

Lancashire County Council

Children's Services Scrutiny Committee

Wednesday, 31st January, 2018 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

Agenda

Part I (Open to Press and Public)

No.	Item
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1.	Apologies
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2.	Disclosure of Pecuniary and Non-Pecuniary Interests
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Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

3.	Minutes from the meeting held on 6 December 2017	(Pages 1 - 4)
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4.	Scrutiny of Budget Proposals for 2018/19	(Pages 5 - 18)
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5.	Joint Local Area SEND Inspection in Lancashire	(Pages 19 - 30)
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6.	Children's Services Scrutiny Committee Work Plan 2017/18	(Pages 31 - 38)
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7.	Urgent Business
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An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

8.	Date of the Next Meeting
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The next meeting of the Children's Services Scrutiny Committee is due to take place on Wednesday 14 March at 2pm, Cabinet Room C, County Hall, Preston.

County Hall
Preston

L Sales
Director of Corporate Services

Lancashire County Council

Children's Services Scrutiny Committee

Minutes of the Meeting held on Wednesday, 6th December, 2017 at 2.00 pm
in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

Present:

County Councillor Andrea Kay (Chair)

County Councillors

N Hennessy	A Gardiner
I Brown	D Howarth
A Cheetham	H Khan
S Clarke	J Rear
B Dawson	D T Smith

Co-opted members

Councillor Stella Brunskill, Children's Partnership
Board - Hyndburn, Ribble Valley, Rossendale

County Councillors Stephen Clarke and Bernard Dawson replaced County Councillors Joe Cooney and Loraine Cox respectively.

1. Apologies

Apologies were received from County Councillor Matthew Tomlinson, Councillor Gail Goodman, Councillor Gail Goodman, Councillor Zara Khan, Councillor John Harbour and the Youth Representative.

2. Disclosure of Pecuniary and Non-Pecuniary Interests

None were disclosed.

3. Minutes from the meeting held on 18 October 2017

Resolved: That the minutes from the meeting held on the 18 October be confirmed as an accurate record and signed by the Chair.

4. Secure Accommodation

The Chair welcomed Sally Allen, Head of Safeguarding. Inspection and Audit and Andy Smith, Safeguarding Manager, to the meeting.

The report presented provided an overview in relation to secure accommodation, including the criteria and reasons why children might require placement in a secure children's home. It also highlighted some of the challenges when placing a child in secure accommodation and how it was vital to meet the needs of these children and young people.

Members stated that partnership working with other health providers was important in relation to CAMHS. It was confirmed that health partners were a key partner and instrumental in meeting the needs of the young people who were worked with.

The Safeguarding Team acknowledged the challenge of identifying the availability of placements and that there was a national shortage of beds. The Committee was informed that a paper was going to Cabinet around residential placements and whether Lancashire should have its own secure accommodation unit.

Forensic psychological testing for young people was put forward for recommendation by the Committee. Members also requested more information on forensic psychological assessments.

Resolved: That;

- i. The report presented be noted.
- ii. Forensic psychological testing be available to every young person entering secured accommodation as required.
- iii. A request be made to Cabinet to further investigate the possibility of secure accommodation in Lancashire.

5. Recruitment and Retention - Children's Social Care

The Chair welcomed Tracy Poole-Nandy, Head of Service Children's Social Care – Central; and Aasiyah Gurjee, Social Worker, to the meeting.

The report presented stated that the Retention and Recruitment Strategy within Children's Social Care had been implemented to proactively recruit within this field motivated, and where possible experienced social workers to work across the areas of childcare social work in Lancashire. There had been a number of improvements made in the way Lancashire now recruit by means of recruitment events across the county outside of ordinary working hours to enable those in employment to attend and learn about the positive opportunities available.

Members were informed that to ensure that social work staff were adequately supported as part of their induction, the service had now developed a social work academy which supported new staff in gaining all of the pertinent training, equipment and knowledge of policies, procedures and structure to help them in their transition into this role.

It was important to improve the retention of good social work staff and in order to do so there had to be the appropriate management support in place and guidance from experienced managers. In addition, career pathways for social workers was identified as an area for further work to enable them to remain within practice as well as the working environments.

Resolved: That;

- i. The report presented be noted.
- ii. The Recruitment and Retention Strategy of social workers in Lancashire be noted.
- iii. The Social Work Academy Programme which forms part of the retention strategy be noted.
- iv. An update on the Recruitment and Retention Strategy be reported to the Children's Services Scrutiny Committee in six months' time.

6. Children's Services Scrutiny Committee Work Plan 2017/18

The work plan for the Children's Services Scrutiny Committee for the 2017/18 municipal year was presented. The topics included were identified at the work planning workshop held on 21 June 2017.

It was reported that Members would be given the opportunity to give their views on the current financial position, the Medium Term Financial Strategy and initial budget proposals following on from the Cabinet meetings in November and December 2017 with a view to developing an initial list of risk areas. County Councillor Susie Charles and Neil Kissock, Director of Financial resources would be attending the meeting in January to discuss the budget and any queries Members might have.

Regarding the progress of the Supporting Children at School with Medical Conditions Task Group, County Councillor Ian Brown informed the Committee that David Graham, SEND Senior Manager, would send a list to all the Members, of the schools that needed visiting. These schools would be advised of the visit by the attending County Councillor. The next meeting of the Task Group was on 31st January.

Resolved: That;

- i. The report be noted; and
- ii. Reviews undertaken across children's services be added to the work plan for the March meeting.

7. Urgent Business

There were no items of Urgent Business.

8. Date of the Next Meeting

The next meeting of the Scrutiny Committee will take place on Wednesday 6 December at 2:00pm in Cabinet Room C (The Duke of Lancaster Room) at the County Hall, Preston.

I Young
Director of Governance, Finance
and Public Services

County Hall
Preston

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 31 January 2018

Electoral Division affected:
(All Divisions);

Scrutiny of Budget Proposals for 2018/19

(Appendix 'A' refers)

Contact for further information:

Samantha Parker, Tel: (01772) 538221, Email: sam.parker@lancashire.gov.uk and

Gary Halsall, Tel: (01772) 536989, Email: gary.halsall@lancashire.gov.uk Senior Democratic Services Officers (Overview and Scrutiny)

Executive Summary

This report sets out all of the savings proposals as agreed by the Cabinet at its meetings between 14 September and 18 January 2018 inclusive that are relative to both the Children's Services and Education Scrutiny Committees terms of reference for consideration.

Recommendation

The Children's Services Scrutiny Committee is asked to determine which matters from the Cabinet Members budget proposals for 2018/19 should form the basis for scrutiny review during 2018/19.

Background and Advice

This report presents a revised process as agreed by the Chairs and Deputies of all relevant Scrutiny Committees for the scrutiny of Cabinet's budget proposals following the disestablishment of the Executive Scrutiny Committee and its Budget Scrutiny Working Group.

Cabinet, at its meeting held on 18 January 2018, noted the revised funding gap of £144.492m covering the period 2018/19 to 2021/22 and approved the budget proposals as set out in the Money Matters – Updated Medium Term Financial Strategy (MTFS) 2018/19 - 2021/22 report. The report to Cabinet and its appendices can be [viewed on the County Council's website](#).

The Cabinet's budget proposals for 2018/19 were circulated for general consultation with a deadline of the 19 January 2018 for responses (note that some proposals are subject to a further, in depth and specific consultation, where indicated in the proposal documents). These will be reported to the Full Council budget meeting scheduled to take place on 8 February 2018.

It should be noted that opposition groups will have the opportunity to submit alternative budget proposals at this Full Council budget meeting.

To assist the Committee, all savings proposals as agreed by the Cabinet (including those proposals approved to go out for consultation and those where officers have been authorised by Cabinet to proceed with implementation) at its meetings on 18 January 2018, 7 December, 9 November, 12 October and 14 September 2017 that are relative to both the Children's Services and Education Scrutiny Committee's terms of reference have been extracted and are set out at **Appendix 'A'** to this report for consideration. Links to the respective Cabinet Agenda are contained within the Appendix. Members from Education Scrutiny Committee will be in attendance to represent the views from this Committee. In addition, the Cabinet Member for Children, Young People and Schools, Director for Children's Services along with the Director of Finance are due to attend the meeting.

The Committee should note that the Internal Scrutiny Committee at its meeting on 21 July 2017, agreed to establish a Task and Finish Group on Local Authority Funding and Income Generation to identify areas to increase current income generation to support the financial viability of the County Council. The initial objectives for this group include the following:

- To investigate further the current traded services available across the Council to identify any possible areas where traded services could be introduced/further enhanced.
- To further understand the statutory and non-statutory services with a view to making recommendations on potential scope to reduce any non-statutory services further.
- To understand and consider the possibilities around commercialisation from the documentation provided, case studies and/or discussion with other authorities who have used this method successfully.
- To understand and investigate funding streams not currently utilised by the Council and current income streams such as business rates, revenue funding grants etc. with a view to identifying potential ways to further maximise this area of funding.
- To understand and consider the current property portfolio to identify any potential scope for further streamlining.
- To make recommendations on how the Council could improve income generation through the use of additional funding streams, traded services and/or commercialisation.

Recommendations from this Task and Finish Group will inform a report to Cabinet.

The Committee is therefore asked to determine which matters from the Cabinet Members budget proposals for 2018/19 as set out at **Appendix 'A'** should form the basis for scrutiny review during 2018/19, thereby providing the potential opportunity to help inform proposals for the next budget. Any matters identified will be scheduled on the relevant Committee's work plan accordingly.

It should also be noted that the Health Scrutiny Committee held on 23 January 2018 considered budget proposals from the Cabinet Members for 'Adult Services' and Health and Wellbeing'. In addition, the Internal Scrutiny Committee held on Friday 19

January 2018 considered budget proposals relating to the Leader, Deputy Leader and Cabinet Members for 'Economic Development, Environment and Planning'; 'Highways and Transport'; and 'Community and Cultural Services'.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

This report has no significant risk implications.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Tel
Cabinet Agenda Papers	7 December, 9 November, 12 October, 14 September 2017 and 18 January 2018	Josh Mynott, (01772) 534580

Reason for inclusion in Part II, if appropriate

NA

Children's Services/Education Scrutiny Committees

Identified Areas for Savings 2018/19 - 2020/21

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
Family Information Service	£0.040m	£0.040m	Approval for the delivery of this statutory function through the Customer Access Services.	This will involve the transfer of the service to the Customer Access Team	Sept 17 Item 6 App D	Children's Services
Children's Social Care (CSC) – Fostering and Residential	£0.800m	£0.800m	Agree to ensure that all education costs of external placement provision are against the Dedicated Schools Grant (DSG) that all therapeutic costs are charged to health.	There is no direct impact on the service, there is however some potential future pressure on the DSG	Sept 17 Item 6 App D	Children's Services/ Education
Children's Social Care – Newton Europe Diagnostic	£0.906m	£2.784m	If only cashable savings are identified with no invest to save, this is in the region of £2.74m that focuses on service efficiency and effective use of social work time and resource that can be taken forward.	Most effective and efficient practice which should reduce caseloads. However, significant cultural shift required to move to this way of working. This is consistent with the improvement work post Ofsted	Sept 17 Item 6 App D	Children's Services
SEND Service – Information, Advice and	£0.265m	£0.265m	Agree to a job evaluation and function review of the recently merged	<ul style="list-style-type: none"> A single team sat within the SEND service is best placed to be aware and continue to be 	Oct 17 Item 4 App A	Children's Services

All figures taken from Money Matters – Additional Savings 2018/19 – 2020/21 reports published between September and January 2018

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
Support (IAS) Team			<p>Information, Advice and Support Team.</p> <p>Reduce the revenue budget from 1 April 2018 by £0.265m.</p>	<p>updated on SEND local policy and practices.</p> <ul style="list-style-type: none"> • The team developing and updating the Local Offer are best placed to provide accurate and up to date IAS on the Local Offer. • Children and young people with SEND and their families are provided with a clear 'front door' into the SEND Service, which will quickly identify needs and are directed to the most appropriate service. An 8.45am – 5pm Monday to Friday, dedicated IAS telephone help line, would form part of this 'front door'. • The new team would use the proposed SEND IT platform as all the needed information is available in one location with an option for confidential records, if requested by the family. • A triage system will target intensive support to vulnerable groups of parents/carers whilst still providing a service to all parents/carers. 		

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
Supporting Carers of Children and Young People Looked After Together (SCAYT+) – (for consultation only)	£0.225m	£0.450m	<p>Agree to redirect the work of SCAYT so it generates income by providing specialist multi-agency assessment and intervention to children and families who attract funding from the Adoption Support Fund.</p> <p>Please note this could potentially be a 2 year saving unless the adoption support fund is extended. At this stage it has been assumed that this saving is recurrent.</p>	<p>Positive impact:</p> <ul style="list-style-type: none"> • Decrease in breakdown of placements for children who are subject to Special Guardianship Order, which often result in CSC providing costly placements or at the least foster placements. • Decrease in need for CSC intervention at level 4 at a later stage in the child's life. • Increase in the emotional wellbeing and educational attainment of this cohort of children. <p>Negative impact:</p> <ul style="list-style-type: none"> • Possible increase in placement breakdowns for looked after children. • Risk that as young people experience more placement breakdowns the costs of future placements increases. • Lack of ability to challenge court requested therapeutic services • Children and Young Peoples' emotional needs remain unmet; 	Jan 18 Item 4 App C	Children's Services

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
				<p>increase in risk taking behaviour, self-harming behaviour, poor emotional and mental health.</p> <ul style="list-style-type: none"> • Future costs to adult services as young people enter adulthood with unmet emotional and mental health needs. 		
Youth Offending Team (YOT) – (for consultation only)	£0.336m	£0.336m	The numbers of young people who are first time entrants to the youth justice system has declined and therefore the service is in a position to contribute to the budget savings. A full service restructure would be necessary to enable a 25% reduction in LCC's contribution to the budget.	<p>To achieve the savings outlined, a full service restructure would be required, amounting to a total of £0.804m. The service last restructured in September 2016, the impact of which was considerable for some staff. A further restructure will impact on service and staff morale and compulsory redundancy is likely. Service delivery may be impacted upon during the period of restructure and increase risk if inspected.</p> <p>If offending rates do increase the service may not be able to fulfil its statutory functions.</p>	Jan 18 Item 4 App C	Children's Services

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
Children and Family Wellbeing Service – (for consultation only)	£1.250m	£1.250m	<p>Agree to reduce the non-staffing budget by £0.750m. This will reduce the resource made available to each district to deliver the core offer of the service.</p> <p>Agree to reduce the staffing budget by £0.500m. In order to achieve this proposal, the current staffing resource would need to be reconfigured:</p> <p>Agree to convert 8.19 fte posts at Grade 6 to create 6 new fte Grade 8 posts as Family Group Conference Coordinators for a targeted model of delivery.</p> <p>Agree to convert 12.08fte vacant resource Grade 4 to develop and implement a suitable 'commissioning framework' to enable commissioning of Voluntary and Community Faith Sector providers to deliver</p>	<ul style="list-style-type: none"> • Stretching to maintain reach and statutory universal commitments as part of the children's centre core offer will be extremely difficult with this scale of capacity reduction. This may impact on performance indicators which may be at risk within the Ofsted inspection framework • Scale of vacancies has a significant impact on the services' ability to deliver its published service offer • Currently operating below planned caseload capacity and at risk of being unable to achieve the agreed Troubled Families targets. This puts at risk the TFU anticipated annual income. • Public access and group based programmes in neighbourhood centres scaled back. • Impact on partners who utilise children's centre premises for service delivery within the community, reducing communities access to services 	Jan 18 Item 4 App C	Children's Services

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
			<p>priority targeted activity for young people.</p> <p>Agree to reconfigure remaining current staffing structure to prioritise:</p> <ul style="list-style-type: none"> • Case holding roles and functions • Resources to ensure minimum statutory responsibilities are met • Management oversight and supervision • Outreach and Group Work offer 	<p>such as private Nursery Day Care providers, Job Centre Plus, Citizens Advice Bureau, Welfare Rights, Midwifery and Birth Registrations.</p>		
Special Guardianship Order (SGO) Payments	£0.120m	£1.190m	<p>Agree to review the SGO policy to consider deducting child tax credit from the baseline means-test allowance that is awarded to a guardian.</p> <p>To apply the revised policy to new applications with effect from 1 April 2018, and to implement a rolling reassessment programme</p>	<p>This proposal will require CSC to have evidence of the additional child tax credit entitlement. Gathering this additional information within the strict court timescales will impact on resources. It is proposed that a Financial Assistant post be established at Grade 6.</p> <p>Prospective guardians may need additional support to understand their entitlement.</p>	Jan 18 Item 4 App D	Children's Services

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
			for existing Guardians from that date.	Upon granting of an Order a child or young person ceases to be looked after. There will be an impact on both social worker resource and on placement costs of a child or young person being looked after rather than being subject to SGO. There could be resultant pressure on social care services if guardians perceive the change in policy will have a negative financial impact.		
Section 17 Payments	£0.350m	£0.350m	<p>Agree to cease a range of payments made to children, families and carers under S17 of the Children's Act.</p> <p>Agree to review commissioning arrangements for support in the community, to assist children and families remaining together.</p>	<p>Children and families may not receive interventions and support which would de-escalate/prevent escalation of needs. If not considered and managed carefully might increase CLA numbers.</p> <p>There may be a resultant pressure on in-house and existing commissioned services to provide alternatives to the one-off interventions that have been purchased using S17 funding.</p>	Jan 18 Item 4 App D	Children's Services

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
Learning Excellence	£0.158m	£0.789m	<p>Agreement for the service to enter into new markets i.e. other local authority areas.</p> <p>Agreement for an increase in the workforce by 1.00fte at Grade 10 for core marketing role to support growth opportunities across all traded services.</p>	<ul style="list-style-type: none"> • Additional training/bedding in period for existing and new staff, smaller workforce delivering same quantity of work. • Increased exposure, both nationally and internationally, of LPDS curriculum publications thus raising awareness of Lancashire services and increasing income benefiting the council and Lancashire schools. • Improved awareness of how the curriculum can be enhanced to encourage children to be physically active. • Require policy approval to enter into new markets. 	Sept 17 Item 6 App D	Education
Music Service	£0.150m	£0.150m	Agreement for the service to enter new markets i.e. other local authority areas.	<ul style="list-style-type: none"> • Potential loss of market share in Lancashire for Lancashire Music Service as may see increased competition. • Recruitment and increase in management and business support capacity may be required. 	Sept 17 Item 6 App D	Education

Service	Saving Identified 2018/19	Total Saving Identified	Decisions Needed to Deliver the Budgeted Savings	Impact	Date Reported to Cabinet	Education or Children's Services
				<ul style="list-style-type: none"> These initiatives will increase revenue streams, have a wider impact on young people and raise profile of music with a greater range of stakeholders across the community. 		
Outdoor Education	£0.030m	£0.030m	Agreement for the service to maintain the core Outdoor Education business model and maximise the resource of the sites into different markets.	Increased income will be achieved for each Lancashire Outdoor Education Centre without impacting on core business of delivering outdoor education to the children of Lancashire.	Sept 17 Item 6 App D	Education
Performance Planning – Schools Portal	£0.020m	£0.020m	Agreement for the service to enter into new markets i.e. other local authority areas.	No impact.	Sept 17 Item 6 App D	Education

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 31 January 2018

Electoral Division affected:
(All Divisions);

Joint Local Area SEND Inspection in Lancashire

(Appendix 'A' refers)

Contact for further information:

Samantha Parker, Tel: 01772538221, Senior Democratic Services Officer,

sam.parker@lancashire.gov.uk

Executive Summary

The document provided at Appendix 'A' is the report received from Ofsted and the Care Quality Commission (CQC) outlining the findings of the joint local area SEND inspection in Lancashire conducted in November 2017.

Recommendation

The Children's Services Scrutiny Committee is asked to:

- i. Note and comment the report as set out in Appendix 'A'; and
- ii. Consider areas identified within the report for further review by the Committee.

Background and Advice

Between 13 November and 17 November 2017, Ofsted and the CQC, conducted a joint inspection of the local area of Lancashire to judge the effectiveness of the area in implementing the special educational needs and disability (SEND) reforms, as set out in the Children and Families Act 2014.

As a result of the findings of the inspection, and in accordance with the Children Act 2004 (Joint Area Reviews) Regulations 2015, Her Majesty's Chief Inspector (HMCI) has determined that a written statement of action is required due to the significant areas of weakness in the local area's practice. HMCI has also determined that the local authority and the area's clinical commissioning groups are jointly responsible for submitting the written statement to Ofsted.

The Committee is therefore asked to note and comment on the report as set out in Appendix 'A' and to consider any areas identified within the report for further review by the Committee.

In addition, it should also be noted that the Lancashire Health and Wellbeing Board, at its meeting due to take place on Thursday 25 January, will be asked to note the detail of the Ofsted/CQC report and to receive an update with a draft action plan at the next meeting of the Board on 20 March 2018.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

This report has no significant risk implications.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Tel
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NA

Reason for inclusion in Part II, if appropriate

NA

8 January 2018

Ms Amanda Hatton
Director of Children's Services
Lancashire County Council
County Hall
Fishergate
Preston
Lancashire
PR1 5BY

Mr Mark Youlton, CCG Chief Officer, East Lancashire

Mr Denis Gizzi, CCG Chief Officer, Chorley, Greater Preston and South Ribble

Ms Hilary Fordham, CCG Chief Operating Officer, Morecambe Bay

Mr Peter Tinson, CCG Chief Officer, Fylde and Wyre

Mr Mike Maguire, CCG Chief Officer, West Lancashire

Mr David Bonson, CCG Chief Officer, Blackpool

Mr Roger Parr, CCG Chief Officer, Blackburn with Darwen

Mr Stephen Martin, Local Area Nominated Officer

Dear Ms Hatton

Joint local area SEND inspection in Lancashire

Between 13 November and 17 November 2017, Ofsted and the Care Quality Commission (CQC), conducted a joint inspection of the local area of Lancashire to judge the effectiveness of the area in implementing special educational needs and disability (SEND) reforms, as set out in the Children and Families Act 2014.

The inspection was led by one of Her Majesty's Inspectors (HMI) from Ofsted, with a team of inspectors including an HMI, an Ofsted Inspector and two children's services inspectors from the CQC.

Inspectors spoke with children and young people who have special educational needs (SEN) and/or disabilities, parents and carers, and local authority and NHS officers. They visited a range of providers and spoke to leaders, staff and governors about how they were implementing the SEND reforms. Inspectors looked at a range of information about the performance of the local area, including the local area's self-evaluation. Inspectors met with leaders from the local area for health, social care and education. They reviewed performance information and evidence about the local offer and joint commissioning.

As a result of the findings of this inspection and in accordance with the Children Act 2004 (Joint Area Reviews) Regulations 2015, Her Majesty's Chief Inspector (HMCI) has determined that a written statement of action is required because of significant areas of weakness in the local area's practice. HMCI has also determined that the local authority and the area's clinical commissioning groups are jointly responsible for submitting the written statement to Ofsted.

This letter outlines the inspection findings, including some areas of strength and areas for further improvement.

Main findings

- There are two fundamental failings in Lancashire local area. Children, young people and their families are not at the heart of the delivery of the SEND reforms and leaders have failed to work together to deliver these reforms. As a result, children's and young people's needs are not always being effectively identified or met and many outcomes are not improving.
- The provision for children and young people who have SEN and/or disabilities has not been a priority for elected members or leaders across health, education and social care. The local authority has had to deal with significant turbulence and unrest in leadership arrangements in past years. This, coupled with an inadequate judgement for children's services and reorganisational and financial challenges, have diverted leaders' attention away from ensuring the implementation of the Code of Practice.
- Leaders in the local area are unable to demonstrate effective joint strategic leadership in terms of implementing the reforms. They rightly describe being late in terms of implementation, but have underestimated how far behind they are. The local area is well behind in terms of implementation.
- A lack of effective strategic leadership means that there is poor joint working across education, health and care professionals. This is exacerbated by a lack of a designated clinical officer (DCO) or designated medical officer (DMO) or a clear SEN strategy. As a result, the health and well-being, and improvement of outcomes, for children and young people who have SEN and/or disabilities are compromised.
- Leaders have an inaccurate view of their strengths and weaknesses. This is because they have not evaluated the impact of their actions or taken into account the views and lived experiences of children, young people and their families. This has led to weak arrangements for joint commissioning.
- The autism spectrum disorder (ASD) pathways, where they exist, do not comply with the guidelines of the National Institute for Health and Care Excellence (NICE) guidelines. This results in inaccurate identification and the needs of children and young people and their families not being met.
- Inconsistency and variability in terms of children's and young people's needs being met are constant themes across the local area. Too much depends on

where a child lives and which professional is involved in their situation. This results in an inequality of experience for children and young people and their families. Where there are successes, they are in silos and because of the excellent work of front-line staff or leaders, rather than because of strategic leadership. Where there are strengths in terms of provision, this good practice is not shared across the area.

- Parents report bewilderment and confusion about how decisions are made by services about their children. They do not believe that systems and processes are transparent and fair. Consequently, most of the parents whom inspectors heard from have lost trust in the local area.
- The views and experience of provision among parents who took part in the inspection are overwhelmingly damning. Leaders are unaware of the extent of this. During the inspection, it became clear to leaders that much work, tenacity and purpose are needed to regain the trust of parents and carers and to put them, children and young people at the heart of the SEND reforms.
- Co-production is weak and there is no clear understanding of what true co-production means. This is contrary to the requirements of the Code of Practice.
- The quality of education, health and care (EHC) plans seen during the inspection was alarmingly poor. Many EHC plans contain gaps, are out of date and/or do not reflect all of the child's or young person's needs. This means that those needs are not being met.
- Leaders have not acted quickly enough to reduce the proportion of children and young people who have an EHC plan or statement of SEN who are permanently excluded. The number of exclusions is at an unacceptable level and continues to rise. The negative impact of these exclusions on children and young people and their families is considerable.
- The local offer is not used effectively. This is because of little awareness of its existence and the inaccessible manner in which information is provided to users.
- There are not enough commissioned healthcare services for young people who have SEN and/or disabilities beyond the age of 16. Many parents who took part in the inspection described the provision as 'a chasm'. Weaknesses also exist after the two- to two-and-half-year-old checks.
- Inspectors identified weaknesses in the quality of record keeping and sharing of information relating to safeguarding. Some of the more vulnerable children and young people who spoke to inspectors did not have a good understanding of how to keep themselves safe.
- POWAR (Lancashire's participation council group for children and young people who have SEN and/or disabilities) gives individual young people the opportunity to share opinions about issues that affect them. POWAR has recently produced impressive resources around child sexual exploitation and

healthy relationships for children and young people who have SEN and/or disabilities. These young people are a force for good in the local area.

- The culture and focus at Lancashire have begun to change in recent months. Professionals are starting to talk to each other and are beginning to see the benefits of finding joint solutions to common challenges. Inspectors saw emerging signs of improvement, which should act as an impetus for the local area to move forward with greater urgency.

The effectiveness of the local area in identifying children and young people's special educational needs and/or disabilities

Strengths

- The portage service is highly valued by families and practitioners. This service is responsive and effective in helping to remove the challenges that face children and their families. As a result of this support, the youngest children's needs are identified early.

Areas for development

- Children and young people are at risk of delays in the provision of specialist healthcare services due to obstructive referral procedures. Access to services is challenging and inconsistent across different providers.
- Most parents that contributed to the inspection do not have confidence that the local area identifies their children's needs effectively.
- There is a lack of transparency for parents and carers about the criteria for the identification of needs. This contributes to a belief that the EHC process is done to them rather than with them.
- There is no clarity, and real confusion, among professionals about who can request an EHC assessment and when. This means that children and young people are at risk of not having their needs met in a timely manner and receiving the help they need.
- From a very slow start, the local area is well on its way to ensuring that all statements convert to an EHC plan before the nationally specified date. However, the focus on completing all conversions by March 2018 has resulted in poor-quality EHC plans. Inspectors saw delays of more than 11 months in amendments to EHC plans being made following annual reviews. This means that children's and young people's needs are not being appropriately met.

The effectiveness of the local area in assessing and meeting the needs of children and young people who have special educational needs and/or disabilities

Strengths

- Children and young people who have SEN and/or disabilities can access effective speech and language therapy (SALT) and occupational therapy in a timely manner across Lancashire. Joint working between therapists, workshops and group therapy sessions is used appropriately and sensitively to increase the number of children who are able to benefit from these services.
- Parents and children are benefiting from SALT drop-in sessions offered across the north and south of Lancashire. Therapists are able to provide a range of services from simple advice and guidance through to formal referrals for specialist input. This gives these children and young people the help that they require.
- Young children and their families access effective child development centres in some localities. Multi-agency assessment and care planning are strong. The support from the specialist health visiting team provides a consultation service to other colleagues. In addition, the team delivers evidence-based support, for example on sleeping, behaviour and toileting.
- A joint healthcare and education provision is based in the east of the area and is overseen by the hospital education team. This day provision supports the healthcare and education needs of those children and young people who are unable to access mainstream education because of their mental health difficulties.
- Parents consider the information, advice and support (IAS) to be a well-run and well-used service. Evidence shows that when the IAS service has been involved to support families, dispute resolution has worked. This means that solutions can be found and children and young people receive the support that they need.

Areas for development

- ASD diagnostic pathways across Lancashire are of very poor quality. For the areas that have a pathway, none is compliant with NICE guidance. Worse still, children and young people in the north of the area are not able to access any diagnostic pathway whatsoever. CCGs across Lancashire have failed to reach any consensus on commissioning an area-wide pathway over a period of years. This is a serious failing in meeting the needs of children and young people.
- Families with children who need specialist input by SALT for eating, drinking and swallowing are often unable to access support and care locally. In some

areas, families are expected to travel unrealistic distances, whereas children in other areas can access the same support within their neighbourhood. This puts unreasonable pressure and expectations on families who are reliant on these essential services.

- There is no secure evidence to indicate that children looked after in Lancashire have their healthcare needs identified, assessed and met. This is because there is no oversight across Lancashire of this group. There is inconsistent practice across Lancashire and variable experiences for these children and young people.
- Families do not benefit from a unified healthcare service, particularly in relation to specialist equipment and consumables, such as continence products. There are particular barriers when children live in one area but are registered with a GP or consultant in another area. When children do not meet the continuing healthcare criteria, they have no option other than to obtain these consumables from hospitals. This means that children are at risk of not having the right equipment at the right time.
- Specialist nursing services are inequitable, with significant gaps in provision in some areas. For example, one area had only one complex needs nurse, no special school nurse, no paediatric outreach and no community children's nurse due to its commissioning arrangements. This poses not only a significant risk to children, but is also a clinical governance concern and is unsustainable for the nurses providing the care.
- Experience of the system among parents whom inspectors heard from is poor. They struggle to identify any areas that have improved as a result of the implementation of the reforms. In fact, many described a reduction in services that were a strength in the past, such as access to short breaks. Very few parents believe that their children's needs have been effectively assessed and their needs met.
- Weaknesses in joint working approaches and the process for assessing children's and young people's needs have led to stark weaknesses in the quality of EHC plans. In too many cases, poor planning and weak recording systems mean that children's and young people's needs are not being adequately met.
- The contribution of healthcare and social care professionals to EHC plans is deficient. This seriously hampers children's and young people's healthcare and social needs being met. EHC plans are too focused on educational outcomes, even when a child or young person has significant healthcare and/or social needs.
- Parents' awareness of the local offer is poor. Information on the local offer does not always give parents and users the information that they need to access the right service in the easiest way possible.
- Transition arrangements across the area are splintered. There is no evidence of a strategy to ensure that young people transition effectively into adult

services, or that appropriate arrangements are in place for those young people who do not meet adult thresholds. Inspectors saw evidence of good practice, such as in physiotherapy in the east of the area and where specific GPs or consultants have a special interest in transition, but there is no mechanism to share and disseminate learning.

The effectiveness of the local area in improving outcomes for children and young people who have special educational needs and/or disabilities

Strengths

- Children and young people who have SEN support and those who have an EHC plan or statement of SEN have high attendance rates in comparison with the national averages.
- The Youth Offending Team (YOT) and SEN services work together to deliver good-quality, safe and sustainable restorative services. This improves the life chances of these children and young people.

Areas for development

- There is little evidence to show how the outcomes of pupils who have SEN and/or disabilities have improved as a result of the implementation of the SEND reforms in the local area.
- The local area is not doing enough to improve the life chances of young people as they move into adulthood. The numbers of young people on supported internships and accessing supported living is low. Similarly, the proportion of young people who have learning disabilities securing paid employment is three times lower than the national average. This is despite the high proportion of young people who have SEN and/or disabilities attaining a level 3 qualification.
- Children receiving a universal health visitor service are not supported to be school ready. The commissioned service ends after the two- to two-and-a-half-year review. For those children who do not access early years provision, concerns that may become evident after this age are not being identified. This results in some children starting school well behind in their development for their age.
- Children's and young people's access to short breaks is poor. Health visitors and school nurses across Lancashire report a lack of accessibility. This creates situations that are difficult and stressful for families.
- Leaders have not addressed the underachievement of children and young people who have SEN support or an EHC plan. The standards reached by these children are lower than those seen nationally at the end of early years and key stage 1. At key stage 4, the progress made by young people who have an EHC plan or statement of SEN is the lowest 10% nationally. Despite

leaders accurately analysing educational outcomes, the year-on-year trend of underperformance has not been addressed.

- The proportion of children and young people who have SEN and/or disabilities and are permanently excluded is too high. While the proportion of permanent exclusions has reduced in primary schools, it has increased exponentially for secondary-age pupils. For those who have an EHC plan or statement of SEN it is more than four times the national average. The local authority's own information for 2016/17 shows a bleaker picture. Even though this has been the case for a number of years, insufficient action has been taken. The impact and pressure of this are felt particularly by special schools and pupil referral units, which are beyond capacity. Consequently, pupils are being inappropriately placed in schools and their experience of education worsens.
- A number of parents reported a very poor transition experience for their children as they moved from mainstream primary to secondary. Although the transition itself was seen as well planned and managed, the experience has become less positive. Some children and young people and their parents told inspectors that some teachers do not know how to manage their special educational needs appropriately.

The inspection raises significant concerns about the effectiveness of the local area.

The local area is required to produce and submit a written statement of action to Ofsted that explains how the local area will tackle the following areas of significant weakness:

- the lack of strategic leadership and vision across the partnership
- leaders' inaccurate understanding of the local area
- weak joint commissioning arrangements that are not well developed or evaluated
- the failure to engage effectively with parents and carers
- the confusing, complicated and arbitrary systems and processes of identification
- the endemic weaknesses in the quality of EHC plans
- the absence of effective diagnostic pathways for ASD across the local area, and no diagnostic pathway in the north of the area
- no effective strategy to improve the outcomes of children and young people who have SEN and/or disabilities
- poor transition arrangements in 0–25 healthcare services
- the disconcerting proportion of children and young people who have an EHC

- plan or statement of SEN who are permanently excluded from school
- the inequalities in provision based on location
- the lack of accessibility and quality of information on the local offer.

Yours sincerely

Jonathan Jones
Her Majesty's Inspector

Ofsted	Care Quality Commission
Andrew Cook HMI Regional Director, North West	Ursula Gallagher Deputy Chief Inspector, Primary Medical Services, Children Health and Justice
Jonathan Jones HMI Lead Inspector	Karen Collins-Beckett CQC Inspector
Matthew Barnes HMI	Lea Pickerill CQC Inspector
Lesley Cheshire Ofsted Inspector	Sue Knight CQC Inspector

Cc: Department for Education
 Clinical commissioning group
 Director of Public Health for the local area
 Department of Health
 NHS England

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 31 January 2018

Electoral Division affected:
(All Divisions);

Children's Services Scrutiny Committee Work Plan 2017/18

(Appendices 'A' and 'B' refer)

Contact for further information:

Samantha Parker, Tel: (01772) 538221, Senior Democratic Services Officer,
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Executive Summary

The Plan at Appendix 'A' is the work plan for the Children's Services Scrutiny Committee for the 2017/18 municipal year.

The topics included were identified at the work planning workshop held on 21 June 2017.

Recommendation

The Children's Services Scrutiny Committee is asked to:

- i. Note and comment on the report;
- ii. Confirm the topic(s) and intended outcomes to be considered at the next scheduled meeting;
- iii. Confirm topics to be scheduled for the remainder of the municipal year.

Background and Advice

A statement of the work to be undertaken and considered by the Children's Services Scrutiny Committee for the remainder of the 2017/18 municipal year is set out at Appendix A. The work plan is presented to each meeting for information.

The Committee is asked to confirm the topic(s) to be considered at the next scheduled meeting on 14 March 2018. In addition, the Committee are requested to confirm topics to be scheduled (from those identified but not yet included in the work plan) for both 11 April and 22 May 2018 meeting dates.

For the Committee's information, attached as Appendix 'B', is the Education Scrutiny Committee work plan for 2017/18.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

NA

**Local Government (Access to Information) Act 1985
List of Background Papers**

Paper	Date	Contact/Tel
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NA

Reason for inclusion in Part II, if appropriate

NA

Children's Services Scrutiny Committee – Work Plan 2017/18

Date to Committee	Report	Lead Officers	Outline reasons for scrutiny/scrutiny method
26 July 2017	Wellbeing, Prevention and Early Help Service (WPEHs) – Overview	Debbie Duffell	Overview of WPEHs offers in particular – the early offer and universal services accessibility - identification of any gaps in provision around the Continuum of Need, CAF, children's centres, partnership and integrated working challenges, CAMHS, MASH
6 September 2017	New SEND Pathway	David Graham	Overview of changes /referral process/journey of a child/case studies/transition timescales and managing parents expectations
	Medicine management in schools	David Graham	Reviewing the impact of withdrawing School nurses from special schools
	Ofsted feedback	Amanda Hatton	Following monitoring visit in July
18 October 2017	Homelessness of young people	Tracy Poole-Nandy	District level data – who do we pay? Who do we work with? What's the accommodation offer? And links with CAMHS
	Tracking of Care Leavers	Audrey Swann	Overview of new process
	Youth Accommodation for LAC	Tracy Poole-Nandy	Care leavers and accommodation issues – what's the offer? Is it up to standard?
6 December 2017	Children in secure accommodation – out of area	Sally Allen	Exit strategies and update on Audit exercise National picture – placing child nearer to families

Children's Services Scrutiny Committee – Work Plan 2017/18

Date to Committee	Report	Lead Officers	Outline reasons for scrutiny/scrutiny method
	Children's social worker recruitment and retention challenges (strategy and support)	Amanda Hatton/Tracy Poole-Nandy	Update on the ongoing challenges
	Buildings and accommodation for social workers	Tracy Poole-Nandy	Overcrowding, access to IT equipment and lack of desk space for social workers
31 January 2018	SEND joint local area inspection in Lancashire	David Graham/Amanda Hatton	Update following joint local area SEND inspection in Lancashire
	Budget proposals	Neil Kissock	Budget Proposals from Susie Charles – Cabinet Member for Children, Young People and Schools
14 March 2018	Recent Children's Services Reviews	Amanda Hatton	Update on recent reviews undertaken, outcomes from the reviews and impact on services: LGA Peer Review YOT Peer Review Ofsted monitoring visit DfE 6 month review
	EHCP progress update and Criteria for EHCP and the role of Local Moderating Panels	David Graham	Update on progressing with conversions Overview of the criteria and the role of Local Moderating Panels

Children's Services Scrutiny Committee – Work Plan 2017/18

Date to Committee	Report	Lead Officers	Outline reasons for scrutiny/scrutiny method
11 April 2018	Children's Partnership Boards	Amanda Hatton	Review of the Boards effectiveness and their future
22 May 2018	tbc		

Potential topics for the Committee:

- LSCB annual report topics – Forced Marriage and Domestic Abuse
- Recruitment and retention of social workers – update from December meeting – July 2018
- New models of delivery (overspend on children's social care) – Amanda Hatton/Neil Kissock - Overview of New Models of Delivery in response to overspend on Children's Services

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Task Group Work

Task Group	Update
Supporting Pupils in School with Medical Conditions	Task group in progress with schools allocated for contact

Education Scrutiny – Work plan 2017/18

Date to Committee	Report	Lead Officers	Outline reasons for scrutiny/scrutiny method
26 September 2017	Implementation of the School Places Provision Strategy (Basic Need funding and S106 funding)	Mel Ormesher	Overview and update on basic need funding and the allocation of S106 funding
	Summer Born Policy	Debbie Ormerod	Overview on the Policy and Implementation of deferred/delayed places
	School Admissions Appeals	Angela Esslinger and Debbie Ormerod	Report on the effectiveness of the service for parents and schools
28 November 2017	Foundation Stage Standards and level of progress through each Key Stage	Steve Belbin	Tracking progression of pupil attainment through the key stages
	GCSE Performance	Steve Belbin	Data report
	LAC Attainment	Audrey Swann	Narrowing the gap of attainment
	Elective Home Education	Frances Molloy	Overview report on the service, attainment and take up
27 March 2018	Personal Education Plans	Audrey Swann	Overview of the process, how they are being progressed and risk management
	School Improvements Report	Steve Belbin	Rise in permanent exclusions and recruitment of teachers
	Alternative Provision	David Graham	TBC

Education Scrutiny – Work plan 2017/18

Potential topics for the Committee:

- TA to teacher career path initiatives
- School attendance – missing from home and education
- SEND Transport Policy 2013/14 – David Graham
- Pupil tracking from primary to secondary faith schools (request from CC Hasina Khan)
- Summer Born Policy – Debbie Ormerod

Task Group Work

Task Group	Update
Supporting Pupils in School with Medical Conditions	Task group in progress and schools identified