



## **Nottingham City Council Children and Young People Scrutiny Committee**

**Date:** Thursday, 9 June 2022

**Time:** 10.00 am

**Place:** LB 31-32 - Loxley House, Station Street, Nottingham, NG2 3NG

**Councillors are requested to attend the above meeting to transact the following business**

**Director for Legal and Governance**

**Governance Officer:** Jane Garrard

**Direct Dial:** 0115 8764315

- 1 Apologies for absence**
- 2 Appointment of Vice Chair**
- 3 Declarations of Interests**
- 4 Minutes** 3 - 6  
To confirm the minutes of the meeting held on 31 March 2022
- 5 Implementation of agreed budget savings relating to Children's Integrated Services** 7 - 38  
Report of the Head of Legal and Governance
- 6 Family Hubs**  
Presentation by the Director for Children's Integrated Services
- 7 Work Programme** 39 - 46
- 8 Future meeting dates**  
To agree to meet on the following Thursdays at 10am:
  - 28 July 2022
  - 3 November 2022
  - 1 December 2022
  - 26 January 2023
  - 30 March 2023

If you need any advice on declaring an interest in any item on the agenda, please contact the Governance Officer shown above, if possible before the day of the meeting

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## Nottingham City Council

### Children and Young People Scrutiny Committee

Minutes of the meeting held at Loxley House, Nottingham on 31 March 2022  
from 10.01 am - 12.34 pm

#### Membership

##### Present

Councillor Maria Joannou (Vice Chair)  
Councillor Phil Jackson  
Councillor Jay Hayes  
Councillor AJ Matsiko  
Councillor Nayab Patel  
Councillor Ethan Radford  
Councillor Shuguftah Quddoos  
Councillor Maria Watson

##### Absent

Councillor Carole McCulloch

#### Colleagues, partners and others in attendance:

Councillor Cheryl Barnard	- Portfolio Holder for Children and Young People
Ailsa Barr	- Director of Children's Integrated Services
Jane Garrard	- Senior Governance Officer
John Matravers	- Head of Safeguarding and Quality Assurance
Phil Wye	- Governance Officer

#### 69 Chairing Arrangements

As the Chair was absent from the Committee, the Vice-Chair chaired the meeting.

#### 70 Apologies for absence

Councillor Carole McCulloch – unwell

#### 71 Declarations of Interests

None.

#### 72 Minutes

The Committee confirmed the minutes of the meeting held on 27 January 2022 as a correct record and they were signed by the Vice-Chair.

#### 73 Nottingham City Safeguarding Children Partnership Annual Report 2020/21

John Matravers, Head of Safeguarding and Quality Assurance, delivered a presentation to the Committee on the Report, which is a statutory requirement for the Nottingham City Safeguarding Children Partnership (NCSCP) to publish each year, and highlighted the following:

- (a) the strategic lead responsibility for safeguarding is shared between three statutory partners; the Local Authority, Nottinghamshire Police and Nottingham and Nottinghamshire Integrated Care System and Clinical Commissioning Group, and all three of these are represented on the NCSCP. A number of sub-groups are also established such as safeguarding reviews, child death overview and audit;
- (b) the NCSCP's business plan 2020-23 has six priorities:
- To ensure the voice and lived experience of children is integral to the development and delivery of services to children and families across Nottingham City.
  - To recognise and respond to the diverse population of Nottingham City's children, targeting work where necessary.
  - To deliver the Nottingham City Safeguarding Children Partnership Neglect Strategy.
  - Tackling and reducing Child Exploitation.
  - To understand the impact of Covid-19.
  - Providing leadership and ensuring core duties are met in line with Working Together 2018 and other relevant legislation.
- (c) the NSCSP has a responsibility to inform the National Panel if a child is at risk of serious harm as a result of neglect or abuse. Four referrals have been made this year which is in line with expectations. On each case the national panel has agreed with the recommendations and also they have commented on the quality of partnership working in Nottingham.

In response to questions from the Committee and in the subsequent discussion the following points were made:

- (d) the rise in the cost of living will have an impact on families and young people, and support services such as the Designated Safeguarding Leads Network in schools will be key to identifying these young people that are at risk, and referring them. Poverty by itself is not necessarily a factor that will require intervention;
- (e) schools are not a statutory part of the NCSCP as they are represented by the Local Authority, but the Designated Safeguarding Leads Network was set up to enable them to receive relevant communications on safeguarding. This is held three times a year online and participation has increased during and since the pandemic;
- (f) Nottingham's diversity is important and all young people must be reached and supported regardless of their English ability and heritage;
- (g) the independent scrutineer who works with the NCSCP formerly was a senior manager at NSPCC. She is very experienced and makes strong challenges;
- (h) early intervention is important and must be a priority. The Local Authority is promoting access to free childcare for 2 year olds to families that are eligible;

- (i) hearing the voice of the child is important. Various fora are available to do this such as the Children in Care Council, Primary Parliament and discussions with other young people.

## **74 Children's Integrated Services Transformation Programme**

Ailsa Barr, Director of Children's Integrated Services, delivered a presentation and highlighted the following:

- (a) a diagnostic assessment of the Children's Social Care service conducted from October to November 2021 compared Nottingham City's service activity to similar councils elsewhere. This identified that a number Children in Need and Child Protection plans could have been prevented through an earlier intervention with some running on for longer than necessary. It also identified that a revised focus on early intervention would avoid children being taken into care, that there is scope to increase the number of children in foster care with a corresponding reduction in residential care, and that there is potential to enable more children in care to leave care earlier;
- (b) following the diagnostic assessment a business case was developed for the proposed Children's transformation programme that would see Nottingham City Council improve the outcomes, safety and experience of its children and young people, as well as having a positive financial impact on the Council's Medium Term Financial Plan;
- (c) due to its size, scale and pace needed, an external delivery partner is needed to provide the experience, expertise and capacity to deliver the transformation plan;
- (d) the programme is designed to improve the outcomes of Nottingham's young people and families. This will be achieved by working with practitioners across the service to design and implement a new operating model. A key outcome will be a reduction of bottlenecks and improved processes to help practitioners spend more time helping young people, and gain greater satisfaction from their roles;

In response to questions from the Committee and in the subsequent discussion the following points were made:

- (e) one of the outcomes of the transformation plan is that fewer Children in Care will be housed in residential care homes. Whilst some children will always require this support, the majority will be better in foster homes so the Council aims to increase the number of foster carers and match children appropriately;
- (f) the aim for 11 new foster carers is believed realistic. The process takes around 6-7 months with home visits, screening and training and many who show interest do not go through with the process. Support for existing foster carers is also important to maintain;
- (a) the Council's establishment of social workers is appropriate to the work required if fully recruited and retained. The aim is for Children in Care social workers to work with no more than 18 children but some work with more. Recruitment and

retention of staff is a challenge but the transformation message may attract applicants. Improved routes to career progression are also being explored.

Committee members suggested that a frontline social worker or foster carer attend a future meeting, as well as the delivery partner when they are appointed.

**Children and Young People Scrutiny Committee  
9 June 2022**

**Implementation of agreed budget savings relating to Children's Integrated Services**

**Report of the Head of Legal and Governance**

**1 Purpose**

- 1.1 To review progress in implementation of budget savings relating to Children's Integrated Services and the development of transformation of children's centres and play and youth services.

**2 Action required**

- 2.1 The Committee is asked to review the progress in implementation, and plans for implementation going forward and:
- a) whether it wishes to make any comments or recommendations; and
  - b) the focus and timescales for further scrutiny.

**3 Background information**

- 3.1 The Committee considered and commented on the proposed budget savings relating to Children's Integrated Services at its meeting in November 2021, as part of the consultation on the Medium Term Financial Plan (MTFP). A range of savings for 2022/23 were subsequently agreed as part of the MTFP, which Council approved in March 2022.
- 3.2 The Committee wanted to look at plans for implementing the agreed savings relating to Children's Integrated Services and progress in delivering those plans to ensure that the necessary financial savings are achieved; that there is a smooth transition to new ways of working and models of delivery including good communication, engagement and, where appropriate, consultation with affected citizens; and that statutory duties continue to be delivered appropriately.
- 3.3 Attached is an update report from the Portfolio Holder for Children, Young People and Schools and the Director of Children's Integrated Services setting out the current position for each of the agreed budget savings. They will be attending the meeting to answer questions from the Committee.
- 3.4 The MTFP also included funding to support transformation, including in relation to Children's Integrated Services. The Committee received an

update on the transformation programme at its meeting in March and the report provides a further update on the associated procurement activity.

#### **4 List of attached information**

- 4.1 'Children's Integrated Services: Implementation of Agreed Budget Savings' briefing from Corporate Director for People, Director for Children's Integrated Services and Portfolio Holder for Children, Young People and Schools

#### **5 Background papers, other than published works or those disclosing exempt or confidential information**

- 5.1 None

#### **6 Published documents referred to in compiling this report**

- 6.1 Reports to, and minutes of meetings of the Children and Young People Scrutiny Committee held on 25 November 2021 and 31 March 2022
- 6.2 'Children's Social Care Service Redesign' and 'Medium Term Financial Plan 2022/23 to 2025/26' reports to Executive Board on 22 February 2022
- 6.3 'Budget 2022/23' report to Council on 7 March 2022

#### **7 Wards affected**

- 7.1 All

#### **8 Contact information**

- 8.1 Jane Garrard, Senior Governance Officer  
[jane.garrard@nottinghamcity.gov.uk](mailto:jane.garrard@nottinghamcity.gov.uk)  
0115 8764315

<b>Meeting Title</b>	Children and Young People's Scrutiny Committee
<b>Report Title</b>	Children's Integrated Services: Implementation of agreed Budget Savings
<b>Meeting Date</b>	9 <sup>th</sup> June 2022

<b>Corporate Director(s)/Director(s):</b>	Catherine Underwood, Corporate Director for People Ailsa Barr, Director for Children's Integrated Services
<b>Portfolio Holder(s):</b>	Councillor Cheryl Barnard
<b>Report author and contact details:</b>	Chad Thompson, Children's Transformation Lead / Head of Children's Strategy and Improvement Christine Green, Strategic Finance Business Partner Michelle Roe, Executive Officer

## Summary of issues:

Providing services for Children and Families is a key statutory responsibility for the local authority and a priority for Nottingham City Council.

The Council has set its medium term financial plan and this was signed off at Full Council on 7th March 2022. Included within this are savings commitments within Children's Services. Appendix A sets out the final savings committed.

A major programme of transformation in Children's Services was agreed at Executive Board in February 2022 (attached as Appendix B). This is part of the Medium Term Financial Plan which includes £2.4m for CIS and £6.5m funding to support delivery. This report provides an update on developments to date.

This report provides information on the implementation of the agreed budget savings and summary of progress on each Play and Youth and Children's Centre's budget savings heading.

## Recommendation(s):

1. Children and Young People Scrutiny Committee consider the summary of progress on the budget savings relating to Children's Integrated Services.
2. Children and Young People Scrutiny Committee considers the development of transformation of Children's Centres and Play & Youth Services.

## 1. Background

Providing services for Children and Families is a key statutory responsibility for the local authority. The Strategic Council Plan sets this out as a priority reflected in outcome 5: Child Friendly City. The plan sets out the vision that:

“Every child in Nottingham will get the best start in life, regardless of their circumstances. We will support local children to thrive academically, emotionally and physically, ensuring equality of opportunity for all.”

The plan notes that the Council will “continue to provide the vital statutory services that support and protect vulnerable children, including safeguarding, children in care, those with Special Educational Needs and Disabilities (SEND) and other vulnerable groups” and that the Council will “Work hard to improve our children’s services, to ensure we provide the quality of service local children and families deserve.”

On 25<sup>th</sup> November 2021 a paper was presented to Children’s and Young People’s Scrutiny Committee which set out Children’s Integrated Services current financial position and budget savings proposals which at the time were part of a public consultation (attached as Appendix C. This report will provide a summary of progress under each budget saving heading.

On 31<sup>st</sup> March 2022 a paper was presented to Children and Young People’s Scrutiny Committee (attached as Appendix D) providing an introduction to the Children’s Transformation programme. This report provides an update against this programme.

## **2. Medium Term Financial Plan (Children’s Integrated Services)**

The Council has set its medium term financial plan and this was signed off at Full Council on 7<sup>th</sup> March 2022. Included within this are savings commitments within Children’s Services. Appendix A sets out the final savings committed.

Consultation on these proposals ran from 16<sup>th</sup> November 2021 to 10<sup>th</sup> January 2022.

## **3. Current position of Children’s Integrated Services Budget Savings**

- **Play and Youth**

The public consultation closed 10 January 2022. They were well attended by children, young people and their families. Following feedback from the initial consultation additional funding was agreed for 3 workers.

Play and youth workers have been accepted for VR and most will leave at the beginning of July.

Internal recruitment has started and waiting to conclude following sickness absence. This has been done with partners organisations to support with the shaping of the future.

External vacancies are out with the view to interview in the first week of June.

There are delivery plans in place for the transformation of Youth Service which includes work associated with the restructure, new service design and exiting from buildings.

The new design will focus on induction of colleagues, delivery of direct targeted work at Bulwell Riverside, linking this to the future development of Family Hubs , i.e sexual health sessions & mental health support. Re-instating & supporting partnership delivery and designing support packages for voluntary groups to ensure Children and Young people access safe quality sessions and they are able to have a voice.

The youth service is providing a reduced service over the coming weeks. They are ensuring that they are working with the most vulnerable, through group work session, 1:1 support from existing play and youth sites. They have supported families with signposting to other voluntary services delivering play sessions and sports activities in the local area, as play services have ceased following the Easter holidays. Joint exit plans have been done with families and social care colleagues for those Children and young people who attend sessions and are on plan.

The five Play and Youth Centres proposed for closure are presently being offered to lease to Voluntary organisations via a robust Expression of Interest process which is weighted around the financial sustainability of those organisations interested. Additionally, information about services to be offered, how services link to our corporate plans along with any risk and support required is being sought as part of the process.

Additional consideration was to include the budget for Hyson Green Youth Club. The service is paying lease arrangements until 2<sup>nd</sup> June. This was the only lease arrangement in place for voluntary ran building that the service used.

The savings from the reduction in staffing Youth Services will mean that budget saving are met and the savings for the buildings are on track to be met for next financially year.

- **Children's Centres**

Further to the consultation in November, the Council undertook a further consultation process to determine which Children's Centres would remain open and which would close.

Following feedback from the initial consultation, additional funding was agreed to increase the number of increase the number of Children's Centres retained (now 4 Children's Centres will be retained) and increase the Early Help Business Support retained to ensure reception cover at the additional centre.

Phase 2 of the Children's Centre consultation took place between 24 February 2022 and 22 April 2022. This included:

- Public consultation, via face-face consultation events and the online consultation.
- Colleague consultation, including Voluntary Redundancy applications
- Partner consultation regarding future use of Children's Centre buildings proposed for closure.

There are delivery plans in place for the transformation of Children's Centres which includes work associated with the restructure, new service design and exiting from buildings. The outcome of the consultation was that a fourth Children Centre (Hyson Green) will also remain open. There were no further alternative viable proposals submitted to change the original proposal.

The five Children's Centres proposed for closure are presently being offered to lease to organisations via a robust Expression of Interest process which is weighted around the financial sustainability of those organisations interested. Additionally, information about services to be offered, how services link to our corporate plans along with any risk and support required is being sought as part of the process.

Budget savings within the Early Help staffing is anticipated to be achieved through Voluntary Redundancy. The Early Help service manager is working with HR to review applications, with application figures achieving required savings in 3 out of the 4 pools. We will potentially have to commence an assessment process in one pool of colleagues to achieve the savings required.

The redesign of the service brings opportunities to integrate revenue funding yet to be agreed from Family Hubs to create a 0 to 19 service (25 for disabled children/young people).

Children's Centres have now agreed an interim service offer for Children up to the summer whilst recruitment/induction for Level 3 Family Support Workers takes place and those exiting the service taking Voluntary Redundancy vacant their positions.

- **NGY Grant Funding**

Budget saving of £200k was met by ending the grant funding of the youth services and NGY base provided to Base 51.

Ongoing discussions are being held between NGY and NCC on how to access other funding sources. Violence Reduction Unit are currently supporting NGY and are delivering youth provisions at the Centre.

- **Child and Adolescent Mental Health Services**

£215k Savings are on track to be achieved.

There has been no impact on the service with NCC funding being removed. NCC has worked with the CCG and Public health to transform CAMHS and additional funding for CAMHS to mitigate the removal of NCC funding has been agreed with Public Health in line with the Section 75 agreement.

- **Business Support**

Early Help Business Support budget reductions have been achieved through removing vacancies and Voluntary Redundancy applications. A revised Business Support structure has been agreed across Early Help and Youth services.

- **Targeted Support to Children and Families**

Savings are on track to be achieved.

- **Strategy and Improvement**

Restructure of the service has been carried out and now completed. A management post was deleted following a staff member leaving the Authority meaning that a reduction in management capacity has been achieved.

- **Agency Decision Maker (ADM) for Adoption and Fostering**

The ADM work has been brought back into the service as opposed to paying for the work to be completed by an external person. The adoption ADM is now the Director of Children’s Integrated Services and the fostering ADM is the Head of Service for Children in Care. The new arrangements commenced on 1<sup>st</sup> April 2022 meaning that the saving has been achieved.

#### **4. Children’s Transformation Programme**

A major programme of transformation in Children’s Services was agreed at Executive Board in February 2022 (attached as Appendix B). This is part of the Medium-Term Financial Plan which includes £2.4m for CIS and £6.5m funding to support delivery.

The Children’s Transformation specification for procurement is completed and timescales for planning and implementation have been finalised. It is anticipated that the Transformation Delivery Partner start delivery onsite in July 2022 this is slightly later than anticipated as we have spent time working with a case study council (Leicestershire) to ensure we have all the governance, resourcing and funding requirements in place before finalising requirements for the supplier and subsequent contract., The table below outlines key dates and milestones for the next steps.

<b>Stage</b>	<b>Date</b>
Invitation to Submit Initial Bid issue date	14/03/2022
Deadline for tenderer clarification requests	24/03/2022
ITSIB tender return date	28/03/2022
Negotiation round <i>Please ensure your availability during this period</i>	04/04/2022
Invitation to Submit Final Bid (ITSFB) issue date	11/04/2022
ITSFB tender return date	25/05/2022
Contractor outcome notification by	01/06/2022
Contract start date	July 2022

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	Department	Service Area	Title of Proposal	Narrative	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m
1	People	Early Help	NGY Services	Ending the grant funding of the youth services and NGY base provided by Base 51	(0.200)	(0.180)	(0.180)	(0.180)
2	People	Early Help	Play & Youth Services - Excluding buildings	Reduction of the service to provide targeted youth provision only. All play services would cease and there will be a reduction in staffing.	(0.537)	(0.733)	(0.733)	(0.733)
3	People	Early Help	Play & Youth Services - Buildings only	Reduction of the Play and Youth buildings in line with a reduced service as above	0.000	(0.165)	(0.165)	(0.165)
4	People	Early Help	Children's Centres - Excluding buildings	The Early Help service will operate from only three Children's Centres across the City, with a reduction in staffing and early help offer to families	(0.282)	(0.376)	(0.376)	(0.376)
5	People	Early Help	Children's Centres - Building Only	Children's Centres operate from three centres. 6 Centres would close	0.000	(0.259)	(0.259)	(0.259)
6	People	Early Help	CAMHS City Wide Service	Working with the Clinical Commissioning Group and Public Health to transform Child and Adolescent Mental Health Services (CAMHS)	(0.215)	(0.215)	(0.215)	(0.215)
7	People	Children In Care	Agency Decision Maker (ADM) for Adoption and Fostering	Currently delivered by an external consultant this would be delivered in house within the senior management team	(0.019)	(0.019)	(0.019)	(0.019)
8	People	Strategy & Improvement	Management reductions in Strategy and Improvement	Reduction in management capacity within Strategy and Improvement section	(0.028)	(0.028)	(0.028)	(0.028)
9	People	Strategy & Improvement	Business Support	Savings linked to reductions in Play & Youth and Children's Centre provision	(0.200)	(0.200)	(0.200)	(0.200)
10	People	Targeted Family Support	Targeted support to children and families	Review and reconfiguration of Targeted Family Support and Edge of Care Services to consolidate and target the offer.	(0.309)	(0.309)	(0.309)	(0.309)

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**Executive Board  
22 February 2022**

<b>Subject:</b>	Children's Social Care Service Redesign
<b>Corporate Director(s)/Director(s):</b>	Catherine Underwood, Corporate Director for People
<b>Portfolio Holder(s):</b>	Councillor Cheryl Barnard, Portfolio Holder for Children and Young People
<b>Report author and contact details:</b>	Catherine Underwood, Corporate Director for People <a href="mailto:catherine.underwood@nottinghamcity.gov.uk">catherine.underwood@nottinghamcity.gov.uk</a>
<b>Other colleagues who have provided input:</b>	Ceri Walters, Head of Commercial Finance Richard Grice, Interim Director of Transformation
<b>Subject to call-in:</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Key Decision:</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Criteria for Key Decision:</b>	
(a) <input checked="" type="checkbox"/> Expenditure <input type="checkbox"/> Income <input checked="" type="checkbox"/> Savings of £750,000 or more taking account of the overall impact of the decision	
<b>and/or</b>	
(b) Significant impact on communities living or working in two or more wards in the City	
<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
<b>Type of expenditure:</b> <input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital	
<b>Total value of the decision:</b> Up to £6,500,000 for a delivery partner over a 2-year period, and Up to £2,400,000 for internal specialist resources over a 4-year period	
<b>Wards affected:</b> All	
<b>Date of consultation with Portfolio Holder(s):</b> Throughout the budget process	
<b>Relevant Council Plan Key Outcome:</b>	
Clean and Connected Communities	<input type="checkbox"/>
Keeping Nottingham Working	<input type="checkbox"/>
Carbon Neutral by 2028	<input type="checkbox"/>
Safer Nottingham	<input type="checkbox"/>
Child-Friendly Nottingham	<input checked="" type="checkbox"/>
Healthy and Inclusive	<input checked="" type="checkbox"/>
Keeping Nottingham Moving	<input type="checkbox"/>
Improve the City Centre	<input type="checkbox"/>
Better Housing	<input type="checkbox"/>
Financial Stability	<input checked="" type="checkbox"/>
Serving People Well	<input checked="" type="checkbox"/>

## Summary of issues

This report presents a case for a multi-year investment and transformation programme to redesign Nottingham City Council's (NCC) provision of social care services for children and young people, as part of the council's overall improvement journey. The redesign would:

- improve the outcomes, safety and experience of the children supported by NCC while significantly reducing the cost of the service for Nottingham residents and
- Support the opportunities to improve service quality and OFSTED performance.

Due to the size, scale and pace of the transformation programme required, the council would need to procure an external delivery partner to provide the experience, expertise and capacity for a 2 year period and additional internal service capacity for a 4 year period.

Full implementation will take 8 years with 83% of the programme being delivered in the Medium Term Financial Plan (MTFP) time frame.

The value of savings delivered as a result of the investment over an:

- **8 year period** is:
  - £63.376m gross and £50.776m net.
  - The **Return on Investment (RoI)**, over the life of the programme, is **7.1 : 1**.
- **4 year** MTFP time frame is:
  - £20.759m gross and £16.549m net.
  - The **RoI** is **2.3 : 1**

The **3 : 1 ratio is achieved between year 4 and 5** due to the significant upfront investment required.

The savings anticipated through this investment and transformation programme have been accounted for in the MTFP and Budget Report at agenda item 6 at this Executive Board meeting; **if this investment is not approved this will destabilise the proposed budget.**

The savings in the MTFP do not reflect the 'stretch' target associated with this programme which could deliver up to a further £13m over the life of the programme. The rationale for exclusion at this stage is set out in section 5.1. Delivery of this would increase the RoI.

This report requests approval for the investment required to deliver this critical redesign of children's social care services and funding recommendations.

## Does this report contain any information that is exempt from publication?

An appendix to the report is exempt from publication under Paragraph 3 of Schedule 12A to the Local Government Act 1972 because it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) and, having regard to all the circumstances, the

public interest in maintaining the exemption outweighs the public interest in disclosing the information. It is not in the public interest to disclose this information because the required procurement process could be jeopardised in delivering value for money if the size of the programme and its associated implementation requirements are published at this stage.

**Recommendation(s):**

1. To note the proposed investment and transformation programme set out in the report, and that the savings to be derived from the programme have been incorporated into the Medium Term Financial Plan and Budget Report.

2. To approve the investment of **up to £6,500,000** to procure a delivery partner to support the delivery of this programme pending a procurement process, as set out in **section 2.3**.

3. To approve the investment of **up to £2,400,000** for additional internal specialist resources to support delivery of this programme, as set out in **section 2.3**.

4. To delegate authority to the Corporate Director for People to complete the procurement of a delivery partner and to allocate the budget set out above to deliver the service redesign programme.

**1. Reasons for recommendations**

- 1.1 To support the implementation of a substantial programme of transformation, service redesign and improvement, within a critical area of statutory service, with outcomes that are defined in section 2.3 below. The recommendations are to procure a delivery partner and additional internal capacity and expertise to ensure delivery of the outcomes (both financial and non-financial) within a timeframe that supports the Medium Term Financial Strategy.
- 1.2 The MTFP being presented as an agenda item at this meeting of the 22 February 2022 includes the financial benefits and if investment is not approved this will destabilise the budget position and change the assumptions in that report.

**2 Background (including outcomes of consultation)**

- 2.2 Children's Services in Nottingham have improved, however there is a need to go further and faster. There is scope to both improve the outcomes of children supported by NCC and significantly reduce the cost of doing so, thereby releasing pressure on the council's budget. An assessment of the Children's Social Care service conducted from October to November 2021, which compared NCC service activities to similar councils elsewhere, identified:
- a number Children in Need (CIN) and Child Protection (CP) plans could have been prevented through an earlier intervention
  - a number of CIN and CP plans ran on for longer than necessary.
  - a revised focus on early intervention would avoid children being taken into care

- there is scope to increase the number of children in foster care with a corresponding reduction in residential care
- there is potential to enable more children in care to leave care earlier than is currently enabled.

Moreover, this assessment demonstrated that the implementation of a service redesign programme, centred on improving outcomes for children supported by NCC, would also result in a significant reduction in forecasted expenditure growth currently assumed within the MTFP.

2.2 Over the last two years the council's Children's Social Care budget has grown by approximately £11.7m as a result of continued growth and cost over the past 5 years. The 2022/23+ MTFP also contains a further £18.5m to support growth and increasing costs from 2022/23 to 2025/26.

2.3 In November 2018, NCC's OFSTED inspection was judged to be 'Requires improvement' and during two further targeted visits, further improvement requirements have been identified by OFSTED. The opportunities to improve that were identified in the October-November assessment are consistent with the opportunities to improve service quality and hence OFSTED performance. The October - November assessment identified the need for a substantial redesign of the Children's Social Care service, from Early Help (EH), through CIN, CP and Children in Care (CIC). The objectives of the redesign would be to:

- **Help families stay together** more safely and with greater resilience using effective targeted interventions. This will significantly reduce the trajectory of growth of children in care of the Authority
- **Ensure the most timely and effective support is consistently provided from early help through CIN and CP.** This will be a significant driver of service quality and reduced risk as well as reducing future establishment growth requirements
- **Reduce bottlenecks and improve processes** and ways of working to help practitioners spend more time helping young people, and thereby gain greater satisfaction from their roles
- **Improve commissioning and recruitment processes** around residential and foster carers

This is a multi-year change programme, touching all parts of the service. Due to its ambition and scale, an option appraisal has been carried out to determine how best to resource the programme. A summary of the appraisal is set out in **Section 3** below. The option selected is to invest in expert, external support and the summary below makes clear that alternative options cannot deliver both the financial and non-financial benefits of the required programme at sufficient scale.

### 3. Other options considered in making recommendations

Option	Reason option was not selected
Option 1: to do nothing	There is significant risk to outcomes of residents and financial and reputational risk to the Authority if these opportunities to improve are not delivered.
Option 2: to undertake a transformation programme aimed at a smaller subset services	<p>NCC requires a transformation programme of sufficient size and scale to deliver improved and lower cost services. Undertaking only limited sections of the full identified opportunities within the October - November 2021 assessment would not achieve the necessary scale.</p> <p>There are also significant interdependencies between workstreams that would make the overall programme more difficult to deliver if not all done at once. For example, critical capacity from staff may be freed up through the CIN/CP work that will support more timely and effective interventions with young people and their families.</p>
Option 3: to undertake the transformation programme with only internal resources	<p>First, an experienced transformation partner will bring with them the wider expertise of an organisation that has conducted public sector, and Children’s Services transformational changes across the country.</p> <p>Second, an experienced transformation partner would negate the requirement for NCC to add significant additional transformation management capacity and capability resource. This would require hiring, onboarding, experiential learning and training before a transformation programme of this magnitude could begin. This would add a critical time delay to any programme and is likely to significantly reduce the magnitude of improvement achieved.</p>

### 4. Consideration of Risk

- 4.1 The programme links to the mitigating actions for the financial management, safeguarding children and workforce capacity risks on the Corporate Risk and Assurance Register.
- 4.2 The risks associated with this decision are as follows:
- a) **This decision not being approved** –
    - i. this will destabilise the MTFP being presented on the same agenda and result in an unbalanced budget and
    - ii. Put at risk the opportunities to improve services for children and families when Nottingham’s children’s services require improvement. A poor inspection outcome would have material additional financial implications for the council.
  - b) **Delay in the procurement** of a delivery partner and associated supportive resources – this will delay the delivery of the savings profile set out in **Table 1** below.

A risk value has been assigned to this programme and will form part of the robustness of the budget report to mitigate any risk of delay.

- c) **Slippage in delivery** of the programme – as above, a risk value has been captured in the robustness of the budget report to mitigate any impact from this.

## 5. Finance colleague comments (including implications and value for money/VAT)

- 5.1 This programme will deliver financial benefits in full by 2029/30 on the assumption that a delivery partner and additional specialist resources are invested in.

The profile of these benefits over the 8 year period is set out in **Table 1** below which shows **£63.376m gross savings**.

This equates to a **Return on Investment (RoI) of 7.1:1** on the basis of a maximum investment cost of £8.9m.

Any reduction in this estimate or increase in savings will increase the yield.

The programme contains ‘target’ and ‘stretch’ savings; the MTFP and the figures in this report are based on ‘target’ values. The ‘stretch’ savings could deliver a further £13m over the 8 year programme and have been excluded from the MTFP report as at this stage they are considered too high a risk to include but not to aim for through delivery.

As the programme progresses benefit realisation will be monitored and the budget updated accordingly.

Details of the investment are shown in **Exempt Appendix A**.

<b>TABLE 1: Return on investment profile</b>									
	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>	<b>2028/29</b>	<b>2029/30</b>	<b>TOTAL</b>
	<b>£m</b>	<b>£m</b>							
Gross	0.539	3.557	7.322	9.331	10.139	10.417	10.829	11.241	<b>63.376</b>
Net	0.539	3.557	5.222	7.231	8.039	8.317	8.729	9.141	<b>50.776</b>

The net return of £50.776m is after the alignment of any savings already assumed in the MTFP preventing future budget destabilisation.

- 5.2 The requirement of the transformation programme is that investments will yield a return of at least 3:1 over the 4 year period however, due to the need for long term systemic improvements from significant early years investment a slightly longer timeframe is required to deliver on this requirement.

By year 4 the RoI is 2.3 : 1 increasing to 7.1 : 1 by year 8.

The 3:1 return occurs between year 4 and 5.

5.3 The figures being captured in the 2022/23+ MTFP will only align to the reports timeframe (4 years) and therefore only capturing savings that total £16.549m net (£20.759m gross), this is 83% of the programmes progression.

5.4 Costs of delivery are estimates with:

- i. Robust procurement processes to ensure delivery of an appropriate and value for money contract and
- ii. Targeted recruitment processes to drive pace and success in the recruitment of temporary resourcing.

Robust contract management for the development and monitoring of the delivery partner contract is key to ensuring payments align to results and will capture:

- i. Agreement of a baseline in order to benchmark savings aligning to the MTFP and
- ii. Robust performance indicators.

5.5 The funding of this will be met from:

- The review and reduction of earmarked reserves;
- Reprioritisation of the Childrens budget resources;
- Transformation funding.

There will be other financial opportunities from:

- Delivery of stretch targets;
- Slippage and
- Further contractual reductions

The value of this report is predicated on an estimated contract value, if this value is exceeded the appropriate approval process will be required and further funding identified.

## **6. Legal colleague comments**

6.1 The approval of the expenditure outlined in this report in order to procure a delivery partner is a key element in the delivery of savings as part of the Council's budget for 2022/23 onwards. Failure to agree this expenditure will mean that the budget itself then has savings targets but no funded delivery plan for elements of it. That could then lead to questions about the robustness and deliverability of the budget when viewed through a rationality lens. As a consequence it is recommended that this expenditure and the subsequent procurement that would follow should be considered in that light.

Comments provided by Malcolm R. Townroe, Director of Legal and Governance, on 11 February 2022.

## **7. Other relevant comments**

7.1 Due to the likely value of the contract this service is covered by the Public Contract Regulations 2015 (PCRs) therefore the process used must comply with the legislation.

Procurement have explored the procurement routes for this service and will manage the process with the Transformation and Children's Teams, to ensure best value is secured through the process. It is proposed to undertake a further competition through a national

framework and all terms of that framework will need to be adhered to, in order to ensure compliance with PCRs 2015.

Comments provided by Steve Oakley, Head of Contracting and Procurement, on 7 February 2022.

**8. Equality Impact Assessment (EIA)**

8.1 An EIA is not required because the report does not represent proposals for a new or changing policy, service or function.

**8. Data Protection Impact Assessment (DPIA)**

9.1 Not applicable

**10. Carbon Impact Assessment (CIA)**

10.1 Not applicable

**11. List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)**

11.1 None

**12. Published documents referred to in this report**

12.1 Medium Term Financial Plan – Executive Board 22 February 2022

<b>Meeting Title</b>	Children and Young People's Scrutiny Committee
<b>Report Title</b>	Children's Integrated Services: budget proposals, current financial position and transformation
<b>Meeting Date</b>	25 November 2021

<b>Corporate Director(s)/Director(s):</b>	Catherine Underwood, Corporate Director for People Helen Watson, Interim Director for Children's Integrated Services
<b>Portfolio Holder(s):</b>	Councillor Cheryl Barnard
<b>Report author and contact details:</b>	Lisa Kitto, Deputy S151 Officer Sophie Russell, Head of Children's Strategy and Improvement Christine Green, Strategic Finance Business Partner Michelle Roe, Executive Officer

## Summary of issues:

Providing services for Children and Families is a key statutory responsibility for the local authority and a priority for Nottingham City Council.

The Council has published a series of budget proposals for consultation as part of the development of its medium term financial plan. A number of these relate to Children's Integrated Services.

Children's Integrated Services have been forecasting an in-year overspend. This report provides information on the forecast, reasons and mitigating actions being taken. The report also sets out the implications for the medium term financial plan.

The Council is committed to ensuring outcomes for children are met in a cost-effective way. To support this, a transformation plan is being developed. This report provides information about developments to date.

## Recommendation(s):

1. Children and Young People Scrutiny Committee consider the budget proposals as they relate to Children's Integrated Services.
2. Children and Young People Scrutiny Committee considers the in-year financial position and mitigating actions and implications.
3. Children and Young People Scrutiny Committee considers the development of transformation proposals in the service.

## **1. Background**

Providing services for Children and Families is a key statutory responsibility for the local authority. The Strategic Council Plan sets this out as a priority reflected in outcome 5: Child Friendly City. The plan sets out the vision that:

“Every child in Nottingham will get the best start in life, regardless of their circumstances. We will support local children to thrive academically, emotionally and physically, ensuring equality of opportunity for all.”

The plan notes that the Council will “continue to provide the vital statutory services that support and protect vulnerable children, including safeguarding, children in care, those with Special Educational Needs and Disabilities (SEND) and other vulnerable groups” and that the Council will “Work hard to improve our children’s services, to ensure we provide the quality of service local children and families deserve.”

## **2. Budget proposals relating to Children’s Integrated Services**

On 09 November 2021, the Council published a series of budget proposals (attached as Appendix A) as part of developing its medium term financial plan. Consultation on these proposals runs from 16<sup>th</sup> November 2021 to 10<sup>th</sup> January 2022.

A number of these proposals relate to Children’s Integrated Services:

- Play and Youth
- Children’s Centres
- NGY Grant Funding
- Child and Adolescent Mental Health Services
- Business Support
- Targeted Support to Children and Families
- Strategy and Improvement

## **3. In-year financial position of Children’s Integrated Services**

Children’s Integrated Services has been forecasting a significant overspend during 2021/22. At the end of September 2021 (Period 6), this was forecast at £3.671m overspend for this financial year. This is an improved position to the previously reported overspend of £5.232m at the end of June 2021, this is as a result of spending controls across the service and improved forecasting on children’s placements. The biggest pressure is within our Children in Care Service which is currently forecast to overspend by £5m by the end of the year. This is as a result of increased demand for placements and increased placement costs, some of which is due to increased complexity of cases. This pressure is off-set, in part, by underspends across other services within Children’s Integrated Services and the Directorate is working on reducing the in-year overspend and achieving a balanced budget by the end of the financial year as much as possible.

The pressure on the Children in Care budgets is forecast to continue into future years and is reflected in the Council’s Medium Term Financial plan, details of which are set out later in the report.

#### 4. Costs relating to children in our care

Local authorities have a statutory duty to ensure sufficient accommodation for their children in care. This is referred to as the ‘Sufficiency Duty’ as laid down in Section 22G of the Children Act 1989. This duty should be undertaken within the context of the planning and co-operation duties, which the 2004 Act places on partners in order to improve the wellbeing of the children in the local area.

Spend in this area is driven by three key factors:

- 1) Numbers of children in care
- 2) The types of placement available / utilised
- 3) The costs of placements

It is nationally recognised that there are increasing demands and costs in relation to providing the right placements for children in care and care leavers. The pressures that the Council is facing are also being experienced in other Core Cities. Some of the cost pressures relate to Covid, as an example, the backlog in family courts resulting from Covid is impacting on the Councils ability to discharge children from care. Some are likely to continue into the next, and potentially future financial years.

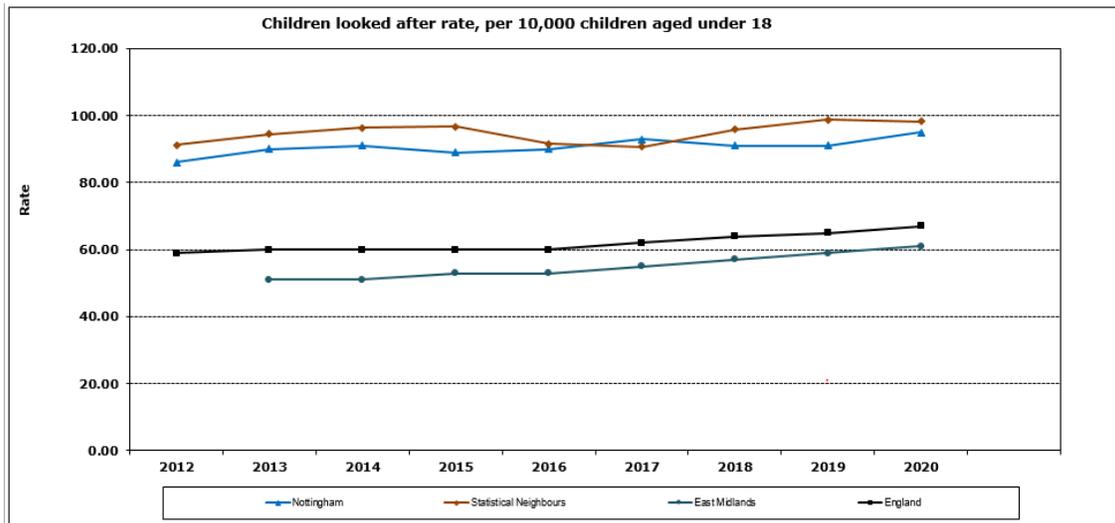
**Table 1** below summaries the CIC numbers and spend from 2018/19 to date.

Key Performance Indicator	2017/18	2018/19	2019/20	2020/21	2021/22 Pd5	2021/22 Pd6**	Variance
<b>Financial Performance</b>							
Average Rate £p/wk	1,095.33	1,159.17	1,120.88	1,213.87	1,358.50	1,344.37	-14.13
<i>Annual % Change</i>		5.8%	-3.3%	8.3%		10.8%	
Numbers	632.64	614.12	632.52	673.65	702.18	703.60	1.42
<i>Annual % Change</i>		-2.9%	3.0%	6.5%		4.4%	
<b>External Provision</b>							
Core Placements over £4,100 p/w - No's	12.69	15.81	22.19	31.76	43.18	42.90	-0.28
<i>Annual % Change</i>		24.6%	40.4%	43.1%		35.1%	
Core Placements > £4,100 p/w - £m	3.188	4.258	6.162	9.774	12.548	12.435	(0.113)
<i>Annual % Change</i>		33.6%	44.7%	58.6%		27.2%	
Core Placements > £4,100 p/w -AR £p/wk	4,831.86	5,179.64	5,340.21	5,917.25	5,588.07	5,573.82	-14.25
Health Care Contributions	1.364	1.889	1.699	1.521	1.308	1.135	(0.173)
<i>Annual % Change</i>		38.5%	-10.0%	-10.5%		-25.4%	

*Excludes Secure & UASC placements*

*\*\*Pd6 growth is indicative only due to a review of assumptions*

The service regularly benchmarks the number, rate and costs of children in care with national, regional and core cities comparators. For a number of years, Nottingham’s rate of Children in Care per 10,000 has been lower than statistical neighbours. We are currently waiting for 2020/21 comparator data to be released.



The below are cost comparators from the region:

- Residential – the average cost of a placement in Nottingham City is less than the average weekly cost across the region (£4554 against at £4663).
- Fostering – the average cost of a fostering placement in Nottingham City is 2.7% higher than the average weekly fee across the region (£858 against £835). It is worth noting that Nottingham City Council have a number of specialist foster placements that are included in this average. These placements carry a higher tariff, however are commissioned in order to prevent an admission to residential care. Nottingham has a comparatively high percentage of in-house fostering placements compared to many other local authorities which is positive for children and in terms of financial impact. Further investment in our in-house fostering team and foster family cohort could reduce our reliance on independent fostering agency placements to meet these bespoke needs.
- Semi-independence – the average cost of a semi-independence placement in Nottingham City is the second lowest in the region (£1403 against £2396).

#### Action undertaken to mitigate Children in Care Costs

Given the forecast overspend, the service has taken action to mitigate this. The focus has been on ensuring that children and young people are receiving the right care in the right setting. Alongside this, work is undertaken to ensure that the right price is being paid for care.

- We have increased local placements and maximised value for money achieved through Nottingham City Council's long term residential block contract, established in 2015. We are already committed to savings for 2021/22 onwards and have an established programme of work to deliver through the expansion of our current external residential block contract and the development of a semi-independence block contract.
- We have a proactive Placements Team, working closely with corporate commissioning colleagues. We are currently seeking additional contract management capacity and a role to focus on ensuring appropriate Continuing Care contributions. This will improve the ability of this team to reduce costs by scrutinising, challenging and renegotiating packages of support with providers and maximising income from health contributions.

- We have an extensive package of support at the edge of care delivered through our Targeted Support Team (TST), Multi Systemic Therapy Team (MST) and MST Child Abuse and Neglect (MST CAN) and Edge of Care Hub, which are identifying and supporting families as an alternative to care.
- We are reviewing permanence plans and care packages on a case-by case basis. Two specific Reviews were carried out in September 2021.
- Arrangements for all 89 children in external placements were reviewed by Essex County Council which has assisted us in prioritising focus on care packages and some cost reduction.
- We have reviewed arrangements for all 131 children in care aged 17½ and over and those Care Leavers who appear to still be in some sort of supported housing. This has ensured a stronger 'grip' on care and cost.
- We have an established programme to invest in a Supported Lodgings Project with Barnardos to deliver existing savings commitments for 2021/22 onwards.
- We have an established Reunification Panel and support offer for children who may be able to leave care and return safely to family or significant others.
- We have an ongoing programme to expand our internal residential provision, opening a ninth in-house residential children's home with 4 beds to meet the needs of our most complex children.
- We are working with the STARS project to prevent placement break down; entry into care and support reunification and step down from residential to foster care.
- Following our transformation sprint (outlined below) we have identified a significant programme of work around our in-house fostering provision.

Despite this work, the presenting needs of our children and families mean that the Council is expecting to see continued increases in demand for services and also for the cost of placements to increases and these have been reflected in the Medium Term Financial Plan that is presented to the Executive Board in November. The Table below sets out the additional demand cost pressures, totalling £18.4m over the 4 financial years, which have been built into the Medium Term Financial Plan.

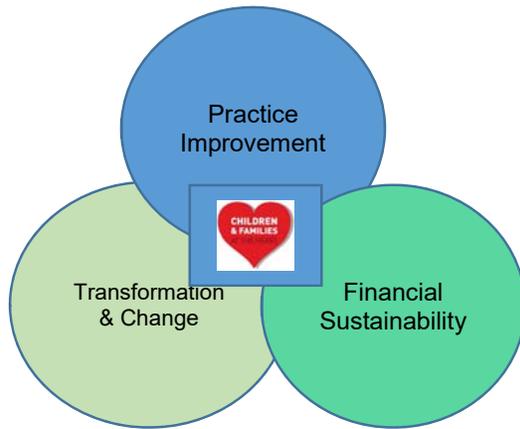
<b>Demand Cost Pressures Assumed in the Council's Medium Term Financial Plan 2022/23 – 2025/26</b>				
	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Children In Care Cost Pressures	6.5	3.6	4.0	4.3

The assumptions include an element of catch-up from the 2021/22 financial year and then assume growth of 3% per annum and 3.1% per annum in placement costs. The figures will be updated to reflect any changes in both demand and cost as the year progresses and as the impact of any transformation activity unfolds.

## **5. Transformation Activity**

We are on a journey of transforming Children's Services in the city, proactively responding to the rising, and changing, demands on our services: the needs of children and families, the increasing costs of providing those services, the pressures staff come under day-to-day and the need to continually improve the quality of the work we do.

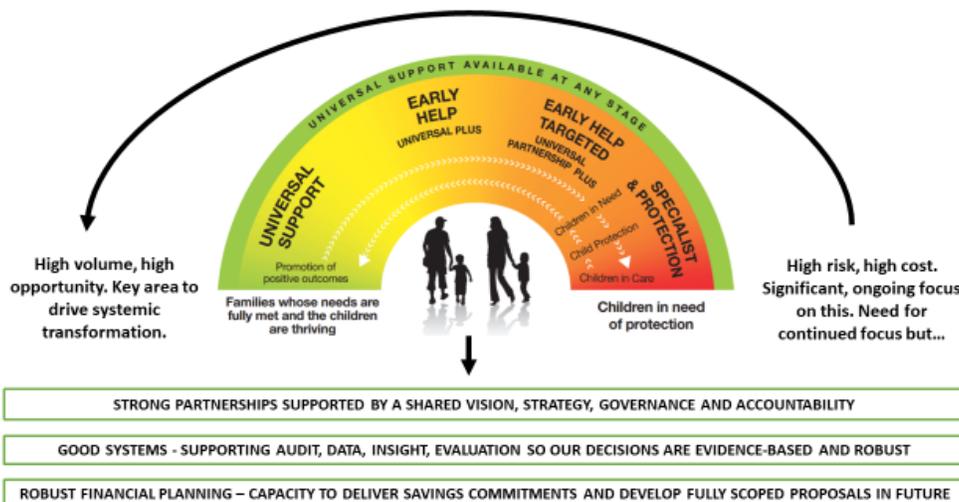
Children's Integrated Services is managing a programme of work, responding to three key drivers for change and transformation and this work will contribute towards the next phase of the Medium Term Financial Plan and delivering a balanced budget for 2022/23.



Our programme of practice improvement has been in train since our Ofsted Focused Visit in February 2020, and reviewed in our recent Focused Visit in June 2021. Progress is overseen by our Children at the Heart Improvement Board.

Alongside our Ofsted Improvement Plan, we developed a separate workstream which addresses financial sustainability with key programmes of work addressing the financial aspects of the service, including savings delivery, in-year mitigations and future planning. This programme is monitored through the Sustainability Board.

In order to ensure we achieve outcomes for Nottingham's children in a sustainable and cost-effective manner, in common with many areas, we are reviewing our service operating model. This will allow us to scope a crucial wider programme of transformation and change. This will involve work across the wider Council and partnership to ensure families get the right help at the right time, preventing escalation to costly statutory services where this is appropriate.



We are committed to doing the very best that we can for our children and their families. To support this work, we are working with our front-line staff to look at how to improve what we

do and how we do it, focussing on achieving better outcomes for children. This will ensure our service is set up, resourced and operating in the best possible way to keep children safe and ensure they can enjoy their lives and fulfil their potential in the city. During November and December our front-line staff are taking part in a series of workshops to identify what we could do better and how, so that we can develop a transformation plan founded on outcomes for children and young people.

We are being supported in this work by Newton Europe who are specialists in operational transformation. We are undertaking a rigorous process, focused on the root cause of issues, bringing specialist expertise and capacity to both support and challenge us as a service. Newton are working with frontline staff to forensically identify, design and implement effective change. This work is in train, but we are confident in the progress made already and that this will help us to identify opportunities to improve which are quantified, precise and achievable.

Newton Europe commenced their assessment in September, focusing on:

- Children in Care:
  - Preventing children from coming into care;
  - Placement type of children in care setting;
  - Placement costs and frameworks;
  - Supporting children leaving care.
- Early Help, Child in Need (CIN) and Child Protection (CP) Plans:
  - Ensuring right intervention and support;
  - Case progression

The Assessment includes the following activities:

- Review of data, live studies and discussion with members of NCC's team;
- Development of a project plan with clear performance targets together with resource requirements, owners, and timescales;
- Identification of opportunities to work with and/or train NCC's staff as part of the implementation process;
- Developing a vision for change that links to the organisational strategy

This process will allow us to identify what our priorities should be, to determine how we transform the way we work with children and their families and to put in place a programme to deliver this change.

## New Savings Proposals requiring Public Consultation

## Appendix 1

	Department	Service Area	Title of Proposal	Narrative	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m
1	People	Early Help	NGY Services	Ending the grant funding of the youth services and NGY base provided by Base 51	(0.200)	(0.180)	(0.180)	(0.180)
2	People	Early Help	Play & Youth Services - Excluding buildings	Reduction of the service to provide targeted youth provision only. All play services would cease and there will be a reduction in staffing.	(0.615)	(0.838)	(0.838)	(0.838)
3	People	Early Help	Play & Youth Services - Buildings only	Reduction of the Play and Youth buildings in line with a reduced service as above	0.000	(0.165)	(0.165)	(0.165)
4	People	Early Help	Children's Centres - Excluding buildings	The Early Help service will operate from only three Children's Centres across the City, with a reduction in staffing and early help offer to families	(0.332)	(0.449)	(0.449)	(0.449)
5	People	Early Help	Children's Centres - Building Only	Children's Centres operate from three centres. 6 Centres would close	0.000	(0.344)	(0.344)	(0.344)
6	People	Early Help	CAMHS City Wide Service	Working with the Clinical Commissioning Group and Public Health to transform Child and Adolescent Mental Health Services (CAMHS)	(0.215)	(0.215)	(0.215)	(0.215)
7	People	Children In Care	Agency Decision Maker (ADM) for Adoption and Fostering	Currently delivered by an external consultant this would be delivered in house within the senior management team	(0.019)	(0.019)	(0.019)	(0.019)
8	People	Strategy & Improvement	Management reductions in Strategy and Improvement	Reduction in management capacity within Strategy and Improvement section	(0.028)	(0.028)	(0.028)	(0.028)
9	People	Strategy & Improvement	Business Support	Savings linked to reductions in Play & Youth and Children's Centre provision	(0.200)	(0.200)	(0.200)	(0.200)
10	People	Targeted Family Support	Targeted support to children and families	Review and reconfiguration of Targeted Family Support and Edge of Care Services to consolidate and target the offer.	(0.309)	(0.309)	(0.309)	(0.309)

## Report Children & Young People Scrutiny Committee Thursday 31<sup>st</sup> March 2022

**Item Name:** Children's Transformation Programme

**Corporate Director and Lead Officer:** Catherine Underwood Corporate Director for People Ailsa Barr Director of Children's Integrated Services

**Lead Portfolio Holder:** Councillor Cheryl Barnard

### 1. Purpose:

The purpose of the report is to provide an introduction to, and update on progress with the Children's transformation programme.

### 2. Recommendations

Children and Young People Scrutiny committee to consider progress of and proposals for Children's Transformation programme

### 3. Proposal or Issue:

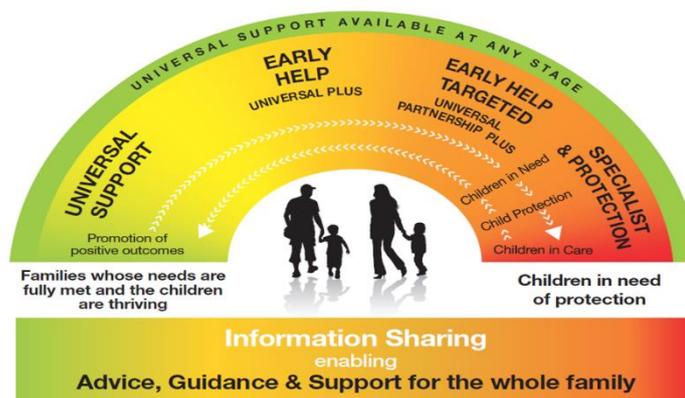
#### 3.1 Context

Providing support to children in need of care and protection, and their families, is one of the key priorities for Nottingham City Council. It reflects significant statutory responsibilities and reflects the Council's commitment to and ambition for the children in our city. The Council's Strategic Plan sets this out in the "Child Friendly City" priority.

As part of the Council's improvement journey, developed in response to the Non-Statutory Review of 2020 and the subsequent requirements, the Council is committed to delivering its statutory responsibilities and priorities within a clear medium term financial plan. This underpins the need for sustainable children's services which deliver outcomes for children and families within an affordable budget.

The transformation programme for Children's Integrated Services is founded on the principles of improving outcomes for children, learning from elsewhere and designing a solution which is right for Nottingham.

In March 2021 a report was presented to Children and Young People Scrutiny Committee detailing the Children's Integrated Service improvement programme following the Ofsted Inspection in 2018 and the Focused Visit in 2020. Following this report there was a subsequent Focused Visit in July 2021 and an updated improvement plan was developed. Transformation recognises and responds to this context of service improvement.



This diagram above is the Nottingham model of universal prevention, early help and specialist services. If needs cannot be met with universal services practitioners will need to consider early help and more targeted or specialist and protective support is required.

### 3.2 The diagnostic assessment of Children's Services:

A diagnostic assessment of the Children's Social Care service conducted from October to November 2021, which compared NCC service activities to similar councils elsewhere, identified:

- a number Children in Need (CIN) and Child Protection (CP) plans could have been prevented through an earlier intervention
- a number of CIN and CP plans ran on for longer than necessary
- a revised focus on early intervention would avoid children being taken into care
- there is scope to increase the number of children in foster care with a corresponding reduction in residential care
- there is potential to enable more children in care to leave care earlier than is currently enabled.

Moreover, this assessment demonstrated that the implementation of a service redesign programme, centred on improving outcomes for children supported by NCC, would also result in a significant reduction in forecasted expenditure growth currently assumed within the Medium-Term Financial Plan (MTFP).

The diagnostic process was undertaken through workshops reviewing cases to establish if the right outcomes were achieved and if not what were the barriers. This output formulated the proposals contained within the outline business case (OBC) and that through improved children's outcomes recurrent annualised gross financial benefits of £11.2m - £16.1m from the target and stretch programme respectively, can be achieved after an 8 year period when all workstreams are at maximum delivery benefit.

Following the diagnostic assessment a business case was developed for the proposed Children's transformation programme that would see Nottingham City Council (NCC) improve the outcomes, safety and experience of the children supported by NCC.

Due to the size, scale and pace of the transformation programme needed, NCC would need to procure an external delivery partner to provide the experience, expertise and capacity to deliver on the values set out in this document.

In conjunction with this requirement and after a rigorous diagnostic in October/November 2021 with Children's Services colleagues, further resource investment was identified for Children's specialists to support the delivery partner which has been updated further as the business case has developed.

To align to the current MTFP period, by the end of financial year 2025/26, the gross financial benefits from the target programme will be:

Annually - £9.3m and cumulatively - £20.7m.

This programme will also be a significant enabler on the Authority's journey to improve outcomes for children, young people and their families and therefore links positively with the children's improvement journey.

### 3.3 Supporting change

Due to the ambition and scale of change required, significant additional external resource will be needed to deliver the financial and non-financial benefits. This resource will provide the capacity and expertise needed and has been assumed as a cost throughout the OBC. This resource has also been assumed when calculating the risk assessment of this programme, any change to that assumption will impact the overall cost, savings and risk value.

External commissioning of resources would be based on the appropriate procurement process, post award contract management and necessary approvals.

## 4. The transformation programme:

### 4.1 The scope of the programme

The transformation programme is focused across all of Children's Social Care, from Early Help (EH) including Play and Youth (P&Y), through Child in Need (CIN) and Child Protection (CP) plans and all the way through to Children in Care (CIC). **Fundamentally the programme is designed to improve the outcomes of Nottingham's young people and families.** This will be achieved by working with practitioners across the service to design and implement a new operating model that will:

- **Help families stay together** more safely and with greater resilience using effective targeted interventions. This will significantly reduce the trajectory of growth of children in care of the Authority
- **Ensure the most timely and effective support is consistently provided from early help through CiN and CP.** This will be a significant driver of service quality and risk as well as reducing future establishment growth requirements

- **Reduce bottlenecks and improve processes** and ways of working to help practitioners spend more time helping young people, and gain greater satisfaction from their roles
- **Improve commissioning and recruitment processes** around residential and foster careers
- Support Nottingham on the journey to **establish consistent good practice** and the operating environment required to sustain this
- Work with supporting functions in the Authority including finance, data, HR and others to enable this ambitious change programme
- **Creating a legacy of change approach** and skills transfer to NCC to ensure the maximum sustainability of change is achieved

Improvement in these processes and practices will deliver the cost reductions referred to above.

## 4.2 Objectives and Outcomes

The objectives of the transformation programme business case are summarised in the table below and are based on full financial benefit by year 8 of the programme after 12-18 months of implementation. For each objective there is a target operational volume with associated financial opportunities. These are net of the resources identified in October/November 2021 and the project is expected to deliver within the range.

<i>Description</i>	<i>Target</i>
Avoidance of children coming into the care of Nottingham through better use of targeted, timely and effective interventions and familial placements as appropriate.	35 additional children supported per year
Safely support the children in friends and family placements to transition to SGO.	20 additional children supported per year
Successfully support more children per year to safely reunify.	4 more children reunifying per year
Reducing the delays experienced by children leaving care to reunification, adoption or SGO	5-week reduction in average duration
Effectively close plans first time to avoid future plans. Bringing repeat CIN / CP plans down with targeted, effective and understandable interventions	141 fewer (CIN) 89 fewer (CP) ...children needing our support each year
Increasing the visibility and control that we have around our plans, reducing durations to those of the most effective teams.	6-week reduction (CiN) 2-week reduction (CP) ...on the length of time children have to spend on a plan
Increasing the net number of foster carers (leavers and joiners)	11 additional foster carers per year
Increasing our block residential provision	10 additional block beds

NET BENEFIT BY YEAR 8	10.610
Add back Implementation costs	0.631
GROSS BENEFIT BY YEAR 8	11.241

### 4.3 Scope

The proposed project of work contains two elements:

The first is a transformation programme encompassing the previously stated objectives and the second is a further assessment looking into the area of special education needs (SEN) and Assisted School Transport (AST).

#### a) The transformation programme:

Considering the above objectives and opportunities identified through the Oct-Nov 2021 assessment, although subject to change, an indicative series of workstreams has been developed:

- **Pathways to permanence (SGO/reunification)** – Increasing the number of children supported to permanence through the SGO or reunification channels.
- **Edge of Care** – Supporting less children to require NCC care through increasing the number of children who can be supported with effective and targeted interventions.
- **Plan quality / duration** – Looking at the effectiveness of intervention and the management of our plans. This will also involve development and deployment of establishment modelling
- **Fostering** – Increasing the net number of foster carers with NCC Commissioning – Ensuring the correct capacity at improved unit costs exists, with full consideration of the operational changes to be delivered
  - **Supporting workstreams** – A number of enabling workstream will be required to support the programme and these will include working across functions such as management, BI, finance alongside looking at how the service distributes its skilled staff.

#### b) The SEN assessment:

A Diagnostic of the SEN service is proposed which will be akin to the Diagnostic of Children's Social Care undertaken already. This will identify opportunities to improve outcomes and ways of working and reduce cost.

There are **no benefits realisation captured for this at present**. This will be developed as the programme progresses.

## 5. Formal Consideration of Implications

5.1 The following implications of the children's transformation programme:

- Financial Implications
- Legal Comments
- Procurement Comments

- Risk Management
  - HR Considerations
- Are addressed within the following reports:

- Executive Board on 22 February 2022:
  - [MTFP 2022/23 to 2025/26 and](#)
  - [Childrens Social Care Service Redesign](#)
- City Council on 7 March 2022
  - [Budget 2022/23](#)

## 6. Next Steps

- 6.1 Transformation specification for procurement is completed and timescales for planning and implementation have been finalised.

It is anticipated that the Transformation Delivery Partner start delivery onsite in May 2022, subject to successful procurement exercise.

The table below outlines key dates and milestones for the next steps.

<i>Stage</i>	<i>Date</i>
<i>Invitation to Submit Initial Bid issue date</i>	<i>14/03/2022</i>
<i>Deadline for tenderer clarification requests</i>	<i>24/03/2022</i>
<i>ITSIB tender return date</i>	<i>28/03/2022</i>
<i>Negotiation round</i>	<i>04/04/2022</i>
<i>Invitation to Submit Final Bid (ITSFB) issue date</i>	<i>11/04/2022</i>
<i>ITSFB tender return date</i>	<i>19/04/2022*</i>
<i>Contractor outcome notification by</i>	<i>25/04/2022</i>
<i>Contract start date</i>	<i>May 2022</i>

**Children and Young People Scrutiny Committee  
6 June 2022**

**Work Programme**

**Report of the Head of Legal and Governance**

**1. Purpose**

- 1.1 To consider the Committee's work programme for 2022/23 based on areas of work identified by the Committee at previous committee meetings, the informal meeting of the Committee to scope its work programme for the year ahead and any further suggestions raised at this meeting.

**2. Action required**

- 2.1 The Committee is asked to note the work that is currently planned for the municipal year 2022/23 and make amendments to this programme as appropriate.

**3. Background information**

- 3.1 The purpose of the Children and Young People Scrutiny Committee is to carry out the statutory overview and scrutiny function in relation to matters affecting children and young people.
- 3.2 The Committee is responsible for setting and managing its own work programme to fulfil this role.
- 3.3 In setting a programme for scrutiny activity, the Committee should aim for an outcome-focused work programme that has clear priorities and a clear link to its roles and responsibilities. The work programme needs to be flexible so that issues which arise as the year progresses can be considered appropriately.
- 3.4 Where there are a number of potential items that could be scrutinised in a given year, consideration of what represents the highest priority or area of risk will assist with work programme planning. Changes and/or additions to the work programme will need to take account of the resources available to the Committee.
- 3.5 The current work programme for the municipal year 2022/23 is attached.

**4. List of attached information**

- 4.1 Appendix 1 – Children and Young People Scrutiny Committee 2022/23 Work Programme
- 4.2 Appendix 2 – Children and Young People Scrutiny Committee Terms of Reference

**5. Background papers, other than published works or those disclosing exempt or confidential information**

- 5.1 None

**6. Published documents referred to in compiling this report**

6.1 None

**7. Wards affected**

7.1 All

**8. Contact information**

8.1 Jane Garrard, Senior Governance Officer  
Tel: 0115 8764315  
Email: [jane.garrard@nottinghamcity.gov.uk](mailto:jane.garrard@nottinghamcity.gov.uk)

## Children and Young People Scrutiny Committee 2022/23 Work Programme

Date	Items
9 June 2022	<ul style="list-style-type: none"> <li data-bbox="629 268 1823 400">• <b>Implementation of agreed budget savings</b> To review progress in implementation of budget savings relating to Children’s Integrated Services and the development of transformation of children’s centres and play and youth services.</li> <li data-bbox="629 440 1648 507">• <b>Family Hubs</b> To look at the possible future of family hubs and associated service design.</li> <li data-bbox="629 547 1037 576">• <b>Work Programme 2022/23</b></li> </ul>
28 July 2022	<ul style="list-style-type: none"> <li data-bbox="629 647 1070 676">• <b>Holiday Activity Programme</b></li> <li data-bbox="629 716 1037 745">• <b>Work Programme 2022/23</b></li> </ul>
3 November 2022	<ul style="list-style-type: none"> <li data-bbox="629 823 1749 890">• <b>Children’s Integrated Services Improvement Plan Update</b> To review progress in action being taken to improve Children’s Integrated Services</li> <li data-bbox="629 930 2002 1029">• <b>Youth Justice</b> To review improvements that have been made in relation to the Youth Justice Service, with a focus on responding to the findings and recommendations of HMIP Inspection of Youth Justice Services</li> <li data-bbox="629 1069 1037 1098">• <b>Work Programme 2022/23</b></li> </ul>
1 December 2022	<ul style="list-style-type: none"> <li data-bbox="629 1169 1839 1339">• <b>Nottingham City Safeguarding Children Partnership Annual Report 2021/22</b> To receive evidence from the Safeguarding Children Board regarding work to safeguard children in the City; scrutinise the work of the Board, including consideration of its 2020/21 Annual Report; and identify any issues or evidence relevant to the Committee’s work programme.</li> <li data-bbox="629 1378 1397 1445">• <b>Children’s Integrated Services Transformation</b> To review progress with the transformation programme.</li> </ul>

Date	Items
	<ul style="list-style-type: none"> <li>• <b>Medium Term Financial Plan</b> To consider the in-year position; review progress in implementation of agreed savings for 2022/23; and consider budget proposals for 2023/24</li> <li>• <b>Work Programme 2022/23</b></li> </ul>
26 January 2023	<ul style="list-style-type: none"> <li>• <b>Child Exploitation</b> <i>Focus to be determined</i></li> <li>• <b>Work Programme 2022/23</b></li> </ul>
30 March 2023	<ul style="list-style-type: none"> <li>• <b>SEND</b> To review progress in responding to the issues raised in the review of SEND, with a focus on communications and engagement with parents and families.</li> <li>• <b>Work Programme 2023/24</b></li> </ul>

## **Children and Young People Scrutiny Committee**

### **Terms of Reference**

#### **Description**

The Children and Young People Scrutiny Committee (the Committee) is a politically balanced Non-Executive Committee of Council. It is established to discharge functions conferred by the Localism Act 2011 in relation to matters affecting children and young people. The Committee is accountable to Council and will report annually to Council on its activities during the previous year.

The Committee will offer constructive review, feedback and challenge to the Council's Executive and other relevant local decision makers on their decisions, actions, policy, strategy and performance.

#### **Purpose**

The purpose of the Children and Young People Scrutiny Committee is to:

- (a) hold local decision-makers, including the Council's Executive and the Boards of the Council's group of companies, to account for their decisions, actions, performance and management of risk relating to children and young people
- (b) review existing policies and strategies of the Council and other local decision-makers where they impact on Nottingham children and young people
- (c) contribute to the development of new policies and strategies of the Council and other local decision-makers where they impact on Nottingham children and young people
- (d) explore any matters affecting Nottingham and/ or its children and young people
- (e) make reports and recommendations to relevant local agencies with respect to the delivery of their functions, including the Council and its Executive

#### **Objectives**

The Children and Young People Scrutiny Committee will:

- (a) develop and manage a work programme to ensure all statutory and other roles and responsibilities are fulfilled in relation to matters relating to children and young people to the required standard and which covers review and development of key strategic issues, policies and strategies relevant to Nottingham and its residents, and which adds value through the examination of issues of local importance and concern, in accordance with the scope and approach set out in Article 11 – Overview and Scrutiny.
- (b) to work with the other scrutiny committees to support effective delivery of a co-ordinated overview and scrutiny work programme
- (c) monitor the effectiveness of its work programme and the impact of outcomes from overview and scrutiny activity
- (d) regularly review the decisions, actions and performance of the Council's Executive and other relevant local decision makers, including the Council's group of companies, in order to fulfil its role in holding those decision makers to account.
- (e) consider any relevant matter referred to it by any of its members and consider any relevant local government matter relating to children and young people referred to it by any Nottingham City Councillor.

The Overview and Scrutiny Committee has no decision making powers but has the power to:

- (a) require members of the Council's Executive, and certain other local decision makers, to: provide information to the Committee, to attend meetings, and answer questions posed by the Committee in relation to their Executive role
- (b) invite other persons to attend meetings of the Committee to provide information and/ or answer questions
- (c) make recommendations and provide reports to relevant decision makers, and in particular the Council's Executive, on matters within their remits. The Council's Executive and other relevant decision makers have a duty to respond in writing to such recommendations within two months of receipt.

Further detail on the rules and procedures relating to Overview and Scrutiny can be found in Article 11 - Overview and Scrutiny.

### **Membership and Chairing**

The Children and Young People Scrutiny Committee has 9 members.

Members of the Executive are excluded from membership of the Committee.

Executive Assistants responsible for assisting on a Portfolio within the remit of this Committee are excluded from membership of this Committee.

The Chair of the Committee will be appointed by Full Council at its Annual General Meeting. The Chair cannot be a Chair of the Board of any of the Council's Group of companies.

The Children and Young People Scrutiny Committee may choose to appoint co-opted members to the Committee. Voting arrangements for co-optees will be in accordance with the scheme of voting rights for co-opted member of overview and scrutiny committees set out in Article 11 – Overview and Scrutiny.

When the Committee plans to consider a matter that relates to an education function which is the responsibility of the Executive, the statutory education co-optees\* must be invited to be full and equal members of the Committee with voting rights for that specific item.

\*Church of England Diocese representative (if the local authority maintains one or more Church of England schools)/ Roman Catholic Diocese representative (if the local authority maintains one or more Roman Catholic schools)/ Parent Governors representatives (if the local authority maintains one or more schools).

### **Substitutes**

Substitute members are permitted for this Committee.

### **Quorum**

The standard quorum for Council committees applies to this Committee.

### **Frequency of Meetings**

The Committee meets six times a year.

**Duration**

There is no limit on the lifespan of the Children and Young People Scrutiny Committee.

