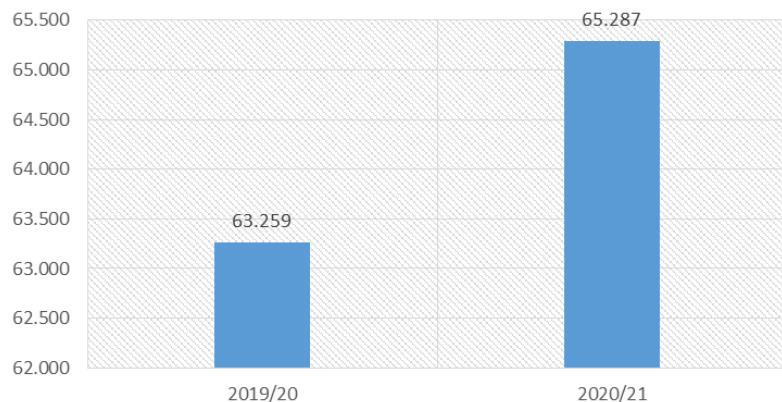
The authority, with support from the Chair of Schools' Forum, would welcome your views on a proposed transfer of funding from the schools block to support high needs spending in 2020/21.

Although the authority awaits the full funding information from government for 2020/21, information on funding increases and the estimated cost to your school of funding the proposed transfer have been provided as far as possible as part of this consultation.

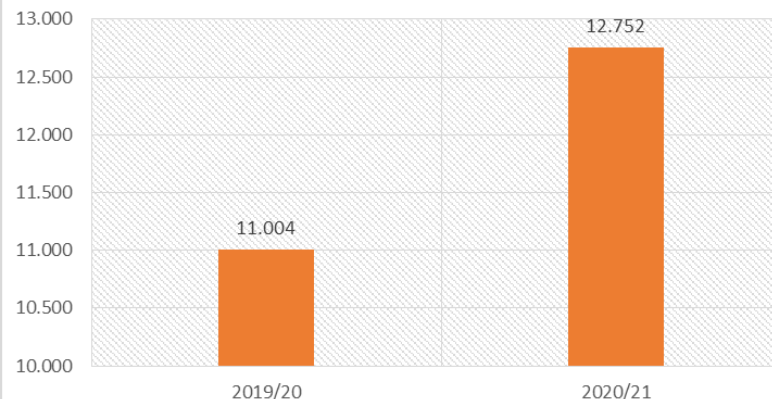
Many thanks for your valued participation in this consultation.

How has our DSG funding changed for 2020/21?

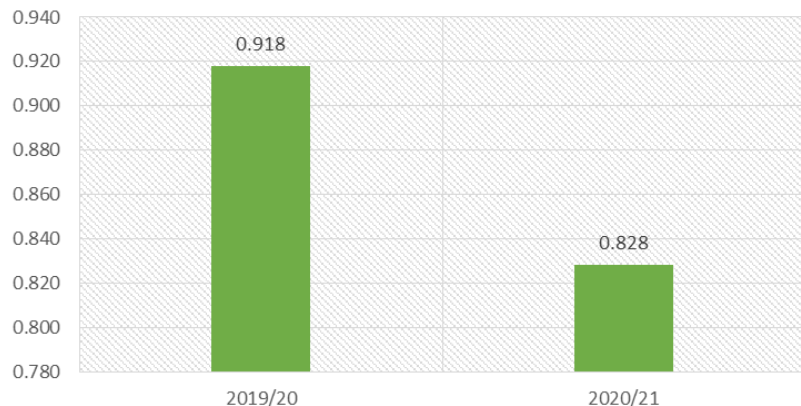
Schools Block (£m) 3.21% Increase



High Needs Block (£m) 15.89% Increase



CSSB (£m) 9.81% Decrease



- Schools block and Central school services block (CSSB) will be updated for Oct-2019 pupil numbers in December
- Schools block excludes growth funding (not yet announced)
- High Needs Block funding increases range from 8% to 17% nationally
- The historic cost element of CSSB funding is now decreasing by 20% year on year

What is the High Needs Block Budget Requirement for 2020/21?

- The additional £1.748m high needs funding is likely to be needed to meet our current demand for SEND provision, along with predicted growth in 2020/21
- The latest outturn projection reported to Schools' Forum ranged from £0.939m (mid-case) to £1.426m (worse-case) based on 2019/20 demand
- Estimates for increased demand in 2020/21 are circa £0.428m
- The new SEMH Free School is planned to open in January 2021. Until the new school is running at capacity, the cost of place funding will fall on the high needs block
- If the worse-case outturn materialises in 2019/20 there are insufficient earmarked reserves to cover the full overspend. Replenishing reserves could cost £0.460m
- The cost of permanent exclusions is growing, including the need to review the current funding model of the Pupil Referral Unit to ensure sustainability

High Needs Block Transfer Proposal for 2020/21

- Head Teachers will recall a historic £0.550m transfer from schools block to the high needs block to correct a baselining error when the Dedicated School Grant blocks were first established
- The proposal for consultation is that the historic transfer of £0.550m is agreed in 2020/21 so that adequate funding is available to support SEND demand and the growing cost of permanent exclusions
- Support to the £0.550m transfer would allow revision of the current PRU funding model to ensure ongoing sustainability and implementation of the Task and Finish Group findings.
- To offset the cost of the £0.550m transfer from schools block, additional funding of £0.267m is available from the CSSB after funding the commitments already agreed by Schools' Forum for 2020/21
- Therefore, the proposal for consultation becomes a net transfer of £0.283m from the schools block

Will I see an increase in my School Budget Share for 2020/21?

- Government have only provided partial information to date so the full picture is not yet available
- The NFF indicative school budget for 2020/21, before any local agreements was published for all schools on Friday 11th October
- The cost to your school of funding the proposed block transfer to high needs (total net transfer of £0.283m) can be calculated at this stage
- Please refer to the listings attached to this consultation email. Your school reference number will be confirmed in a separate email.

Consultation Summary

- The authority would welcome your response to the block transfer proposal
- Please pass your views on the proposal to your Schools' Forum rep before the next Forum meeting on Friday 25th October.
- Please feedback any comments that you would like to be considered by Schools' Forum as part of their decision on any block transfer
- This consultation feedback will be considered by Schools' Forum at their meeting on Friday 25th October.



CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director Children's & Joint Commissioning Services

Subject: DEDICATED SCHOOLS GRANT (BLOCK TRANSFER FROM SCHOOLS BLOCK TO HIGH NEEDS BLOCK) – DISAPPLICATION REQUEST UPDATE

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Key tests (i) and (ii) applies. The Forward Plan reference is CJCS085/19.

2. PURPOSE OF REPORT

2.1 To inform members of the outcome of Schools' Forum held on the 15 November 2019 and their decision in relation to the request to transfer £0.550m from the Schools Block to the High Needs Block (HNB) to fund the forecast financial pressures in 2020/21.

3. SCHOOLS FORUM CONSULTATION

3.1 Schools' Forum met on the 8 November 2019 to consider the impact on schools budgets of transferring monies from the Schools Block to the High Needs Block. Three models were presented a 0% transfer, a 0.5% transfer (£0.326m) and a 0.85% transfer (£0.550m).

3.2 Schools' Forum agreed at their meeting of the 8 November 2019 only one model would be presented ie a Block Transfer of £0.550m for formal consideration at their next meeting. For Members information the transfer approved last year was £0.621m.

3.3 At Schools' Forum on the 15 November 2019 a vote was taken on whether Schools' Forum would support a block transfer of £0.550m from the Schools Block to the High Needs Block. Before the vote Schools' Forum requested that a formal minute be taken which recorded that 'whatever the outcome of the vote today this is not schools against the local authority'. The vote was as follows:

For 9

Against 8

Abstention 0

- 3.4 Therefore, Schools' Forum agreed to support the proposed block transfer.
- 3.5 Schools' Forum members have requested that the following actions be considered by the Local Authority.
- That a joint letter from the Council and Schools Forum be sent to the Government explaining the demographics of Hartlepool and highlighting that there is still not enough funding for children with SEN.
 - Consult with other local authorities regarding their financial position for High Needs Block Funding and endeavor to collaborate on a regional approach to lobby Government.
- 3.6 Schools' Forum were reminded that this Committee following a similar report last year submitted a motion to Council seeking support for a further approach to Government and that our MP had raised this issue in Parliament.
- 3.7 In addition, Schools' Forum requested additional information regarding the Free School and the Pupil Referral Unit. This information will be supplied to Schools' Forum in future meetings once more detailed information becomes available.

4. RECOMMENDATIONS

- 4.1 Agree to the block transfer supported by Schools' Forum by submitting a disapplication request to the Secretary of State to transfer £0.550m from the Schools Block to the HNB for the 2020/21 budget.

5. REASONS FOR RECOMMENDATIONS

- 5.1 Having regard to its responsibility for the provision of adequate funding for the delivery of education to children with SEN and to ensure financial control and management, the Council should address the anticipated HNB overspend for 2020/21 and avoid a deficit position.

6. CONTACT OFFICERS

Amanda Whitehead
Assistant Director: Education
Children's & Joint Commissioning Services
Hartlepool Borough Council
Tel: (01429) 523 736
Email: amanda.whitehead@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☒

Chief Solicitor ☒

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children's and Joint Commissioning Services

Subject: TO NOMINATE LOCAL AUTHORITY REPRESENTATIVES TO SERVE ON THE GOVERNING BODIES OF CLAVERING COMMUNITY PRIMARY SCHOOL AND WARD JACKSON CE VOLUNTARY AIDED (VA) PRIMARY SCHOOL.

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 This is a Non Key decision.

2. PURPOSE OF REPORT

2.1 To consider nominations for the role of Local Authority Governors at Clavering Community Primary and Ward Jackson CE (VA) Primary Schools.

3. BACKGROUND

3.1 Under the School Governance (Constitution) (England) Regulations 2012 the process for appointing Local Authority Governors to school governing bodies requires the local authority to consider nominations to vacancies before they are presented to the relevant governing body for formal approval.

Applications have been received for these positions (**Appendix A**). **This item contains exempt information under Schedule 12A of the Local Government Act 1972 (as amended by the Local Government), (Access to Information), (Variations Order 2006) namely, information relating to any individual (Para 1).**

4. PROPOSAL

- 4.1 The report seeks the committee's decision on the application forms for nominations as Local Authority Governors at Clavering Community Primary and Ward Jackson CE (VA) Primary Schools.

5. RISK IMPLICATIONS

- 5.1 There are no risk implications

6. FINANCIAL CONSIDERATIONS

- 6.1 There are no financial considerations

7. LEGAL CONSIDERATIONS

- 7.1 There are no legal considerations

8. CONSULTATION

- 8.1 Discussions have taken place between the applicants, Chair of Governors and Head teachers regarding the skills the applicants can contribute to the Governing Bodies. The application received in respect of Clavering Community Primary School is from a serving Parent Governor of Clavering Community Primary School. The application received in respect of Ward Jackson CE Voluntary Aided Primary School has observed a governing body meeting at the school.

9. CHILD AND FAMILY POVERTY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 9.1 There are no child and family considerations

10. EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)

- 10.1 There are no equality and diversity considerations.

11. STAFF CONSIDERATIONS

- 11.1 There are no staff considerations

12. ASSET MANAGEMENT CONSIDERATIONS

- 12.1 There are no asset management considerations

13. RECOMMENDATION

- 13.1 The committee gives consideration to applicants as set out in **Appendix B** in respect of local authority nomination to Clavering Community Primary School and Ward Jackson CE (VA) Primary School.

14. REASONS FOR RECOMMENDATIONS

- 14.1 To ensure that the nomination of local authority governor will contribute to the effectiveness of the governing body to which they are appointed.

15. BACKGROUND PAPERS

- 15.1 There are no background papers

16. CONTACT OFFICER

- 16.1 Ann Turner
School Governor Support Manager
Children's and Joint Commissioning Services
Civic Centre
Hartlepool
Telephone 523766
Email: ann.turner@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy ☐

Chief Solicitor ☐

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children's and Joint Commissioning Services

Subject: AMENDMENT TO THE INSTRUMENT OF GOVERNMENT
FOR GRANGE PRIMARY SCHOOL

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Non key

2. PURPOSE OF REPORT

2.1 To seek approval of the Children's Services Committee to amendments to the Instrument of Government for Grange Primary School in accordance with the School Governance (Constitution) (England) Regulations 2012 as amended by the School Governance (Constitution and Federation) (England) (Amendment) Regulations 2014.

3. BACKGROUND

3.1 The school governance regulations referred to above establish the overall framework for the governance of maintained schools. In 2014 and 2015 all maintained schools in Hartlepool were re-constituted in line with changes introduced by these regulations.

3.2 Each school's constitution is set out in an Instrument of Government which establishes the size of the governing body and identifies the number of governor's in each governor category. The term of office for each category of governor is determined by the governing body for a period between one and four years, although the majority of governors are appointed for a period of four years. Governing bodies are encouraged from time to time to review their constitution to ensure that it is still fit for purpose and supports the effective governance of the school.

4. PROPOSALS

- 4.1 In 2015, Grange Primary School, struggled to recruit and retain Parent Governors and at that time, it was felt that some parents were unwilling to commit to a four year period of office, particularly if their child/children will be leaving the school within this period. The Governing Body decided that the term of office for the category of Parent Governor would be two years and if a Parent Governor wished to continue beyond two years, provided they were eligible, they could re-apply for election as a Parent Governor, or the governing body could consider appointing them to vacancies in other governor categories.
- 4.2 The Governing Body of Grange Primary School has worked hard in further developing parental engagement and has recently undertaken a review of the constitution of their governing body. The Governing Body proposes to increase the term of office for Parent Governors from two years to four years in line with other categories of governors which constitute the Governing Body and enable them to may make a greater contribution to the work of the Governing Body.
- 4.3 Changes to the term of office in a particular category of governors (where the term of office is less than four years) governor are required to be identified in the Instrument of Government.
- 4.4 A revised Instrument of Government for Grange Primary School is attached as **Appendix 1** to this report.

5. RISK IMPLICATIONS

- 5.1 None

6. FINANCIAL CONSIDERATIONS

- 6.1 None

7. LEGAL CONSIDERATIONS

- 7.1 None

8. CHILD AND FAMILY POVERTY CONSIDERATIONS

- 8.1 None

9. EQUALITY AND DIVERSITY CONSIDERATIONS

9.1 None

10. STAFF CONSIDERATIONS

10.1 None

11. ASSET MANAGEMENT CONSIDERATIONS

11.1 None

12. RECOMMENDATIONS

12.1 To approve an amendment to the Instrument of Government for Grange Primary School

13. REASONS FOR RECOMMENDATIONS

13.1 To further improve the effectiveness of the Governing Body.

14. BACKGROUND PAPERS

14.1 None

15. CONTACT OFFICER

15.1 Ann Turner
Governor Support Manager
Children's and Joint Commissioning Services
Civic Centre
Hartlepool
Telephone 523766
Email: ann.turner@hartlepool.gov.uk

Sign Off:-

Director of Finance and Policy



Chief Solicitor



INSTRUMENT OF GOVERNMENT

GRANGE PRIMARY SCHOOL



A revised Instrument of Government is attached as **Appendix 1** of this report

1. The name of the school is: Grange Primary School
2. The school is a community school
3. The name of the governing body is "The governing body of Grange Primary School"
4. The governing body shall consist of:
 - a. 3 parent governors;
 - b. 1 LA governor;
 - c. 1 staff governor
 - d. 1 Headteacher
 - e. 6 Co-opted governors
5. Total number of governors 12
6. This instrument of government comes into effect on 19th November 2019
7. This instrument was made by order of Hartlepool Local Authority on 19th November 2019
8. A copy of the instrument must be supplied to every member of the governing Body (and the headteacher if not a governor).

CHILDREN'S SERVICES COMMITTEE

19th November 2019



Report of: Director of Children's and Joint Commissioning Services and Director of Finance and Policy

Subject: STRATEGIC FINANCIAL MANAGEMENT REPORT
- AS AT 30th SEPTEMBER 2019

1. TYPE OF DECISION/APPLICABLE CATEGORY

For information.

2. PURPOSE OF REPORT

- 2.1 The purpose of this report is to inform Members of the 2019/20 forecast General Fund Outturn, the 2019/20 Capital Programme Monitoring and to provide details for the specific budget areas that the Committee is responsible for.

3. BACKGROUND AND FINANCIAL OVERVIEW

- 3.1 As Members will be aware from previous reports there were significant over spends within Departmental budgets in each of the last 3 financial years reflecting continuing service pressures, particularly in relation to Looked after Children. These pressures commenced in 2016/17 and have been recognised within the MTFS, with one-off resources allocated to support the recurring budget.
- 3.2 The pressures in relation to Looked after Children are continuing in 2019/20 and it is anticipated they will continue in 2020/21. The Medium Term Financial Strategy report considered by Finance and Policy Committee on 30th September 2019 detailed a strategy for funding these additional costs.

4. REPORTING ARRANGEMENTS 2019/20

- 4.1 The availability and reporting of accurate and up to date financial information is increasingly important as future budget cuts are implemented and one-off resources are used up.
- 4.2 The Finance and Policy Committee will continue to receive regular reports which will provide a comprehensive analysis of departmental and corporate forecast outturns, including an explanation of the significant budget variances. This will enable the Committee to approve a strategy for addressing the financial issues and challenges facing the Council.

- 4.3 To enable a wider number of Members to understand the financial position of the Council and their service specific areas each Policy Committee will receive a separate report providing:

- a brief summary of the overall financial position of the Council as reported to Finance and Policy Committee
- the specific budget areas for their Committee
- the total departmental budget where there is a split across more than one Committee. This information will ensure Members see the whole position for the departmental budget.

5. GENERAL FUND BUDGET 2019/20 FORECAST OUTTURN

- 5.1 An updated assessment of the forecast 2019/20 outturn for the Council as a whole has been completed and an overall departmental over spend of £590,000 is anticipated compared to the previous outturn projection of £850,000. A strategy for addressing the previous forecast outturn had been approved as part of the 2020/21 MTFS report considered by Finance and Policy Committee on 30th September 2019, which was based on releasing one-off reserves to fund the 2019/20 overspend and provide one-off funding towards LAC costs in 2020/21.
- 5.2 The reduction in the forecast outturn will be reflected in the next MTFS report to enable Members to consider this issue in the context of the overall financial position facing the Council for 2020/21.
- 5.3 The 2019/20 outturn has been prepared to reflect expenditure incurred to date and forecast to be incurred in the rest of the financial year. As Members will be aware from previous years significant elements of the Council's budget are demand led and affected by expenditure over the winter months, including care costs in relation to older people and winter maintenance. The outturn forecasts will be closely monitored and regular updates will be reported to the Finance and Policy Committee.

6. 2019/20 FORECAST OUTTURN – CHILDREN'S SERVICES COMMITTEE

- 6.1 The Children's Services Committee has responsibility for services managed by the Director of Children's and Joint Commissioning Services. Budgets are managed at a Departmental level and therefore a summary of the Departmental position is provided below. The table sets out the overall budget position for the Department broken down by Committee.

Budgets Managed by the Director of Children's and Joint Commissioning Services

2019/20 Budget	Area of Expenditure	2019/20 Projected Outturn - Adverse / (Favourable)
£'000		£'000
22,081	Children's Services Committee	850
50	Public Health Grant (Finance & Policy Committee)	0
22,131		850

- 6.2 Details of the specific budget areas this Committee is responsible for are provided in **Appendix A**.
- 6.3 As identified in **Appendix A** a net overspend of £0.850m is forecast at the end of the year within Children's and Joint Commissioning. This is in line with the figure reported for the period ending 31st July 2019 however the underlying budget pressure within Looked After Children related costs has increased to £1.350m (from £1.241m), with this partly offset by increased one-off underspends of £0.510m (was £0.391m). These one-off underspends include slippage in the commencement of a housing related support contract, one-off income from the CCG and incremental drift and staff vacancies over and above the annual salary abatement target.
- 6.4 A strategy for dealing with these pressures in both the current year and 2020/21 was agreed as part of the 'Medium Term Financial Strategy 2020/21 to 2021/22', considered on 30th September 2019.

7. 2019/20 Capital Programme Monitoring

- 7.1 In the current financial year the Council is currently managing over 150 individual capital schemes with a total budget of £53.904m. These capital schemes are funded from a range of sources:-
- Grant - this is funding the Council has secured from external sources and can only be used in accordance with specific grant conditions. This funding also included schemes funded from Section 106 agreements linked to planning applications
 - Capital Receipts – funding received by the Council following sale of an asset (e.g. Land or Buildings)
 - Contribution from Revenue budget (RCCO) – funding transferred from the Council's revenue budgets to fund capital expenditure
 - Borrowing – this is where the Council has taken out a loan to be repaid over the life of the asset it is funding. The loan repayment costs are included in the base budget, or the specific business case for the project.

- 7.2 In a number of cases the capital schemes are funded by more than one of these funding sources as it will have been necessary to match fund or combine funding sources in order to arrive at the required budget.
- 7.3 Funding for all capital budgets reported to Members has been secured and officers are managing these schemes against the available budget. Any changes to these budgets are made in line with the capital virement rules included within the Council's Constitution.
- 7.4 Capital Expenditure relating to the Children's Services Committee to the 30th September 2019 is summarised in the table below and further details are provided in **Appendix B**.

	BUDGET	EXPENDITURE IN CURRENT YEAR				
	A	B	C	D	E	F
	2019/20 Budget £'000	2019/20 Actual to 30/09/19 £'000	2019/20 Expenditure Remaining £'000	Expenditure Rephased into 2020/21 £'000	(B+C+D) 2019/20 Total Expenditure £'000	(E-A) 2019/20 Variance from Budget £'000
Children's Services Committee	6,623	1,163	5,361	99	6,623	0

- 7.5 There is a longer lead in time for capital schemes and therefore it is not unusual for expenditure to be low at this stage of the year.

8. CONCLUSION

- 8.1 The Council over spent against the Departmental budgets in each of the last three financial years and used one-off resources to balance overall expenditure. This position reflected pressures in Children's Services which are continuing in 2019/20. These pressures are affecting the majority of councils with responsibility for these services.
- 8.2 As detailed in Section 5 a 2019/20 departmental revenue budget over spend of £590,000 is forecast. This mainly reflects continuing Looked after Children pressures.
- 8.3 The reduction in the forecast outturn will be reflected in the next MTFS report to enable Members to consider this issue in context of the overall financial position facing the Council for 2020/21.

9. RECOMMENDATIONS

- 9.1 It is recommended that Members note the report.

10. REASONS FOR RECOMMENDATIONS

- 10.1 To ensure that the Children's Services Committee has up to date information on the forecast 2019/20 General Fund revenue budget outturn and Capital Programme.

11. BACKGROUND PAPERS

Medium Term Financial Strategy 2020/21 to 2021/22 to Finance and Policy Committee 30.09.19.

Strategic Financial Management Report – as at 31st July 2019 report to Finance and Policy Committee 30.09.19.

Strategic Financial Management Report – as at 30th September 2019 report to Finance and Policy Committee 11.11.19.

12. CONTACT OFFICER

Sally Robinson
Director of Children's and Joint Commissioning Services
sally.robinson@hartlepool.gov.uk
01429 523910

Chris Little
Director of Finance and Policy
Chris.little@hartlepool.gov.uk
01429 523002

REVENUE FINANCIAL MONITORING REPORT FOR FINANCIAL YEAR 2019/20 as at 30th September 2019

Approved 2019/2020 Budget £'000	Description of Service Area	Forecast Outturn as at 30th September 2019 Adverse / (favourable) £'000	Director's Explanation of Variance
Children's Services Committee			
16,420	Children & Families	1,350	LAC numbers have continued to increase since the budget was set across all placement types - in-house, IFA and residential. In addition, the number of children subject to Child Arrangement and Special Guardianship Orders have also increased. These increased placements also impact on staffing requirements and legal costs relating to care proceedings.
1,711	Early Intervention Services	(330)	This mainly relates to slippage in commencement of a housing contract and staff vacancies and incremental drift within the Early Help service area.
5	Play & Care	30	This relates to an historic shortfall of income against the target budget.
275	Standards, Engagement & Development	(10)	
1,228	Strategic Commissioning	(100)	The favourable variance mainly relates to income received from the CCG and staff vacancies.
274	Youth Justice Service	(40)	The favourable variance mainly relates to staff vacancies (which have now been filled) and incremental drift.
134	Access to Education	(10)	
167	Central Support Services	0	
512	Other School Related Expenditure	(10)	Reduced liability for historic pension costs.
489	Raising Educational Achievement	60	Income shortfall for School Improvement Service. This service is under review.
251	Special Educational Needs	(40)	Savings from vacancies.
269	Strategic Management	(50)	Salary savings resulting from late appointment and staff not being at the top of the grade.
346	Youth Service	0	
22,081	Children's Services	850	

PLANNED USE OF RESERVES

The above figures include the 2019/2020 approved budget along with the planned use of Departmental Reserves created in previous years.

The details below provide a breakdown of these reserves

Approved 2019/2020 Budget £'000	Description of Service Area	Actual Adverse/ (Favourable) £'000	Variance Over/ (Under) £'000	Director's Explanation of Variance
Children's Services Committee				
52	Early Help / 0-19 Service	52	0	Use of Public Health Reserve to support initiatives within the Early Help and 0-19 Service in 19/20
50	5-19 Youth Contract	50	0	Funded from Child & Family Poverty Reserve as agreed by F&P 21/03/19
6	Development Team	6	0	
125	UASC Specific Grant Reserve	125	0	Use of reserve to fund posts to support unaccompanied asylum seeking children and care leavers for whom the Council have responsibility
14	Children's Hub IT Reserve	14	0	Contribution to IT upgrades within the Hub
45	Selective Licensing Scheme	45	0	Funding required to support the Housing Licensing budgets in 2019/20
53	EYES	53	0	Funding for implementation of EYES system.
345		345	0	

MEMO:-	Dedicated Schools Grant	Actual Outturn Adverse/ (Favourable)	Director's Explanation of Variance
6,005	Early Years	100	Underspending against 3-4 year old entitlement and Disabled Access Funding (DAF). Offset by funding shortfall against 2 year old entitlement. Overspend to be funded from existing Early Years reserve.
9,745	High Needs	470	Latest outturn projection reflecting increase in demand. Overspend to be managed and funded from existing reserves.
56	Schools and Central Services	30	
15,806	TOTAL Dedicated Schools Grant	600	

CAPITAL MONITORING REPORT PERIOD ENDING 30th September 2019

Project Code	Scheme Title	BUDGET		EXPENDITURE			Type of Financing	2019/20 COMMENTS	
		A	B	C	C	D			E
		2019/20 Budget £'000	2019/20 Actual as at 30/09/19 £'000	2019/20 Expenditure Remaining £'000	Expenditure Rephased into 2020/21 £'000	(B+C) 2019/20 Total Expenditure £'000			(D-A) 2019/20 Variance from Budget £'000
Children's Services Committee									
8906	Brierton Campus Windows	67	0	67	0	67	0	RCCO	
8139	BSF - ICT Infrastructure (General)	10	0	10	0	10	0	MIX	
	ICT Infrastructure	34		34	0	34	0	MIX	
7337	Catcote School - Increase Capacity for pupils with ASD	49	0	0	0	0	(49)	GRANT	
8072 & 8218	Children's Centres General	42	0	0	42	42	0	MIX	
7387	Clavering KS2 Remodelling and Hall Expansion	161	87	74	0	161	0	GRANT	
9027	English Martyrs - New Build	155	0	155	0	155	0	GRANT	
8005	Golden Flatts Primary School - Boundary Wall	40	4	40	0	44	4	GRANT	
8018	Golden Flatts Primary School - Heating Pipework (Phase 1 of 3)	47	5	42	0	47	0	GRANT	
9031	Grange Primary School - Roof Replacement	23	18	5	0	23	0	GRANT	
7335	Hart - Emergency Wall	112	9	103	0	112	0	GRANT	
7412	High Tunstall - FF&E	90	33	57	0	90	0	GRANT	
7396	High Tunstall - Roofing D Block	6	6	0	0	6	0	GRANT	
7435	High Tunstall 'D' Block - Boiler Plant Renewal	88	16	72	0	88	0	GRANT	
7411	High Tunstall Eco Centre	20	20	0	0	20	0	GRANT	
9028	High Tunstall New Build	461	0	461	0	461	0	GRANT	
7356	High Tunstall New Build (School Led)	396	127	269	0	396	0	RCCO	
7984	Lynnfield Primary School - Roof Replacement	77	75	2	0	77	0	GRANT	
8006	Lynnfield Primary School - Window Replacement	30	2	14	0	16	(14)	GRANT	
8017	Pupil Referral Unit - Electrical Rewire (Phase 1 of 2)	62	22	40	0	62	0	GRANT	
9031	Pupil Referral Unit - Roof Replacement (Phase 1 of 3)	55	5	50	0	55	0	MIX	
8906	Pupil Referral Unit - Window Replacement (Phase 2 of 3)	20	2	18	0	20	0	GRANT	
8906	Rift House - Childrens Centre Windows Replacement	33	31	2	0	33	0	GRANT	
8891	Rift House - Classroom Extension	118	27	91	0	118	0	RCCO	
8360&7177	Rift House - Language Lab & Fire Damage	407	320	87	0	407	0	RCCO/INSURANCE	
8985	Rift House School - Heating Pipework (Phase 2 of 2)	27	25	2	0	27	0	GRANT	
7177	Rift House Nursery Play Area	78	60	18	0	78	0	INSURANCE	
7402	Rossmere - Purchase of Minibus	30	30	0	0	30	0	RCCO	
8984	Rossmere School - Electrical Rewire (Phase 1 of 5)	4	4	0	0	4	0	GRANT	
7980	Rossmere Primary School - Electrical Rewire (Phase 2 of 5)	85	17	68	0	85	0	GRANT	
8906	Rossmere- Window Replacement	7	7	0	0	7	0	GRANT	
7142	Schools General - Fire Safety Modifications (Conditions)	92	0	92	0	92	0	GRANT	
7397	Springwell - Mechanical Air Handling Units	4	4	0	0	4	0	GRANT	
7432	Springwell - SEMH and ASD Provision	7	7	0	0	7	0	GRANT	
7974	Springwell School - Roof Replacement (Phase 1 of 2)	41	4	0	37	41	0	GRANT	
9032	St Helen's Primary School - Boiler Plant Renewal	72	38	34	0	72	0	GRANT	
7975	Throston Primary School - Roof Replacement (Phase 3 of 3)	52	48	4	0	52	0	GRANT	
8971	Throston School - Fan Convactor Renewal (Phase 2 of 3)	16	14	0	0	14	(2)	MIX	
8653	West View - Early Years Foundation Stage Improvements	3	3	0	0	3	0	RCCO	
7358	CECA Additional Toilet	12	2	10	0	12	0	GRANT	
7355	CECA IT Infrastructure and Technology	72	4	48	20	72	0	GRANT	
8221	Chancellors 'Little Extras'	222	38	184	0	222	0	GRANT	
7384	Devolved Schools Capital	269	47	222	0	269	0	GRANT	
7332	Healthy Pupils Capital Fund	6	2	4	0	6	0	GRANT	
7521	Two Year Old FNE Capacity Funding	23	0	23	0	23	0	GRANT	
8788	Universal Free School Meals	20	0	20	0	20	0	GRANT	
9004	Schools General - Basic Need	1,640	0	1,640	0	1,640	0	GRANT	
9004	Schools General - Conditions unallocated	137	0	149	0	149	12	MIX	
9004	Schools General - Contingency	70	0	70	0	70	0	GRANT	
9004	Schools General - Special Provision unallocated	233	0	282	0	282	49	GRANT	
9004	Schools General - Suitability Unallocated (SEMH)	798	0	798	0	798	0	RCCO	
	Total Children's and Joint Commissioning Services	6,623	1,163	5,361	99	6,623	0		

Key

RCCO Revenue Contribution towards Capital
MIX Combination of Funding Types
UCPB Unsupported Corporate Prudential Borrowing
SCE Supported Capital Expenditure (Revenue)

GRANT Grant Funded
CAP REC Capital Receipt
UDPB Unsupported Departmental Prudential Borrowing
CORP Corporate Resources

CHILDREN'S SERVICES COMMITTEE

19 November 2019



Report of: Director of Children's and Joint Commissioning Services

Subject: INFORMATION UPDATE REGARDING
HARTLEPOOL GOVERNOR SUPPORT SERVICES

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 For information only.

2. PURPOSE OF REPORT

2.1 To update members on two changes to Hartlepool School Governors Support Service:

- A. Hartlepool governor support services now share a joint governor training offer with Middlesbrough, Stockton, and Redcar and Cleveland;
- B. Hartlepool governor support services will share the same service level agreement (SLA) from April 2020. This SLA includes shared costs and protocols.

3. BACKGROUND

3.1 Hartlepool School Governor Support Service (SGSS) provides support and advice to schools and academies in Hartlepool that buy back the local authority's SGSS service. The service includes professional clerking for governor meetings; advice and guidance to school leaders and governors in helping them to meet their legal responsibilities in respect of governance and supporting school improvement; arrangement and delivery of governor training; facilitating the appointment of governors and maintaining governor records; and, advice and support to schools in respect of constitutional changes including academisation, federation, and changes to schools' Instruments of Government.

- 3.2 Hartlepool SGSS is currently served by two officers with 19 schools plus the Pupil Referral Unit buying into the service. Feedback from Headteachers and from surveys of governors indicate that the service is well regarded and provides a high quality and professional service.

4. PROPOSALS

- 4.1 Hartlepool SGSS is provided on a buy-back arrangement through service level agreements (SLAs) with the individual schools/establishments. Similar arrangements operate within three of the other four Tees Valley authorities – Middlesbrough, Redcar and Cleveland and Stockton (Darlington does not provide a governors support service).
- 4.2 There has been a recent agreement between the authorities to share a programme of training allowing governors from schools across the Tees Valley who buy into the local authorities' services to attend training events provided by each authority.
- 4.3 The benefits of this collaborative approach will reduce competition between the Tees Valley authorities.

5. RISK IMPLICATIONS

- 5.1 There are no risk implications arising from this report. The report outlines proposals for a collaborative approach to the delivery of SGSS which will strengthen local arrangements.

6. FINANCIAL CONSIDERATIONS

- 6.1 The Hartlepool SGSS is currently projecting a shortfall of approximately £15,000 for the current financial year due to reduced buy-back from schools. It is intended that the shared SLA, creating equity across Tees Valley will bring customers (schools) back to Hartlepool SGSS.

7. LEGAL CONSIDERATIONS

- 7.1 There are no legal considerations arising from this report.

8. CONSULTATION

- 8.1 The work undertaken to inform this report took place between the Assistant Directors for Education across Tees Valley and in consultation with schools.

9. CHILD AND FAMILY POVERTY

- 9.1 There are no child and family poverty considerations arising from this report.

10. EQUALITY AND DIVERSITY CONSIDERATIONS

- 10.1 There are no equality and diversity considerations arising from this report.

11. STAFF CONSIDERATIONS

- 11.1 There are no staff considerations arising from this report.

12. ASSET MANAGEMENT CONSIDERATIONS

- 12.1 There are no asset management considerations arising from this report.

13. RECOMMENDATIONS

- 13.1 Elected members are asked to note the proposals around the way in which SGSS are delivered in Hartlepool.

14. REASONS FOR RECOMMENDATIONS

- 14.1 Arrangements for SGSS rests with Children's Services Committee

15. BACKGROUND PAPERS

- 15.1 None

16. CONTACT OFFICERS

- 16.1 Ann Turner
Governor Support Manager
Telephone 01429 523766
Email: ann.turner@hartlepool.gov.uk
- 16.2 Oliver Harness
Senior School Improvement Adviser
Telephone 01429 523144
E mail: oliver.harness@hartlepool.gov.uk