



Title of paper:	Review of the Children's and Young People's Plan	
Report to:	Children's Partnership Board	
Date:	25 th May 2011	
Director(s)/Corporate Director(s):	Candida Brudenell Director of Quality and Commissioning	Wards affected: All
Contact Officer(s) and contact details:	Geoff Jenkins Policy and Planning Manager Insight and Improvement Children and Families Nottingham City Council	
Other officers who have provided input:	Directors and Senior Officers of the Children's Partnership	
Relevant Children and Young People's Plan (CYPP) objectives(s):		
Stronger safeguarding – With a key focus on ensuring that there are high standards of safeguarding across all agencies and that the Partnership takes a pro-active approach to the elimination of domestic violence.		✓
Healthy living – With a key focus on increasing the proportion of children and young people who have a healthy weight.		✓
Reducing substance misuse – Partnership work to lessen the impact on children of parental drug and alcohol misuse and to reduce drug and alcohol misuse amongst children and young people.		✓
Raising attainment – Raising the attainment levels and increasing engagement in employment, education and training.		✓
Improving attendance – Improving rates of attendance at both Primary and Secondary as a key foundation of improving outcomes.		✓
Summary of issues (including benefits to customers/service users):		
<p>The Children's Partnership Board adopted the CYPP 2010-14 in May 2010 . This Review sets the scene for year 2 of its operation. It addresses three key questions:</p> <ul style="list-style-type: none"> i) Has the CYPP had an impact on outcomes for vulnerable children and young people? ii) What are the new drivers for 2011-12? iii) What changes should be made to the Plan for Year 2.? <p>Consultation and an equalities impact assessment will take place over the summer and the Review will be signed off at Senior Officer Group and Partnership Board meetings in September</p>		

Recommendations:	
That the Board :	
1	Notes and considers the changes in the Policy Context for the Plan and the lessons for partnership working set out in Chapter 3.
2	Approves the recommendations appended to this covering report (appendix A)
3	Requests consultation and an equality impact assessment takes place over the summer and that the findings from this be reported back in September 2011.

1. BACKGROUND AND PROPOSALS

The current version of the Children and Young People's Plan was approved by the Partnership Board in May 2010.

Under the Trust arrangements, a public review of progress would have been required mid 2011. This is no longer a statutory requirement, but for the Plan to remain effective, it will need updating. This Review provides the basis for this to occur.

The Review is based on evidence provided through:

- Inspection reports over the past year.
- An evaluation made by lead officers on progress in the challenges children and young people face in Nottingham as set out in the Plan;
- The Joint Strategic Needs Assessments and Year End Performance Report to SOG
- Policy impact assessments commenting on the coalition government programme from various sources.
- Evaluation and evidence of the embedding of crosscutting principles from senior officers

The Review has five chapters:

- Chapter 1: reviews the evidence provided by inspection activity on the operation of the CYPP 2010 -14 in its first year
- Chapter 2 examines progress over the past year, particularly on the five selected priorities and makes recommendations for each of them in year 2.
- Chapter 3 briefly summarises the changed policy context – particularly the financial and organisational changes – that will impact on the Plan's implementation in year 2.
- Chapter 4 reviews the cross cutting principles adopted by the Partnership and illustrates how they are being applied as the Plan is implemented
- Chapter 5 summarises the recommendations arising from the Review.

.The Review also references Total Place which is developing tools to enable information to be harnessed more effectively to support integrated services and evidence based decisions in targeted and specialist services.

Senior Officer Group has commented on Review report and their amendments are included in this draft. SOG has also requested further consideration of the framework of strategic and operational objectives to assess the impact of combining '*engaging learners better*' with '*attendance*' as a single objective. They will consider this at their next meeting. Any recommended changes will be reported to the September meeting of the Board.

It is proposed to consult more widely on the draft review and to undertake an equality impact assessment over the summer presenting the findings from this to SOG and CPB in September.

In June, the new City Council will receive the manifesto from the governing party for adoption as Council Policy: this includes specific pledges in respect of children and young people. It would be timely to include these in the Final Report when it is signed off in September.

2. BOARD MEMBER FEEDBACK

Members of the Board were invited to record their views on the effectiveness of the Plan and area where improvements could be made.

Six responses were received. All commented favourably on the Plan's role in improving services – for example providing a framework that enabled schools and other service providers to explain how their services contributed to the bigger picture; providing the rationale for greater collaboration between agencies; three specifically valued the setting of CYPP priorities which directly influenced operational plans.

Areas identified for development .include:

- Joint commissioning to the agreed priorities.
- Retaining the focus on safeguarding as a clear priority.
- Eliminating duplication in reporting esp. partnership v. partner agencies.
- Much clearer links to neighbourhood level planning so that residents understand how they are affected.
- More clarity and better communication on 'patch management.'
- Greater involvement of schools and other agencies in delivering priorities – with access to funding (while acknowledging that funding cuts are impacting on priority-based projects.)
- Developing 'accountability' into improvement planning than can be measured and reviewed by the Partnership.

3. RISKS

The Governance arrangements and future direction of the Partnership will be determined in part by NHS re-organisation and in particular by the establishment of the statutory Health and Well- Being Board.

The review may identify areas where Partnership activity is not producing the desired outcome and may flag up financial and organisational issues that will complicate and even frustrate the delivery of the Plan.

However, unless it is reviewed, the Plan will become out of touch with the shaping and delivery of services to families as the new policies, organisational arrangements and financial constraints take effect.

4. FINANCIAL IMPLICATIONS

Any costs associated with publicity and consultation will be met from current budgets.

5. LEGAL IMPLICATIONS

None – the statutory basis for the CYPP and Government regulations on its review have been revoked.

6. CLIENT GROUP

The Review is relevant to services provided to all vulnerable children and young people - the groups are specified in Appendix 2 of the Plan.

7. IMPACT ON EQUALITIES ISSUES

The Plan has a specific aim to address inequalities of outcome of vulnerable groups. The Equalities Screening Assessment (2010) concluded that if implemented successfully, would substantially improve outcomes for these targeted groups. It stressed the need to develop the Family Pledge and provide accessible updates and feedback with particular regard for hard to reach or disadvantaged children and young people. The Review findings will be impact-assessed over the summer and the Equalities Community Forum and other interested parties will be consulted.

8. OUTCOMES AND PRIORITIES AFFECTED

The Review proposes the retention, with modification, of the Objectives and Priorities set out in the CYPP 2010—14.

9. CONTACT DETAILS

Geoff Jenkins
Policy and Planning Manager

Insight and Improvement
Children and Families

Katy Ball
Head of Early Intervention and
Partnerships
Children and Families
Nottingham City Council

Nottingham City Council

Tel 0115 87 64841
geoff.jenkins@nottinghamcity.gov.uk

Tel 0115 87 64814
Katy.ball@nottinghamcity.gov.uk

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Appendix A

RECOMMENDATIONS FROM THE YEAR ONE REVIEW OF THE CYPP

<p>REC 1:</p>	<p>Performance management through named accountable senior officers be re-affirmed and strengthened. Leads will be tasked with reporting to the Partnership on improvement activity for the year 2 priorities. The aim will be to reduce the number but increase the relevance of indicators reported to the Senior Officers Group and to directly identify partnership actions supported by an Action Log.</p>
<p>REC 2:</p>	<p>That Operational Objective 16 (Science City) be transferred from the Economic Well-Being Strategic Objective' to the Strategic Objective for Achievement and a supporting action plan be developed.</p> <p>That Operational Objective 4 (Improving parenting support) be deleted and its key components be taken up in the development of the Family Support Strategy.</p> <p>That Operational Objective 17 (Learning transformation) be deleted and its key components be developed under the Achievement Strategic Objective.</p>
<p>REC 3:</p>	<p>That safeguarding should be a Year 2 priority with a focus on:</p> <ul style="list-style-type: none"> • Actions to increase the impact of the Family Support Strategy in providing alternative pathways to improving outcomes. • Assessment of the impact of family support on social care referral rates • Raising the level of reporting of domestic violence and developing early intervention processes to mitigate risk of repeat incidents. • Working with schools and young people to develop intelligence on the extent of bullying and develop policies for its eventual elimination.
<p>REC 4</p>	<p>That healthy living should be a Year 2 priority with a focus on:</p> <ul style="list-style-type: none"> • Work with the Director of Public Health and the GP Consortium to develop governance, planning and commissioning arrangements that will secure the Partnership's commitment to improve the health of children and young people – particularly those groups and families that are vulnerable to poor outcomes. • The focus on achieving a healthy weight for more children and young people should continue but the importance of a 'whole family approach' is recognised and links to programmes to reduce adult obesity will be strengthened

REC 5:	That substance misuse should be a Year 2 priority with a focus on the development of reliable local indicators to improve our understanding of prevalence of substance misuse and effectiveness of interventions.
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REC: 6:	<p>That attainment should be a Year 2 priority with a specific focus on:</p> <ul style="list-style-type: none"> • Support for reading initiatives. • Active promotion of Science City as a means for widening the horizons of children and strengthening attainment in maths and science in primary and secondary schools • Review and strengthen support 16-19 year olds in further education – particularly those eligible for free school meals.
REC 7:	<p>Improving school attendance should be a Year 2 priority. Work with schools and academies should address:</p> <ul style="list-style-type: none"> • Parental attitudes to school absence - particularly in primary schools. • Reducing the level of disaffection amongst secondary pupils with additional needs so this does not lead to persistent absence in later years. • The outcome of public consultation on changes to the school year, in view of its potential to influence school absentee rates..
REC 8	The progress on embedding the cross-cutting principles be recognised, and that they should be further integrated into working practice through the implementation of the Workforce Development Strategy and other initiatives.

In addition it is recommended that:

REC 9:	The Partnership notes the changing Policy Context and the lessons set out in Chapter 4.
REC 10:	The partnership will play a lead role in work to raise aspirations concentrating on the priorities set out in the Aspiring Nottingham framework document.
REC 11:	The partnership will champion the learning from the Total Place. It will adopt a work programme for the partnership and senior leaders derived from the project findings and develop this to drive further developments in integrated working practices across the city.

REC 12:	The Partnership will review its membership and terms of reference and ensure that the SOG and the Partnership Board are aligned with the emerging Governance structures in health and well-being.
REC 13:	The Partnership will consult with the education community on how to engage schools, academies and colleges as voluntary partners.
REC 14	The Senior Officer Group will re-affirm a schedule of named lead officers for the operational objectives and Year 2 priorities at its next meeting
REC 15	The reporting arrangements will be streamlined to ensure best use of senior management time.
REC 16	The Partnership will review progress on implementing the CYPP in one year's time (mid -2012)

**CYPP Progress Report :
Year One 2010 - 2011**

Contents	Page No.
Foreword and Introduction	09
Chapter 1 - Evidence from Inspections:	11
<ul style="list-style-type: none"> 1.1 Social Care Inspection 1.2 Ofsted Inspections 1.3 Annual Performance Inspection 	
Chapter 2 - Progress on the Five priorities	14
<ul style="list-style-type: none"> 2.1 Safeguarding 2.2 Healthy Living 2.3 Substance Misuse 2.4 Attainment and Engagement to 18 years 2.5 School Attendance 	
Chapter 3 – Looking Ahead – The Policy Context	24
<ul style="list-style-type: none"> 3.1 Financial Climate 3.2 The Big Society 3.3 Joint Commissioning and Service Integration 3.4 Early Intervention 3.5 Performance management 3.6 Governance 	
Chapter 4 - How We will Deliver	31
<ul style="list-style-type: none"> 4.1 Aspirations 4.2 Transitions 4.3 Accessibility of Services 4.4 Listening / engaging service users 4.5 Promoting Environmental Sustainability 4.6 Using Evidence (Total Place) 4.7 Working With Others 	
Chapter 5 – Summary of Review Recommendations	37

**CYPP Progress Report :
Year One 2010 - 2011**

Foreword

Draft to be approved by the portfolio holder

(Councillor David Mellen)

INTRODUCTION

This is the first annual review of the Children and Young People's Plan (hereafter referred to as the Plan or the CYPP). In setting the scene for year 2 of its operation, it addresses three key questions:

- Has the CYPP had an impact on outcomes for vulnerable children and young people?
- What are the new drivers for 2011-12?
- What changes should be made to the Plan for Year 2.?

It brings together evidence from a variety of sources but, in particular,

- The assessment of lead officers on progress on the challenges identified in the opening chapter of the Plan;
- Evidence from inspection activity over the past year;
- The Joint Strategic Needs Assessment;
- Analysis undertaken by the Insight and Improvement Team from Children and Families Services and reported to the Senior Officers Group over the past year;
- Performance Reports for 'year end' 2010-2011;
- Evidence provided by senior managers on progress in embedding the cross-cutting principles set out in the Plan.

Where appropriate, specific recommendations are made in the following chapters and are brought together in the final chapter (5) of the Review.

CHAPTER 1 – EVIDENCE FROM INSPECTIONS

In addition to the rolling programme of inspections of educational and childcare settings, Nottingham received its three-yearly inspection of social care and safeguarding in December 2010. Together with the Annual Performance Assessment of Children's Services, this provides a substantial body of evidence on the progress made and the challenges remaining at the end of the first year of the Plan.

1.1 Safeguarding and Looked After Children Inspection Dec 2010

Safeguarding and looked after children services in Nottingham have been judged as "good" by Ofsted and the Care Quality Commission, following the inspection undertaken in November and December 2010. This is a notable improvement on previous, similar inspections.

The Ofsted report made the following comments:

- *“Ambition and prioritisation across the partnership are good. The Children and Young People's Plan (C&YPP) has been honed following extensive consultation with all stakeholders and service users and includes safeguarding as the partnership's top priority. The C&YPP is comprehensive and produced following systematic needs analyses.”*
- *“Joint leadership within commissioning is good and clearly linked to the priorities set within the C&YPP and based on joint strategic needs analysis.”*
- *“... Strong health and police leadership and effective political leadership (which) are responsive to service demands and pressures and active in promoting the priorities set within the C&YPP.”*
- *“Effective transitions of young people with learning difficulties and disabilities aged fourteen years and over are a priority in the C&YPP. This has led to targeted work to improve the transition of disabled young people to adult life.”*
- *“The council and its partners demonstrate good ambition for looked after children and young people. The C&YPP is explicit in respect of these services being of high priority and there are good examples of effective joint working across the partnership to improve outcomes.”*
- *“Performance information is routinely provided to the various boards and relevant committees to ensure that corporate responsibilities to looked after children and young people are being met and C&YPP objectives achieved.”*

The report made no recommendations for immediate action, reflecting the progress that Nottingham Children's Partnership, NCSCB and Children's Social Care have made since previous inspections. A number of recommendations for further improvement were made in the report. These recommendations will be implemented as Nottingham Children's Partnership and Nottingham City Safeguarding Children Board strive to maintain the progress made to date and aspire to be “outstanding”.

1.2 Annual Performance Assessment Dec 2010

While this is an assessment of services provided by Nottingham City Council, the focus is on how well outcomes are improving across the whole Every Child Matters agenda so it is relevant to this review. In 2009, the City's Children's Services were rated as 'good' but in December 2010, the Ofsted judgement was that they are 'adequate.'

This change of grading was due to:

- A small number child-minders, secondary schools and sixth forms being judged as 'adequate' in Ofsted inspections. (see following section);
- A shift of emphasis from the rate of improvement of services – where the City Council has shown consistent progress – to comparison with national outcomes, (where Nottingham fares less well)
- Concern over the lack of qualifications held by Nottingham's young people at the age of 19
- The educational attainment of poorly achieving groups –some BME groups, children from low income groups and those with special educational needs – compared with national averages.
- Some concern over behaviour in secondary schools and the rate of school absences.

In areas of partnership working, the assessment mentioned several aspects for improvement. Specifically:

- Healthy living in childcare and child-minder settings;
- Participation of children aged 11 in active recreation and larger numbers of overweight children than the national average.

However, the assessment also recognised many areas of consistent progress – for example in safeguarding, the emotional health of children and young people and joint working to support children and young people with disabilities. It specifically mentioned the CYPP and partnership governance arrangements as a strength.

'Although outcomes are not always as good as found nationally, most outcomes for children and young people are improving. The local authority's review of its Children and Young People's Plan demonstrates good progress in important areas; it is also clear about what action is going to bring about the greatest improvement.'

It made two specific recommendations for further development, and will look for evidence at the next assessment that: Nottingham has:

- Improved secondary schools and school sixth forms so that more are good or better.
- Improved the attainment of those from low income families at all ages.

The close focus on improving educational attainment and closing the gap has been reflected in the year 1 priorities. It is a reminder that this priority area should be carried over into Year 2.

1.3 Ofsted Inspections

In their Annual Performance Assessment, Ofsted commented favourably in inspections over the preceding year:

'A large majority of types of services, settings and institutions inspected by Ofsted are good or better. For example, the further education and sixth form colleges are both good as is much of childcare in non domestic settings, nursery, primary and special school provision'

1.3.1 Pre-School Inspection

68% of early years and childcare providers are good or outstanding.

Performance in non domestic settings (nurseries, play centres, after school clubs etc.) is strong with increasing effectiveness being recorded year on year since 2008. Nottingham outperforms all its statistical neighbours in all *Every Child Matters* judgement areas and: in two areas, it outperforms the national average.

Nottingham provides services to children and families throughout the city through its 18 Children's Centres. All have completed Ofsted self- evaluations with the majority being rated as good. Five have now (April 2011) been inspected by Ofsted; one was rated as outstanding, the other three received a 'good' judgement and one is satisfactory. The inspection recognised the outstanding outcomes achieved by users of Basford Children's Centre and their high levels of satisfaction and confidence in the centre. The report also highlighted excellent partnership working at both strategic and operational levels, and the excellent safeguarding procedures in place. Positive outcomes, effective partnerships and good safeguarding arrangements have been noted in all 5 Ofsted inspections in the City to date which supports our commitment to Children's Centres and the crucial service they provide in supporting our most vulnerable families

1.3.2 School Inspections

Between September 2007 and December 2010 Ofsted undertook 104 inspections in Nottingham for primary, secondary, special schools, pupil referral units and academies. Nationally, over 23,000 settings were inspected The overall distribution of outcomes over this three year period is similar to the national distribution of outcomes:

There have been 35 published inspections of schools in Nottingham since September 2009. Analysis of this cohort reveals:

- The proportion of schools judged good or outstanding is lower than national for all judgement areas
- Quality of teaching and Leadership and management were closest to the national distribution
- Nottingham outcomes for the 'attainment' judgement area showed 14 of the 35 schools were judged 'inadequate' (compared with 6 out of 35 if the national pattern were replicated in Nottingham).

Caution is needed in interpreting information on school inspections because:

- Outstanding' schools may not currently be re-inspected for five years; hence they may be under represented in this 3 year analysis
- The Ofsted data includes all inspections during the period, including schools that have since closed, and those of schools which have been inspected more than once
- The selection and number of schools vary from year to year and therefore any comparison of overall effectiveness from one academic year to another is not valid
- Figures for 'Secondary schools' includes academies and city technology colleges (CTCs)
- Care should be taken in interpreting the data when the number of schools is small, as apparent differences may not be statistically significant.

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CHAPTER 2 – PROGRESS ON THE FIVE PRIORITIES

The Plan provides a summary of the many challenges that need to be confronted to provide a better future for our most vulnerable children and young people. It provides a broad framework of five strategic objectives, which align fully to the Family Nottingham component of the Nottingham Plan; these are then broken down into 17 'operational objectives' which set out more detailed themes for partnership development. This structure ensures that the Plan has a broad reach and provides a 'home' for the full range of activity that can make a difference to outcomes. Quarterly performance reports on the operational objectives are considered by the Senior Officer Group and reviewed by the Children's Partnership Board.

The Plan introduced some important shifts in emphasis including :

- Partnership focus through the choice of year 1 priorities.
- Partnership Board to develop joint commissioning of services
- Named accountable officers taking responsibility for performance and impact assessment to drive delivery;

This approach has enabled the Senior Officer Group to maintain oversight of a wide range of activity within its remit. Progress has been made, particularly in giving SOG sufficient time and information to conduct in depth reviews of its priorities. However, accountability through named officers has sometimes proved to be difficult to sustain, and evidence of improvement in outcomes due to specific Partnership actions has yet to develop.

Performance reporting has relied on the National Indicator set which the Government are no longer supporting. The NIS was generating a wealth of data but not all of it was of good quality, or relevant to building an understanding of performance, outcomes or even the impact of partnership work. It is timely therefore to review current arrangements. We need to streamline the current reporting process and focus more effectively on developing an action log for the Partnership to implement.

Recommendation 1:

Performance management through named accountable senior officers be re-affirmed and strengthened. Leads will be tasked with reporting to the Partnership on improvement activity for the year 2 priorities. The aim will be to reduce the number but increase the relevance of indicators reported to the Senior Officers Group and to directly identify partnership actions supported by an Action Log.

Two of the operational objectives adopted last year, have not been reported to the SOG. Operational Objective 16, Science City, was adopted –*to promote science and innovation in schools*. Partnership support of the Science City initiative – there are now just three in the UK – could be developed to underpin important work to raise aspirations and attainment in schools by providing creative links to the City's science and technology sectors.

Transforming learning (Operational Objective 17) was based upon the implementation of Building Schools for the Future. Future BSF projects have been cancelled and other elements of learning transformation are picked up in Achievement Strategic Objective. It is recommended that this operational objective be deleted.

Parents and carers are the formative influence on children and young people's lives. The Partnership has recognised the importance of good parenting skills in the well-being of children;. The Plan currently includes a separate operational objective to promote support for parents and carers, particularly where strong family support networks are weak or entirely absent. However, the Partnership has now developed a Family Support Strategy which draws on support across agencies and operates below the threshold of social care intervention. Based on the principle of early intervention, parental support through a whole family approach will deliver services for parent support - a separate operational objective for this is therefore no longer necessary.

Recommendation 2

That Operational Objective 16 (Science City) be transferred from the Economic Well-Being Strategic Objective' to the Strategic Objective for Achievement and a supporting action plan be developed.

That Operational Objective 4 (Improving parenting support) be deleted and its key components be taken up in the development of the Family Support Strategy.

That Operational Objective 17 (Learning transformation) be deleted and its key components be developed under the Achievement Strategic Objective.

When the Plan was being prepared, it was recognised that the Partnership would be better served by giving priority and extra focus on the biggest challenges. The difficult task of selecting these was based on:

- The Joint Strategic Needs Assessment,
- Current performance,
- Views of the public, service users and staff (all of whom were invited to prioritise the operational objectives)
- The strategic oversight of senior managers in the Partnership

Five Year One Priorities were selected –accountable lead Directors was appointed for each priority. One year on, what has been achieved in each of the five priorities?

Priority 1 -Stronger safeguarding – With a key focus on ensuring that there are high standards of safeguarding across all agencies and that the Partnership takes a pro-active approach to the elimination of domestic violence (Operational Objectives 1 and 2).

Keeping children and young people safe from harm is a permanent priority. Successfully managing the risks in child protection relies on strong inter agency arrangements, information sharing and early intervention to prevent situations deteriorating. Safeguarding widens this focus to include all risks to children including - for example - accidental injury and persistent bullying. Here the community dimension is particularly important and the concern and active involvement of local communities and agencies outside the child protection remit are vital components.

Work on this priority has been led by Directors from the City Council and the Primary Care Trust. Over the past year, repeat incidents of domestic violence have reduced by approximately on third; the number of children killed or seriously injured on Nottingham

roads is mercifully small and has reduced further from the previous year. The past year also saw a further reduction in the levels of infant mortality.

The Ofsted Inspection of safeguarding in Nottingham (December 2010) also struck a positive tone raising the overall assessment to 'good' and confirming the strength of partnership arrangements to safeguard children and young people. Detailed recommendations – on information sharing, consistent thresholds, strengthening GP involvement, reviewing electronic record keeping and heeding the views of children and young people at risk - will be incorporated into future plans. to support the Partnership's commitment to achieving excellence in safeguarding.

However, in addition to the Ofsted recommendations there are pressing issues that will need to be addressed in year 2. Referral rates for social work intervention remain high and despite successful recruitment to bolster child protection, the volume of referrals places pressure on the system and inevitably increases risk. Early intervention and the newly adopted Family Support Strategy have a key role to play in reducing the volume of social care referrals over the longer-term..

Domestic violence will also need a close focus over the coming year. National research and local data highlights that incidence of domestic violence is wide-spread in Nottingham and, despite relatively high levels of reporting in the city, there are still significant levels of underreporting., There will be approximately 7,000 to 10,000 children and young people living with domestic violence in Nottingham¹ - three children in every class room of 30. Substance misuse, particularly alcohol, is a key characteristic in the majority of domestic and sexual violence cases, whilst not a cause, it is an important factor for perpetrators and survivors: 73% of domestic violence offenders had been drinking at the time of the assault. Resource cutbacks are an aggravating factor in improving life chances for children experiencing domestic violence. Three domestic violence refuges have been closed this year and in the three remaining ones, the extra support children receive is at risk.

One area which is particularly difficult to assess is the extent to which persistent bullying affects children and young people. Current data, drawn form the Tellus (school pupil) survey suggests that Nottingham is doing relatively well in providing positive and protective environments – in and out of school. However, it is known that cyber-bullying can seriously undermine a child's self esteem and homophobic bullying - which is specifically mentioned in the Plan - is likely to be under-reported. With the cessation of the Tellus survey, the Partnership now has no measure of the extent of bullying across Nottingham. It will need to consider how this can be remedied if it wishes to provide continuing support.

Recommendation 3 :

That safeguarding should be a Year 2 priority with a focus on:

- **Actions to increase the impact of the Family Support Strategy in providing alternative pathways to improving outcomes.**
- **Assessment of the impact of family support on social care referral rates**
- **Raising the level of reporting of domestic violence and developing early intervention processes to mitigate risk of repeat incidents.**
- **Working with schools and young people to develop intelligence on the extent of bullying and develop policies fir its eventual elimination.**

Priority 2 Healthy living – With a key focus on increasing the proportion of children and young people who have a healthy weight (Operational Objective 7).

Health outcomes in Nottingham lag well behind national outcomes – correlating closely with the high levels of deprivation found in the city. The former Government was particularly concerned about rising levels of obesity because it is a predictor of future poor health, life limiting illnesses (notably type two diabetes) and early death. The Partnership chose to prioritise the proportion of children and young people attaining a healthy weight (which includes underweight children) as a crucial element in developing healthy lifestyles. Strong partnership work has developed around improving diets, including access to fresh fruit and vegetables, increasing levels of physical activity in children and families and targeted programmes to assist families where obesity is a serious health risk. The work has been led by the Deputy Director of Public Health.

Nottingham still has above average rates for obesity in the East Midlands and England at both 4-5 years and 10-11 years but is now ranked 123rd out of 151 local NHS areas (2009/10 NCMP data). Latest data for Nottingham (drawn from the National Child Measurement Programme) confirms that:

- Reception (4-5 years) – obesity prevalence of 11.3% compared to England average 9.8%.
- Year 6 (10 to 11 years) – obesity prevalence of 21.9% compared to England average of 18.7%.

Benchmarking Nottingham against other Primary Care Trusts shows Nottingham to be worse than average position, but similar to its peer group. Significantly the level of obesity for year 6 pupils in maintained schools has declined slightly in Nottingham since last year (from 22.6% to 21.9%).

Other work streams to improve the health of Children and families are being delivered through Children's Centres; inter agency mental health teams (MALTS); encouragement of physical activity in and out of school, work with teenage mothers and fathers and a strategy to improve the dental health of children (City Smiles). Performance data suggests overall an improving trend (albeit by slow steps). The Family Nurse Partnership – which provides intensive support to first time teenage mothers - has been particularly successful and is being rolled out nationally.

Dealing with Nottingham's 'public health deficit, is a long term challenge. We know that children and young people's health is closely linked to wider determinants. Educational attainment, escape from poverty and regular employment are perhaps the most powerful drivers of this agenda. For these reasons, it is important to confirm the priority status for year 2 when the short term risks imposed by a faltering economy and financial pressure on low and middle income families may make positive change all the harder to achieve. While progress is being made, childhood obesity levels are well above national average, which itself is a cause for concern. The strong focus on this aspect of child health should therefore be continued. The future Health and Well-Being Strategy will develop a a family focus to this work so that adult obesity is dealt with in a co-ordinated and integrated way.

In addition, the structural changes following the passage of the Health and Social Care Bill through Parliament will need major adjustments in how this area is dealt with. The Public Health function is transferring to the local authority in 2013, and there will be a new Health and Well Being Strategy, financial incentives for significant improvements in the health of the population, and a Health and Well Being Board with defined powers to co-ordinate

commissioning among health providers. Much detail has yet to be provided - but a major theme for Year 2 will be negotiation with the emerging health players to identify and confirm secure arrangements for overseeing partnership work to improve health outcomes.

Recommendation 4 :

That healthy living should be a Year 2 priority with a focus on:

Work with the Director of Public Health and the GP Consortium to develop governance, planning and commissioning arrangements that will secure the Partnership's commitment to improve the health of children and young people – particularly those groups and families that are vulnerable to poor outcomes.

The focus on achieving a healthy weight for more children and young people should continue but the importance of a 'whole family approach' is recognised and links to programmes to reduce adult obesity will be strengthened.

Priority 3 - Reducing substance misuse – Partnership work to lessen the impact on children of parental drug and alcohol misuse and to reduce drug and alcohol misuse amongst children and young people (Operational Objective 9).

This priority focuses on two objectives – children and young people who misuse drugs and alcohol and those who live in families where their carers ability to parent their children is impaired by drugs or alcohol abuse. This is a particularly difficult area to document and performance manage. By definition, much of the activity is illegal and so largely unrecorded. Indicators gleaned from referrals for assessment or treatment are positive if they are increasing due to this. Also there is reliance on national data extrapolated to provide estimates of numbers in Nottingham. However, we do know that substance misuse can be a corrosive element in young people's lives and one that can permanently impair their life chances. It is the focus of strong partnership work a shared priority between the Crime and Drugs partnership and the Children's Partnership. Unfortunately, it has not been possible this year to provide a lead Director to champion the work in the Children's Partnership.

Using Home Office prevalence data and local population data based on census data and estimated numbers of vulnerable young people, estimates indicate there are approximately 3,700 regular and frequent drug users amongst the children and young people's population in Nottingham City, and 2,700 children and young people estimated to be using Class A drugs in the previous year. The formulae applied do not indicate the level of potential overlap between these 2 groups.

The proportion of young people drinking alcohol has not risen in recent years, but national evidence indicates that levels of alcohol consumed by young people are increasing significantly. Heavy episodes of drinking, or 'drinking to get drunk', is a rising trend. 'The overall picture from the last five to 10 years is one of increasingly rampant drinking and significant rises in the harms that are associated with alcohol use. (Source: Youth Alcohol Action plan, 2008 and Right time, right place, 2010)

The Hidden Harm Report 2004 identified that for every problematic drug user, one child under 16 is likely to be affected, however this is viewed as being a conservative estimate and that as many as 5 significant others are affected. Nottingham City has 60,000 children and young people aged 18 and under, this equates to almost a quarter of the city's population. The city's population is becoming increasingly diverse. Robust evidence around

problematic drug users (problematic heroin and crack users) in Nottingham puts this figure at 3056. This does not take into account other problematic drug use, such as heavy cannabis use, which will also impact on children and family's lives.

It is harder to estimate the numbers of children affected by problematic alcohol use in the city. The Home Office estimated this nationally as between 8 -11% of all children, which in Nottingham would translate to 4,229 to 5,206. However, this does not take into account the high levels of multiple deprivation in the city which is likely to significantly increase these numbers. The key national report on parental alcohol use estimates that five times as many children are affected by parental alcohol use, as parental drug use. In Nottingham this translates to approx 19,000 children.

For the reasons discussed, evidence of impact over the past year is elusive. There is some evidence that problems with drug and alcohol abuse will be exacerbated by falling living standards and rising unemployment. If substance misuse is to be retained as a priority for the Children's Partnership, it will require strong leadership and the development of improved local indicators to record the extent of misuse and the effectiveness of interventions.

Recommendation 5 :

That substance misuse should be a Year 2 priority with a focus on:

The development of reliable local indicators to improve our understanding of prevalence of substance misuse and effectiveness of interventions.

Priority 4 - Raising attainment – Raising the attainment levels and increasing engagement in employment, education and training (Operational Objectives 11 and 12).

Attainment levels in Nottingham' - consistent with the levels of multiple deprivation - are low relative to the national picture. There are some strengths, with solid year on year improvements. But there are some areas too of particular concern, where the city has not kept up with statistical neighbours. The Partnership selected attainment as a priority acknowledging the absolute importance of a good education to future life chances of our young people and the need for Nottingham 's attainment levels to improve faster than the national rate of improvement if it is ever to catch up.

Based on the latest available data, Nottingham's recent experience on a child's journey through school and college may be summarised as follows:

Early years Foundation Stage (children aged 5)

There is a strong record of improvement with Nottingham out-performing both national and statistical neighbours in preparing children for school - evidence perhaps of the investment made in early years development. However, even at 54.1% achieving a good level of development, there is the challenge that nearly half our children entering school are not at this level. The gap between lowest achieving pupils and the rest has widened slightly and the gender gap (girls out performing boys) is noticeable even at this early stage.

Key Stage 1 (Pupils Aged 7)

Unfortunately, the promising start is nor maintained. Nottingham is the lowest attaining authority in England for the percentage of pupils attaining level 2 or above in Reading and the equal lowest attaining authority (with North East Lincolnshire and Stoke on Trent) for

the average point score based on reading, writing and mathematics. The latest results show no year on year progress for reading and writing and a 3% fall in mathematics.

Key Stage 2 (Pupils aged 11)

The proportion of children in Nottingham schools achieving at least level 4 (the expected level) in both English and Maths tests was unchanged at 67% in 2009 and 2010. This is 7% below the national outcome (74%) and 3% below the statistical neighbour average (70%). Nottingham is in the lowest quartile of all authorities. Gender gaps in Nottingham are in line with or narrower than those nationally

Key Stage 4 (Pupils aged 16)

The percentage of KS4 pupils achieving 5+ GCSE (and equivalent) including English and maths is 44.2% - the national result is 53.7%. This represents a 2.8% increase on the 2009 outcome of 41.4% - but the national increase was 3.6%.

In 2011, the Government proposes to introduce a new benchmark, the English Baccalaureate (at least 5 A* – C in English, maths, science, a humanity and a second language). The percentage of KS4 pupils achieving all elements for this is 8.9% (The national pass rate is 15.6%).

One bright spot is the percentage of KS4 pupils achieving 2 grades A* - C in science - 58.4%. The national result is 60.2%. The increase on 2009 is 8.6% (above the national increase of 6.0%). This is a promising aspect of Nottingham's designation as a Science City and a potential area for further partnership work. Over 50% of jobs in Greater Nottingham are in knowledge intensive industries and science is predicted to have particular skill gaps that will require attainment at level 3 (A level).

Engagement in education employment and training (young people aged 16 -18years:

For young people, the transition from school into further education, employment or training is a crucial bridge to long term employment and security. From 2015, this phase will be compulsory. Despite the challenges outlined above, Nottingham has been successful at retaining young people in employment, education and training and there has been success with particularly vulnerable groups (young offenders, care leavers, teenage parents etc.) where drop out rates are much higher than the norm. "Not in Employment, Education or Training" (NEET) figures have been reduced to the lowest ever levels, with indicative data showing that the September 2010 NEET percentages stand at 4.1%. This is considerably lower than statistical neighbours and is also below national averages. Further work is now required to reduce both the number of young people in the 'not known' category as well as those disproportionately represented from vulnerable groups.

Level 2 and level 3 (Young people aged 19 years)

68.4% of young people who celebrated their 19th birthday in 2009-10 and studied in Nottingham schools had achieved level 2 (5 GCSEs A* – C or equivalent). This is a 5.5% increase on the previous year and the gap with the national rate. has narrowed. Nevertheless, it means Nottingham is 13.1% below the national benchmark (of 81.5%) and Nottingham is ranked 150th out of 152 authorities nationally for this measure. For young people who were eligible for free school meals when they studied in secondary schools in Nottingham, attainment at 19 falls to 52% - a gap of 21% compared with the non-FSM cohort. The gap is unchanged in the past year though has closed by 6% over the past 5 years..

39.7% of young people who celebrated their 19th birthday in 2009-10 and studied in Nottingham schools had achieved level 3 (2 A level passes) – a 3% increase on the previous year. Although the gap to national rates are closing the Nottingham outcome in

2010 was 14.5% below the national benchmark. The FSM attainment gap is 20% - 2% wider than the previous year.

Conclusion

From this analysis, no clear thread of continuous improvement emerges. The partnership will need to think carefully how it can add value to the hard work going on in schools, academies and colleges to raise attainment and to close the gap between the most vulnerable children and their peers.

The model of partnership for which this plan was written was - in effect - still-born and the Schools Bill currently before Parliament places the emphasis firmly on the autonomy of schools, and the extension of the academy model (including free schools). School improvement partners and centrally directed programmes of improvement are no longer part of the landscape. Schools are taking much more responsibility for improvement and will commission services to their own assessed needs.

The annual performance assessment of Children's Services (see following section) makes it very clear that better attainment outcomes are a condition for any improvement in Ofsted judgements from the current 'adequate' rating. Attainment should therefore be prioritised in year 2 but with a narrower focus on areas where the partnership can make a difference. Reviewing the evidence these could be:

- The Reading Recovery Programme: The City Council has launched a year long programme of reading recovery in response to the problems revealed (particularly at Key Stage 2) in our schools. Support from partners for this initiative will help to raise its profile and increase the resources available to children and young people in need of additional help.
- Active promotion of Science City: Attainment in science is already a relative strength (see above) at Key Stage 4. Science City is the subject of a specific operational objective in the Plan, but the Partnership may now choose to prioritise this work and help schools and colleges really strengthen their science offer. Competency in maths and science increases the employment potential of young people and potentially greatly increases their lifetime earnings. It is important to note that both Nottingham Universities are centres of scientific excellence and will be actively strengthening ties with schools in disadvantaged areas to comply with their access obligations. In addition, there is already a high level of goodwill and interest from private sector high tech business. It would therefore be timely for the Partnership to take a more active role in promoting science and innovation through this initiative.
- Review and strengthen support for disadvantaged 16-19 year olds Nearly half of Nottingham 19 year olds (48%) who have been eligible for free School Meals do not have the qualifications necessary to ensure progression into further education or secure employment; even for young people who are not disadvantaged, 1 in 4 are in the same position.. Future potential for change is clouded by the rise in youth unemployment, the cessation of educational maintenance allowance (replaced with a smaller fund offering more targeted bursaries top the most disadvantaged) and switch to a more academic school leaving qualification. The Partnership may want to place this concern high on its agenda for year 2 and, working with schools and FE colleges, have a specific focus on how the future prospects of this vulnerable group can be enhanced.

Recommendation 6 :

That attainment should be a Year 2 priority with a specific focus on:

- **Support for the Reading Recovery Programme**
- **Active promotion of Science City as a means for widening the horizons of children and strengthening attainment in maths and science in primary and secondary schools**
- **Review and strengthen support 16-19 year olds in further education – particularly those eligible for free school meals.**

Priority 5 - Improving attendance – Improving rates of attendance at both Primary and Secondary as a key foundation of improving outcomes.

Attendance at school is a critical issue for Nottingham. School attendance rates are amongst the worst in the country and we know that absence from school means that children will not fulfil their potential. For these reasons school attendance was chosen as the fifth priority. Work in this area has been led by the Director for Schools and Learning.

Truancy is only one part of the story – in fact authorised absence makes up the majority of all absence across all year groups. Because the reasons for non-attendance differ throughout the age range, it is useful to distinguish between overall absences in a school – many of which will be authorised (or at least condoned by the parents) and the small cohort of pupils who are persistently absent. Similarly there are differences between primary and secondary schools in both of these. The latest information presents a mixed picture with success in driving attendance up in secondary schools not matched by primary school performance.

Primary School Overall Absence

- Overall absence rate for Nottingham City at primary phase has remained static, and shown no sustained or significant improvement
- The gap between Nottingham and other areas has widened over the years
- Nottingham had the worst Overall Absence rate at Primary in the country for 2008-09 (latest comparator figures released by DfE)
- Although the absence rate improved in 2009-10 the city is still likely to be amongst the worst performers
- Overall absence in the Autumn Term of 2010-11 shows that it has increased significantly to 7.9%.

Primary School :Persistent Absence

- The level of persistent absence in primary phase increased during the 2008-09 academic year, bucking the trend seen nationally and in comparator authorities
- The authority had the second worst level of Persistent Absence in the country
- The level of Persistent Absence improved during 2009-10 and is under target

- It will be difficult for the city to meet its 3 year targets on the current trajectory, particularly in light of the overall absence trajectory which has shown little sustained improvement over the last few years.

Secondary Phase Overall Absence

- The overall absence rate amongst Nottingham City secondary schools has shown a consistent downward trend over the last few years: the city has been closing the gap on its comparators and the national rate
- The gap is now only one third the level from 2001-02 when it was 3.7 points
- The city's 2008-09 absence rate is comparable to Statistical Neighbours and other Core Cities
- In the latest Autumn Term of this year the Overall Absence rate at secondary showed a slight increase on the previous year
- The Persistent Absence rate fell over the same period.

Secondary Phase Persistent Absence (excluding the four academies)

- The persistent absence rate amongst Nottingham City secondary schools has also seen a strong rate of decrease over the last couple of years
- Another strong improvement has been seen in the 2009-10 academic year and the city is well on track to meet the national 5% target this year
- BUT If academies are included then the figure for 2009-10 would be 7.2% instead of 5.8%
- There were four schools within the city with Persistent Absence rates above 10% last year, three of these four were academies.

The Partnership will want to renew its focus on school attendance in Year 2, drawing on the conclusions reached during Year One. The foundation for this work will be:

- There are differences in the type of absence between children in primary and secondary phases within the city, and so interventions that may work well at secondary are unlikely to have the same impact at primary
- Authorised absence makes up the majority of all absence across all year groups
- At the primary phase parental behaviour may have a stronger impact on pupil absence than at secondary, where there is much more Unauthorised Absence
- Some absence at primary phase is condoned by parents who are likely to be less concerned at this age about their children missing a week or two of school
- Absence due to holidays is more prevalent at primary than secondary
- Unauthorised absences increase year on year in secondary schools
- There is a strong correlation between level of Special Educational Need and absence from school, with higher absence levels evident amongst pupils with higher levels of special need. This is particularly evident with older secondary pupils
- It is proving easier to tackle truancy and persistent absence - particularly if parents are unaware - than it is to try and change the mindset of parents with younger children who might see no harm in the absence
- The principal cause of absence, both primary and secondary is sickness and ill-health – there may be a link here to health inequality and lifestyles.

Recommendation 7 :

That school attendance should be a Year 2 priority. Work with schools and academies should address:

- **Parental attitudes to school absence - particularly in primary schools.**
- **Reducing the level of disaffection amongst secondary pupils with additional needs so this does not lead to persistent absence in later years.**

CHAPTER 3 - LOOKING AHEAD: THE POLICY CONTEXT

It is self-evident that the policy context for partnership working in year 2 is very different from the one prevailing a year ago. The continuing economic downturn and the policy agenda of the Coalition Government will profoundly affect how services will be shaped and delivered – and indeed what services will be provided – over the remaining life of the CYPP. This section outlines the major themes and draws out how these will affect services.

3.1 The Financial Climate:

Partners on the Children’s Partnership Board will face a significant loss of funding and an increasing challenge to maintain service quality and protect vulnerable children young people and their families at a time of great economic uncertainty. The scale of public and voluntary sector cutbacks commencing in April 2011, is indicated by the following summary:

Nottingham City Council has lost £60M in Government funding compared to funds available in April 2010. Special grants targeted at disadvantaged areas, notably the Area Based Grants and Working Neighbourhood Fund, have either ceased or have been diluted (by being rolled into the general local government pot.). Children’s and Family Services are working to a budget reduced by over £23M compared to one year ago – a loss of 24.6% of its resource base.

Further Education: Nottingham’s four FE colleges are affected by cuts in a number of ways. Funding for all arts and non-vocational courses has ceased – this will have an impact for example on learners wishing to study English for speakers of other languages (ESOL) which will no longer be a ‘priority qualification. The cessation of Educational Maintenance Allowance for low income students is a major concern for the City. It is estimated that 4,608 city students claimed EMA in 2009/10 and that 385 students per year were in further education because of the grant. The Government is introducing a bursary based replacement for students with increased allowances for the poorest students - however national funding will be at 32% of the EMA scheme.

The Health budget has been maintained but will not keep pace with medical inflation (caused by an ageing population and the cost of clinical advances in treatment); it is estimated that health providers serving Nottingham’s health needs require £25M more each year just to stand still.

The Police are experiencing a 5% cut in funding in 2011/12 – approx, £10.3M and funding will be reduced by 22% over the next four years. This will result in a major re-organisation – though there is a strong commitment to maintain neighbourhood provision.

Nottingham’s Voluntary and Community Services receive funding from the City Council, and a variety of other sources including trusts. It is estimated that the year on year reduction from all sources is 38%; approximately £18M. New funding sources – through the Transition Fund and via the Big Society Bank – are slow in coming and not really accessible by smaller organisations.

Financial contraction on this scale means that every provider of service re-thinking how services are to be provided in future. For the NHS, in particular, this is also driven by a completely new model of GP commissioned services to replace Primary Care Trusts and Strategic Health Authorities

The lessons for the Children's Partnership from the new financial climate are:

- Partnership working has become more important as resources are cut. Working together to eliminate duplication of effort and join up services makes even more sense as the penalty for not doing so grows. This is why both One Nottingham and the Children's Partnership have re-affirmed their commitment to work to agreed and shared objectives and priorities.
- Setting priorities, based on a thorough and sound needs analysis, is crucial. As the strategic framework for children and family services the CYPP needs to strengthen its relationship to commissioning across the partnership. It will provide the rationale for setting commissioning priorities and analysing the effectiveness of services in improving outcomes through the annual review.

3.2 The Big Society

This element of the Coalition Government's Change Programme is perhaps the most difficult to assess in terms of its impact on services for Children and Families. The new proposals aim to create a climate that empowers local people and communities, building a big society that will transfer power from the state to citizens. The Government's view is that there should be more power for people and politicians and less for bureaucrats and quangos. Policy development is grouped under three strands.

- Social action – Government will foster and support a new culture of voluntarism, philanthropy and social action;
- Public service reform – decentralisation, freeing up professionals and opening up public services to new providers like charities, social enterprises and private companies;
- Community empowerment – creating communities who feel that they are in charge of their own

The new thinking is developed further in the Localism Bill which may impact on delivery of children's services in future years. It provides for:

- The Community Right to Challenge which would enable not-for-profit bodies, including voluntary and community groups, social enterprises, parish councils and local authority employees delivering a service, to express an interest in running a service. This could include services provided by or on behalf of the authority. The City Council would have to consider and respond to this challenge.
- The Community Right to Buy would require the City Council to maintain a list of public or private assets of community value put forward for consideration by communities. When listed assets come up for disposal (either the freehold or a long leasehold), communities would be given the chance to develop a bid and raise the capital to buy the asset on the open market.

This is entirely consistent with the current policy direction set by One Nottingham and embedded in the Children's Partnership. Nottingham already has a vibrant voluntary and community sector, active volunteers and a range of mechanisms for citizens to influence the city council and other public bodies. Big Society is an opportunity to build on and improve what already exists. However, some aspects of the Government's approach are embryonic – notably the flow of funding to empowered communities through the Big Society Bank and other funding mechanisms. Established funding sources for the VCS are contracting. It is likely therefore that the impact on service development will be gradual and only significant in the medium term.

The lessons for the Partnership from the 'Big Society Social Programme are:

- The Partnership needs to ensure that its strong working relationship with the VCS is developed further as the sector grows into the role of active partner in the delivery of commissioned services;
- The Partnership should closely follow the development of new financial and procurement mechanisms, in particular the Big Society Bank, and work with the VCS to ensure opportunities to deliver services in new ways are fully realised.

3.3 Joint Commissioning and Service Integration

The major policy driver is the rapid move away from direct delivery of services by public bodies – this has accelerated under the Coalition Government. The emerging scenario is one where public services are provided by a much wider spectrum of providers drawn from public and private providers, social enterprises, voluntary and community organisations. The organisation of this new market is through the commissioning and procurement of services. Because of the cross cutting nature of children and family services, joint commissioning to shared priorities is of growing importance. However, new policy directions from the Government, coupled with the wholesale restructuring of health services, means it is particularly difficult for the Partnership to engage all the necessary partners in a common approach. The context for commissioning over the next few months includes:

- City Council and other partner budget reductions, together with the cessation of area specific funding has led to some activities being de-commissioned. Re-commissioned and newly commissioned services will be assessed closely for evidence of value for money and improving outcomes.
- The Children and Family Services (NCC) has restructured its Quality and Commissioning Directorate to focus activity firmly around leading commissioning based on sound needs analysis; well planned and transparent processes; strong procurement, and robust quality assurance.
- Health Commissioning is being fundamentally transformed by the Health and Social Care Bill now being enacted by Parliament. The Bill means that Nottingham City Council (with the DPH), would have responsibility for improving health and reducing health inequalities across our local population - a population with some of the highest health inequalities in the country. A Health and Well-Being Board will be established to oversee work to reduce health inequalities and a statutory Health and Well-Being Plan will be developed to chart how this will be done. The key relationship for joint health commissioning in the Children's Partnership has been between the City Council and NHS Nottingham (the Primary care Trust). This will be re-configured as the PCT and the Strategic Health Authority relinquish budget and responsibility to the to the emerging Nottingham GP Consortium and the NHS Commissioning Board.
- VCS and Commissioning. Notwithstanding a difficult transition as the voluntary and community sector wrestle with painful cutbacks in resources, the sector is expected to play a significant role in the provision of commissioned services moving from niche and grant based projects to delivery, where appropriate, of mainstream services.

Joint commissioning will be developed in a world where profound change is happening at an unrelenting pace. New relationships will develop - particularly in the health field - to underpin joint commissioning. The CYPP and its annual review will need to be integrated ever more closely into the commissioning cycle so that assessment of needs, priority setting, performance management and review of progress provide tangible and useable products for the commissioning of children and family services. The fundamentals, set out on page 19 of the Plan remain relevant to this task.

The co-location and integration of services is developing strongly in Nottingham. Three interconnected elements will carry this agenda forward in the second year of the Plan:

- The Common Assessment Framework is now well embedded in local practice. The priorities, as we move into year 2 of the Plan, are to ensure consistency of approach among all partners, develop more fully the role of the key professional and to ensure that assessments lead to interventions which are timely, proportionate and effective. The Partnership will be looking to strengthen the contribution universal and targeted services make to reductions in referrals to intensive social care services. Budget reductions will make this move challenging but the desired goal is set out in the Family Support Strategy.
- The Family Support Strategy encapsulates partners' commitment to work together to support healthy strong and resilient families as a means to prioritise the safety and improve the health, growth and developmental outcomes of Nottingham's children. The strategy provides the strategic overview on how this will be developed and pathway guidance for professionals working with families.
- Family Community Teams consist of a full range of family support services including Children's Centres, Play, Youth, MALT (CAMHS, Educational Psychology, Educational Welfare), Disabled Children's Team and Youth Offending Team; all of which provide universal, targeted and specialist support for Children and Families. In the second year of the CYPP they provide the key to ensuring the aspirations set out in the Family Support Strategy are developed and that the benefits of co-locating services close to the communities they serve are fully realised.

The lessons for the Partnership are:

- The Partnership will need to be renewed to bring in new partners with commissioning responsibilities.
- It will need to persuade potential partners that its assessment of needs and agreement on priorities are based on robust rigorously tested evidence and remain relevant to all organisations providing services to Nottingham's families.
- The benefits of service integration will only be realised in a partnership approach which is reliant on sound collaboration and a shared view of what progress looks like.

3.4 Early Intervention

The Children's Partnership was quick to recognise the value of intervening early when families need help – to prevent problems becoming part of a downward spiral. This approach underpins much of what the CYPP is aiming to achieve.

In January 2011, Graham Allen (MP for Nottingham North) presented his independent review of Early Intervention to the Prime Minister. Graham Allen has been a major advocate for the early intervention approach, both locally as chair of the One Nottingham Board and through Parliament.

The approach is particularly suited to Nottingham's own needs. Inter-generational deprivation is entrenched and may be increasing – particularly on some outer estates. Levels of multiple deprivation are reaching levels where the pressure on specialist services is intense but the Partnership can build on its early adoption of Early Intervention, for example:

- It has been a leader in developing its own local programme of early intervention
- It is a national pilot as one of the Early Intervention Cities
- It has a mature and diverse voluntary and community sector providing important services in this area
- There is leadership from the top and a high level of commitment across its Children's Partnership

- Children's Services are being re-shaped to develop locally based capability to target early intervention where it is needed.

The Allen report emphasises the lead role of the third sector in the establishment of an Early Intervention Foundation, in promoting a National Parenting Campaign and providing drive and direction to local initiatives. Nottingham has strengths in this area. Nottingham has already agreed to accept nomination as one of the 15 *Early Intervention* Places, should this recommendation be adopted. This status would give it national profile and a lead role in developing the other recommendations in the Report.

However, in the current financial climate the risks to a sustainable early intervention strategy in Nottingham cannot be ignored. The services that provide early intervention in the city are generally non-statutory and frequently are – or were – financed by specific grants. Grant support has been terminated in many cases and former funding streams have been replaced with a single Early Intervention Grant. This already has a £5.303m* shortfall on the resources available a year ago and is non-ring fenced. It is inevitable that some of the services referred to in the Allen Report and key to Early Intervention will be withdrawn or greatly reduced over the next 12 months. Identification of a secure sustainable funding mechanism (currently the subject of a further report to the Prime Minister) will be critical to successful implementation of the Report's recommendations..

The lessons for the Partnership are:

Further development of the workforce to ensure that Early Intervention is embedded into professional practice of all partners using the tools available – particularly Total Place, the Common Assessment Framework and the Family Support Strategy.

Consider how universal and targeted services can offer more support to children and families without recourse to referral to specialist services

Use the Early Intervention budget to sustain the initiative in Nottingham and consider how this can be augmented by aligning it with partner initiatives.

Develop relationships with new Early Intervention institutions ((e.g. the Foundation) with a focus on developing effective measures for recording the benefits to outcomes and potential long term savings to society.

3.5 Performance Measurement

When the CYPP was adopted last May, it was able to use the National Indicator set – a standardised set of 200 performance measures collected and published by the Government – to benchmark and assess performance against the Plan's objectives. While the quality of the indicators across the set was somewhat uneven, it established a uniform approach that enabled our performance to be compared with statistical neighbours and to be shared across the One Nottingham Partnership. The NIS has now been substituted with a single list of data that will be collected by the Coalition Government. School attainment and probably public health will continue to be subject to target setting but the whole infrastructure developed in Local Area Agreements has been dismantled. User satisfaction surveys -such as the Tellus (school pupil) survey and Place survey have been discontinued – with responsibility for plugging the gap devolved to local councils.

The implications of the changes underway are not yet completely clear. Much of the national indicator set is likely to be available through reports to Government for the single list and through the continuing need for statutory returns for social care services. However, it is evident that the Partnership will have to develop more local indicators to enable it - and wider audiences - to assess progress. New local indicators have some advantages - they can be tailored to Nottingham's particular needs, tested for relevance and usefulness and quality assured locally. But, comparisons and benchmarking with neighbours will be more difficult.

The lessons for the Partnership are:

- It will need to systematically review performance management to ensure it has appropriate measures to assess both performance and the effectiveness of partnership activity;
- It should consider maximizing its use of the Single List and Government data sources to manage performance.
- It should work with other Partnerships and interested bodies to develop a co-ordinated approach to the collection of service user information by survey.
- It should consider requesting the development of appropriate local indicators where this is sustainable and cost effective, to plug gaps that need filling.
- It should consider how the benefits of early intervention can be captured in the development of performance measures.

3.6

Governance

It is important to note that partners in One Nottingham have re-affirmed their desire to continue to meet and to support the 'Nottingham Plan as the strategic plan for Nottingham' through to 2020 and beyond. The Partnership arrangements for children and family 'nest' within One Nottingham and so the relationship of the CYPP to the Nottingham Plan and the Children's Partnership to One Nottingham have been re-validated for a further year.

The Governance arrangements set out in the CYPP have provided a streamlined structure and focussed the Partnership on its five selected priorities. The reporting lines and responsibilities of the constituent groups were established to comply with Partnership Trust required by the last Government. However, all statutory guidance on the Partnership and Children and Young People's Plan was rescinded by the Coalition Government. The Partnership has resolved to continue as a voluntary local partnership, using the CYPP to provide the strategic direction for its business and maintaining its alignment with One Nottingham and the Nottingham Plan. In the past year, the Partnership has:

- Consolidated its quarterly performance reporting for the strategic and operational objectives.
- Appointed accountable officers at Director level for four of its five priorities and established in depth performance review sessions with the Senior Officer's Group.
- Launched the Children's Charter and Parents and Carer's Charter which encapsulate the collective commitment of partners to actively engage families in the decision making and ownership of the services they use.

However, the transformed landscape outlined in this section of the review will require re-assessment and recalibration of the Partnerships Governance structure. The re-organisation of the NHS requires pressing consideration of how potential new partners – in public health and in the Nottingham GP consortium - can be engaged. It seems likely that the statutory functions of the new Health and Well Being Board and Strategy will subsume responsibilities for children and young people's health. This is likely to require further revisions to the CYPP and Governance and performance management arrangements.

Similarly, proposals to have all sectors of education represented on the Board will need to be revisited as autonomous Academies provide increase their share of education in the City and the relationship between the City Council and maintained schools is re-thought.

Finally it is acknowledged that it has been difficult to maximise the added value of Partnership working in tackling obstacles to progress in the priority areas, notwithstanding the time and effort that has been expended in reviewing and understanding performance. A sharper focus on the

accountability of senior officers and on the actions that require partner intervention will need to be developed in year 2.

The lessons for the Partnership on renewing its Governance arrangements are:

- To consider opening negotiations with representatives of the emerging health bodies on their future relationship with the Children's Partnership.
- To review the duties of the Health and Well Being Board with the Director of Public Health and consider alignment with the functions currently carried out by the Partnership.
- To review the relationship of schools and academies with the Partnership and explore models for effective collaboration on improving outcomes - particularly for vulnerable children and young people.
- To re-appoint Accountable officers at Director level to lead partnership work on the priorities and consider revising the remit to clarify the responsibilities of the role.
- To revise performance reporting arrangements so that they are more focussed on priorities, on improving outcomes and on the actual contribution that can be made through direct partnership action.
- To consider a review of partnership reporting measures so that they take account of the elimination of the National Indicator Set and support the preceding bullet point.

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Chapter 4 - How we will Deliver / The Children's Workforce

The partnership recognises that permanent improvement in outcomes for the most challenged and disadvantaged children and their families will require fundamental changes in the way we work together. When it approved the Plan, it adopted seven cross cutting principles which provide a common point of reference for its joint work

4.1 Raising Aspirations.

The Nottingham Plan presents a compelling case for its 2020 Objective:

'to make Nottingham a city of aspiration where children and adults alike have high expectations of themselves and for their future and have the motivation and abilities to follow their ambition.'

This confidence is so often lacking in very disadvantaged communities and if it is not addressed, is liable to blight the life chances of children living in poverty – which means for example up to two thirds of children in Nottingham schools. Aspiring Nottingham is a cross-cutting aim within The Nottingham Plan to 2020 and as such it is recognised that each part of the partnership and each partner agency has a role to play in raising the aspirations of our communities. One Nottingham Board tasked the Children's Partnership with leading the work on aspirations on behalf of the whole One Nottingham Partnership.

Since the CYPP was adopted, the Partnership has worked to embed aspirational thinking into the workforce at every level and to encourage parents, young people and children to believe in themselves, value education and aspire to be the best. Our approach is not to develop new and specific actions to raise aspirations, rather to incorporate what we have learnt about how to raise aspirations into existing services, adapting ways of working as necessary. We believe this is both the most realistic approach, in the current climate, but also the most effective if we are to bring about the necessary level of change. Work in the first year of the Plan has focussed on:

- Developing *Aspiring Nottingham: A Framework for Development* which provides a rationale and methodology for consistent application across the One Nottingham Partnership. It provides policy makers with:
 - a working definition,
 - a direct link to Early Intervention (*Our commitment to early intervention provides the context for our work on raising aspirations. All services will be commissioned and designed with clear expectations of how they impact on early intervention and the aspirations of our citizens and communities*);
 - Recognition (based on national research⁰ that the 11-14 age range is particularly critical in developing lifetime aspirations;
 - a four part model for intervention;
 - four priorities to work on over the next 2 years
 - a set of proxy measures to assess whether progress is being made.
- 'Raising Aspirations' - an Early Intervention Project which worked with primary-age pupils identified as being 'at risk' of becoming teenage parents. This project has been instrumental in developing an assessment tool to identify primary-age pupils at risk of becoming teenage parents through measuring levels of aspiration and evaluating the impact of intervention. Work is now in hand to capture the learning from this project in an 'aspiration toolkit' that can be integrated into the curriculum of the city's primary schools.
- Aspirational thinking was embedded in a 2 week themed programme of events across the whole children's workforce at all levels: *Every Colleague Matters*. Feedback confirms this approach was successful in raising awareness and commitment in participants and will be featured in the partnership programme in year 2.

However ‘*there are no quick fixes that will address what is a complex challenge*’ (the Nottingham Plan). Nor are there straightforward ways of measuring progress. Ultimately, success in raising aspirations will be the foundation for raising educational attendance and attainment and increasing the skill base and employability of young people in the city. *The Aspiring Nottingham development framework* offers a larger basket of indicators which includes the development of well-being and self esteem..

Work in year will focus on the priorities set out in the development framework, and developing the aspirations toolkit for primary schools.

4.2 Managing transitions through all aspects of children’s lives

The Partnership recognises that problems are more likely to occur when children and young people are experiencing rapid change in their lives – changing school for example, or entering and leaving the care system. These critical transitions are when additional support can be crucial.

Emotional and behavioural difficulties experienced by children and young people can manifest themselves in a variety of settings and so this is an area where partnership collaboration can add value. The Partnership has promoted consistency in understanding child development by adopting the “Solihull Approach”¹ and training care practitioners in its application. The benefits of this are being seen in earlier intervention when behavioural issues arise and better inter-agency collaboration in their resolution. The Family Support Pathway, which draws on the Solihull Approach, now provides a practical tool for early intervention with families experiencing problems.

One of the most challenging transitions is the one made by young people (generally 16 years old and above) leaving the care of the local authority. Transition to adulthood is often a turbulent time: transitions are no longer always sequential – leave school, work, relationship, setting up home, parenthood. Young people can become “adult” in one area but not in others. For many young adults, their transition to adulthood can be extended and delayed, with a variety of support networks and “safety nets” operating at different times and in different ways. Young people in the care system may not have the option of a gradual transition to independent adulthood. Whilst most young people know they can call on the support of their families to help them through unforeseen difficulties, care leavers may not be able to rely on unqualified support if things do not work out as they make their journey into adulthood.

The City Council, as Corporate Parent, and its partners believe that care leavers should expect the same level of care and support that others would expect from a reasonable parent. We need to make sure that they are provided with the opportunities they need, which will include offering them more than one chance as they grapple with taking on the responsibilities of adulthood.

The City Council is fully committed to applying the principles set out in “*Children Act 1989 Guidance and Regulations Volume 3: Planning Transition to Adulthood for Care Leavers*”. So over the past year, the City Council, in partnership with the voluntary sector and other agencies has been striving to improve the support our care leavers receive through:

- The establishment and re-invigoration of its “15+ (social care) Service to give committed and consistent support to older children in care and care leavers.

¹ *The Solihull Approach is an integrated model of working, open learning resource packs and training programme for care professionals working with families, babies, children and young people who are affected by emotional and behavioural difficulties. It is an early intervention model and is also used for prevention and group work. The model incorporates three concepts of containment, reciprocity and behaviour management*

- Development and implementation of an “Accommodation Strategy”, to guide and underpin the commissioning of appropriate accommodation for our young adults that is quality assured and regularly monitored. The fundamental purpose of the “Accommodation Strategy” is to offer cost-effective accommodation solutions ranging from supported lodgings through to fully independent living so that the specific needs of care leavers are met.
- We know that care leavers are amongst the most vulnerable of young people in the labour market and the group most liable to be “not in employment, education . We are determined to turn this unwelcome statistic around by working with voluntary and private sector partners to improve the employment prospects of care leavers. The support now being developed includes intensive personal support for entry into further and higher education, handholding through job training trials and work placements with national companies willing to provide a helping hand.

4.3 Ensuring that all services are accessible by and take account of the needs of vulnerable groups

The most effective way of ensuring children and young people get the support they need is by providing services in – or as close as possible – to the communities they live in. It is particularly relevant to children who previously may have needed specialist services - e.g. children with disabilities. Sometimes the most acute areas of need are the hardest to reach. The partnership has struggled to ensure that services reach out to young carers, and children and young people whose carers are incapacitated by drugs, alcohol, experience of domestic violence.

In the past year the Partnership has:

- Commissioned services under *Aiming High* for families with disabled children to improve and extend services – for example
 - Improving the capacity of community groups, youth centres and cubs/scouts etc. to be able to meet the needs of disabled children as part of their mainstream work.
 - Investing in capital projects across the city to improve disabled children’s access to mainstream services. These have included leisure centres, a museum, an adventure playground, play centres and community centres
 - Undertaking outreach work in the homes of families with disabled children, working to ensure better support for families in the home, thereby reducing the risk of escalation of need
- Streamlined Nottingham City’s approach to young carers, children affected by parental alcohol and substance misuse and domestic violence through its Empowerment Contract. As part of the contract, outreach activity identified and raised awareness of young carers in schools. This approach has now been broadened to include outreach work with vulnerable adults. This is to ensure that workers in services for vulnerable adults identify and refer a child or young person who maybe undertaking inappropriate caring duties. Young carers, when identified are then supported through 1-2-1 counselling, peer support, trips away, activity sessions, telephone, text and email support and assessment of the cared for to ensure they are accessing all services they are entitled to.
- Developed services in Children’s Centres to include to “hard to reach” children & families across the city. Examples include;
 - “Getting Ready for Nursery” sessions held in local Primary Schools
 - Adult learning programmes provided through local colleges
 - Physical activity sessions held at local leisure centres eg. Fathers Football

- Use of sensory rooms to support children & parents with disabilities
- Teenage parent groups held at venues outside Children's Centre
- Home visits where individual family support is required

4. 4 Engaging with and listening to service users and stakeholders in developing our services

The Family Pledge programme was launched in May 2010 and adopted formally by the Children's Partnership Board in October. The programme aims to deliver the Partnership's commitment to the active participation of children, young people and families in decision making, as expressed in the Children and Young People's Plan cross-cutting principle *"To engage with and listen to service users and stakeholders in developing our services"*. It is intended to ensure that *"the voice and influence of children and young people and their parents and carers is reflected in the plans, strategies and standards of the Children's Partnership"* (page 18, CYPP).

Two charters, the Children and Young people's Charter and the Parents and Carers Charter, articulating the strategic priorities of the CYPP as a series of 'pledges' were published and publicly launched in December and have been subsequently distributed for display across services and venues in the Partnership. Other Family Pledge programme work to date includes the development of a participation self-assessment tool for partners; activities to support workforce development; development and support for user group governance work including Youth Cabinet, Youth Council, Youth Forums Primary Parliament and Parents and Carer forums; and the development of the Participation Champions Network officer group to help steer, task and finish programme-related participation work. Strengthening youth participation in Science City/14-19, Corporate Parenting Plan (via the Children in Care Council) and Corporate activities have also contributed to fulfilling the Family Pledge.

The former post of Strategic Lead for Engagement and Participation has been replaced by an Engagement and Participation Lead Officer post located within the Early Intervention team. It is envisaged that this post will continue to manage and develop the Family Pledge, ensuring that in addition to the work done for the Partnership overall, engagement and participation approaches inform every aspect of the Early Intervention programme, assist with the new market development functions, are embedded in the commissioning cycle and used to inform the gathering and enhance the application of needs assessment data.

Two immediate priorities for the next stage of the Family Pledge programme will be to refresh the Participation Strategy to reflect changes since its introduction in 2007 and to agree how the Charters will be used to hold the performance of the Partnership Board to account and communicate the success of the CYPP.

4. 5. Promoting the environmental sustainability of investments and services sustainability

The Nottingham Plan has made Green Nottingham one of its three cross cutting themes and the Children's Partnership has contributed to the drive to reduce the city's carbon footprint. Over the past year we have:

- Completed much of the Building Schools for the Future programme providing the city with a legacy of secondary schools (new and refurbished) built to the highest environmental standards;
- Transferred Children's Services head quarters staff into a 21st century office (Loxley House). This has, at a stroke, released the potential to create a 'paperless office' and substantially reduced car use for off-site meetings since these now occur much less frequently;

- Promoted e-learning as a major component of workforce training which brings with it further possibilities to reduce travel and consumption of paper and presentation materials.

The Partnership will be working to maximise the carbon-saving potential of its work in Year 2.

4.6 Gathering and using evidence of impact more creatively and intensively

How do we know that planned interventions are timely, effective and will improve life outcomes for disadvantaged children and young people?

The answer to this question is the essence of this cross-cutting principle. Total Place is a new initiative that looks at how a 'whole area' approach to public services can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations; delivering service improvements and better efficiency at the local level.

The impact of the economic downturn means all of the public sector needs to find new, more efficient solutions. One Nottingham partners and the City Council are using an approach built on the successful outcomes and learning from early intervention. This calls for a family based approach, family based outcomes and more comprehensive services achieved by integrating health, education, social care, etc. services and information.

Work has been undertaken across the partnership and has involved families, frontline practitioners, managers, senior leaders and IT and information analysts. The remit of the Total Place project was to investigate how outcomes could be improved for complex, chaotic and ultimately high cost families within Nottingham while also reducing cost and duplication of services.

The project has looked at working practice and culture across the partnership, as well as management information systems and costs. It investigated and reflected on how different models of work could be reflected and developed within services, and how lessons could be applied across the partnership. A work programme for the partnership and senior leaders derived from the project findings will drive further developments in integrated working practices across the city.

The tools being developed from Total Place will help to power the drive towards early intervention, joint commissioning and service integration. The Partnership will be considering how to apply these lessons more widely in year 2, and it will equip the Partnership and service users to benefit from the proposed expansion of the Government's community-based budgeting.

4.7. Working with others to build a city for children and for families.

This seventh principle sets the work of the Children's Partnership in a wider context – working with One Nottingham and its constituent partnerships. We aspire to create a city that is safe, welcoming and appealing to families and where the needs of children and young people are integrated into the fabric of the city. An example of this wider approach has been the '*Safeguarding across the Generations*' training programme which has provided basic awareness training to 8000 staff on safeguarding vulnerable children and adults. This is a novel approach to engage the wider community in keeping children, young people and vulnerable adults safe and free from harm. In year 2, the Partnership will seek to identify further opportunities to work right across the community to influence developments which affect the well-being of our children and young people.

4.8. Conclusion

The evidence of this chapter confirms that the cross-cutting principles are helping to shape new approaches to partnership working so that the reach, the relevance and the effectiveness of services are enhanced. These principles will continue to inform service development in Year 2 of the Plan.

Recommendation 8:

That the progress on embedding the cross-cutting principles be recognised, and that they should be further integrated into working practice through the implementation of the Workforce Development Strategy and other initiatives.

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CHAPTER 5 – SUMMARY OF REVIEW RECOMMENDATIONS

<p>REC 1:</p>	<p>Performance management through named accountable senior officers be re-affirmed and strengthened. Leads will be tasked with reporting to the Partnership on improvement activity for the year 2 priorities. The aim will be to reduce the number but increase the relevance of indicators reported to the Senior Officers Group and to directly identify partnership actions supported by an Action Log.</p>
<p>REC 2:</p>	<p>That Operational Objective 16 (Science City) be transferred from the Economic Well-Being Strategic Objective' to the Strategic Objective for Achievement and a supporting action plan be developed.</p> <p>That Operational Objective 4 (Improving parenting support) be deleted and its key components be taken up in the development of the Family Support Strategy.</p> <p>That Operational Objective 17 (Learning transformation) be deleted and its key components be developed under the Achievement Strategic Objective.</p>
<p>REC 3:</p>	<p>That safeguarding should be a Year 2 priority with a focus on:</p> <ul style="list-style-type: none"> • Actions to increase the impact of the Family Support Strategy in providing alternative pathways to improving outcomes. • Assessment of the impact of family support on social care referral rates • Raising the level of reporting of domestic violence and developing early intervention processes to mitigate risk of repeat incidents. • Working with schools and young people to develop intelligence on the extent of bullying and develop policies for its eventual elimination.
<p>REC 4</p>	<p>That healthy living should be a Year 2 priority with a focus on:</p> <ul style="list-style-type: none"> • Work with the Director of Public Health and the GP Consortium to develop governance, planning and commissioning arrangements that will secure the Partnership's commitment to improve the health of children and young people – particularly those groups and families that are vulnerable to poor outcomes. • The focus on achieving a healthy weight for more children and young people should continue but the importance of a 'whole family approach' is recognised and links to programmes to reduce adult obesity will be strengthened
<p>REC 5:</p>	<p>That substance misuse should be a Year 2 priority with a focus on the development of reliable local indicators to improve our understanding of prevalence of substance misuse and effectiveness of interventions.</p>

<p>REC: 6:</p>	<p>That attainment should be a Year 2 priority with a specific focus on:</p> <ul style="list-style-type: none"> • Support for reading initiatives • Active promotion of Science City as a means for widening the horizons of children and strengthening attainment in maths and science in primary and secondary schools • Review and strengthen support 16-19 year olds in further education – particularly those eligible for free school meals.
<p>REC 7:</p>	<p>Improving school attendance should be a Year 2 priority. Work with schools and academies should address:</p> <ul style="list-style-type: none"> • Parental attitudes to school absence - particularly in primary schools. • Reducing the level of disaffection amongst secondary pupils with additional needs so this does not lead to persistent absence in later years. • The outcome of public consultation on changes to the school year, in view of its potential to influence school absentee rates..
<p>REC 8</p>	<p>The progress on embedding the cross-cutting principles be recognised, and that they should be further integrated into working practice through the implementation of the Workforce Development Strategy and other initiatives.</p>

In addition it is recommended that:

<p>REC 9:</p>	<p>The Partnership notes the changing Policy Context and the lessons set out in Chapter 4.</p>
<p>REC 10:</p>	<p>The partnership will play a lead role in work to raise aspirations concentrating on the priorities set out in the Aspiring Nottingham framework document.</p>
<p>REC 11:</p>	<p>The partnership will champion the learning from the Total Place. It will adopt a work programme for the partnership and senior leaders derived from the project findings and develop this to drive further developments in integrated working practices across the city.</p>
<p>REC 12:</p>	<p>The Partnership will review its membership and terms of reference and ensure that the SOG and the Partnership Board are aligned with the emerging Governance structures in health and well-being.</p>

REC 13:	The Partnership will consult with the education community on how to engage schools, academies and colleges as voluntary partners.
REC 14	The Senior Officer Group will re-affirm a schedule of named lead officers for the operational objectives and Year 2 priorities at its next meeting
REC 15	The reporting arrangements will be streamlined to ensure best use of senior management time.
REC 16	The Partnership will review progress on implementing the CYPP in one year's time (mid -2012)

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