

**NOTICE OF MEETING**

<b>Meeting</b>	Children and Young People Select Committee
<b>Date and Time</b>	Wednesday, 8th November, 2017 at 10.00 am
<b>Place</b>	Ashburton Hall, Elizabeth II Court, The Castle, Winchester
<b>Enquires to</b>	<a href="mailto:members.services@hants.gov.uk">members.services@hants.gov.uk</a>

John Coughlan CBE  
Chief Executive  
The Castle, Winchester SO23 8UJ

**FILMING AND BROADCAST NOTIFICATION**

This meeting may be recorded and broadcast live on the County Council's website. The meeting may also be recorded and broadcast by the press and members of the public – please see the Filming Protocol available on the County Council's website.

**AGENDA****1. APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

**2. DECLARATIONS OF INTEREST**

All Members who believe they have a Disclosable Pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Part 3 Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore all Members with a Non-Pecuniary interest in a matter being considered at the meeting should consider whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, consider whether it is appropriate to leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with the Code.

**3. MINUTES OF PREVIOUS MEETING (Pages 3 - 12)**

To confirm the minutes of the previous meeting

**4. DEPUTATIONS**

To receive any deputations notified under Standing Order 12.

Approx.  
Timings

5.	<b>CHAIRMAN'S ANNOUNCEMENTS</b>	
	To receive any announcements the Chairman may wish to make.	
6.	<b>SPECIAL EDUCATIONAL NEEDS AND DISABILITY REFORMS - HAMPSHIRE AREA POST-IMPLEMENTATION UPDATE</b> (Pages 13 - 28)	45 minutes
	To consider an update on the implementation of the Special Educational Needs and Disability reforms following the Committee's previous consideration of this item.	
7.	<b>CHILDREN WITH DISABILITIES SERVICE</b> (Pages 29 - 42)	45 minutes
	To consider an update on services for children with disabilities, to include information on short breaks.	
8.	<b>CHANGES TO THE SCHOOL FUNDING FORMULA</b>	45 minutes
	To receive a presentation on the changes to the School Funding Formula, and how these will impact on Hampshire schools.	
9.	<b>WORK PROGRAMME</b> (Pages 43 - 48)	5 minutes
	To consider and approve the Children and Young People Select Committee Work Programme.	

**ABOUT THIS AGENDA:**

On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.

**ABOUT THIS MEETING:**

The press and public are welcome to attend the public sessions of the meeting. If you have any particular requirements, for example if you require wheelchair access, please contact [members.services@hants.gov.uk](mailto:members.services@hants.gov.uk) for assistance.

County Councillors attending as appointed members of this Committee or by virtue of Standing Order 18.5; or with the concurrence of the Chairman in connection with their duties as members of the Council or as a local County Councillor qualify for travelling expenses.

# Agenda Item 3

AT A MEETING of the Children and Young People Select Committee of  
HAMPSHIRE COUNTY COUNCIL held at The Castle, Winchester on  
Wednesday, 20th September, 2017

Chairman:  
p Councillor Ray Bolton

Vice-Chairman:  
p Councillor Roz Chadd

**Councillors:**

p Jackie Branson  
p Zilliah Brooks  
p Fran Carpenter  
p Steve Forster  
a Marge Harvey  
p Wayne Irish  
a Gavin James

p Kirsty Locke  
p Russell Oppenheimer  
p Neville Penman  
p Jackie Porter  
a Robert Taylor  
p Malcolm Wade  
p Michael Westbrook

**Substitute Members:**

p Councillor Pal Hayre, Conservative

**Co-opted Members:**

a Caroline Edmondson: Primary School Parent Governor Representative  
VACANT: Secondary School Parent Governor Representative  
VACANT: Special School Parent Governor Representative  
a Jeff Williams: Church of England Schools Representative  
VACANT: Roman Catholic Schools Representative

**At the invitation of the Chairman:**

p Councillor Peter Edgar – Executive Member for Education  
p Councillor Keith Mans – Executive Lead Member for Children’s Services

**16. APOLOGIES FOR ABSENCE**

Apologies were received from Councillors Marge Harvey and Robert Taylor. Councillor Pal Hayre was in attendance as the Conservative Deputy Member. Apologies were also received from Councillor Gavin James and parent governor co-opted member Caroline Edmondson.

The Chairman informed the meeting that Cllr Roz Chadd, the Vice Chairman, would be late to the meeting.

**17. DECLARATIONS OF INTEREST**

Members were mindful that where they believed they had a Disclosable Pecuniary Interest in any matter considered at the meeting they must declare that interest at the time of the relevant debate and, having regard to the circumstances described in Part 3, Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter was discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore Members were mindful that where they believed they had a Non-Pecuniary interest in a matter being considered at the meeting they

considered whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, considered whether it was appropriate to leave the meeting whilst the matter was discussed, save for exercising any right to speak in accordance with the Code.

Councillor Jackie Porter made a non-pecuniary interest, as she is a Chair of an organisation that has previously received a grant from Children's Services, and a Chairman of a Pre-School that receives early years funding.

Councillor Malcolm Wade made a non-pecuniary interest, as he sits on an organisation that has previously received a grant from Children's Services.

Councillor Peter Edgar, the Executive Member for Education, who has a standing invitation to attend and speak to the Committee, noted a non-pecuniary interest, which is that he is a lifelong member of the National Association of Head Teachers.

## **18. MINUTES OF PREVIOUS MEETING**

The Minutes of the meeting held on 10 July 2017 were confirmed as a correct record and signed by the Chairman.

## **19. DEPUTATIONS**

The Committee did not receive any deputations.

## **20. CHAIRMAN'S ANNOUNCEMENTS**

The Chairman gave one announcement to the meeting:

### Parent Governor Elections

The Chairman highlighted that the Committee were currently seeking nominations for the two vacant parent governor co-opted member positions it has, which covered secondary and special schools. Members were asked to make parent governors in their areas who would be interested in this opportunity aware of the vacancies and to encourage them to fill out the nomination form and return it by the deadline.

## **21. TRANSFORMATION TO 2019 - REVENUE SAVINGS PROPOSALS**

The Committee received a report and presentation from the Director of Children's Services and his representatives, which provided an overview of the revenue savings proposals for Transformation to 2019 (see Item 6 in the Minute Book).

Members heard an overview of the key findings of the balancing the budget consultation held by the County Council the previous summer, and noted that all of departments in the Council had been asked to proportionately contribute a further 19% saving of their budget by April 2019. For children's services, this resulted in an overall requirement of £30.1m. An overview was provided of the

Department's success in the Transformation to 2017 savings, which had seen a total of £21.5m achieved, including restructuring the family support service, which the Committee had considered in detail.

As the vast majority of the Children's Services spend is external, such as on the cost of placements in foster and residential care, and the entire staffing budget is less than £40m from a £148.9m budget, it would not be possible to find savings only from staffing costs. Therefore a significant proportion of the proposed savings centred around changes in delivering children's social care, and providing only the statutory entitlement under home to school transport, as well as other changes to provision.

The Transformation to 2019 (T19) programme would be a much tougher savings round, as there were no longer minor savings to be found, and cost reduction now required much wider transformational thinking. It was particularly difficult for Children's Services, as the authority was already lowly-funded, compared to its peers, spends most of its budget externally, and has statutory duties which must be protected. The principles underpinning this programme remained the same, and centred around six core statements:

- Ensuring a safe and effective social care system;
- Ensuring sufficient capacity to lead, challenge and improve the schools system to help ensure improved outcomes for all, but particularly more vulnerable groups;
- Tightly target limited resources according to the needs of children;
- Secure, targeted, and co-ordinated early help provision;
- Sustaining and developing high quality and financially competitive sold services;
- Maximising the opportunities to create efficiencies and maintaining and enhancing services through partnership arrangements.

There were four strands to the T19 programme for social care transformation, which made up the majority of the Children's Services savings, which included:

- Reducing the number and cost of children looked after (£17.9m);
- Infrastructure and organisation redesign (£3m);
- Review of Swanwick Lodge (£470k); and
- Reduction in the 0-19 grants (£500k)

There were currently approximately 1,500 children were in care, around 46 per 10,000 children. The Department believed this could be safely reduced by 410 by 2021/22, noting that these figures have to date been rising, but that transformation work had begun to decrease this locally. Hampshire was one of only seven local authorities nationally, picked from the best performing, to take part in a Department for Education pilot aimed at transforming care, noting that with the number of children in care going up year on year, and the average placement cost being £55,000 plus staff costs, that this is not sustainable. Around 40% of all children in care are teenagers, and it was known that outcomes for teenagers were worse. By focusing on the cohort of teenagers, and making social care services more adaptive to meeting the challenges that result in teenagers going into care, there should be a reduction in the number ending up in a care setting. Many of these children were going into care because parents feel unable to cope with the complex behaviours teenagers display and the issues they face in their generation, and parents lack the emotional resilience to deal with these challenges.

The aim of the transformational work for children's social care would be to become a family service, focusing on the child but also on the wider family setting, tackling issues such as mental health, domestic abuse, and substance misuse in parents alongside the needs of the child. To this end, other agencies would need to be involved to provide help for these issues. This approach has been piloted, so it was known that the approach works. It would also be important to reduce the amount of bureaucracy faced by social workers, ensuring that they have the capacity to deliver meaningful interventions. It was believed that by making these changes and operating in line with the vision set out, the Department could safely reduce the number of children in care. It was accepted that children will always need care, but the aim would be to return them to a family setting (where appropriate) as quickly as possible, with family reunification for older children the focus. In taking this approach, the aim of the Department was to reach the best possible outcomes for children and their families, to become an outstanding authority, to continue to keep children safe, and to operate within the budget.

The savings around infrastructure and organisation redesign centred on remodelling, reducing and restructuring teams which would bring about a saving of approximately £3m, and the £470k from Swanwick Lodge would be as a result of increasing the charges to commissioners.

The T19 work programme for children with disabilities would save approximately £3m, and focused on long term care that could be provided in a different way, with a view to redesigning the service so it moved away from institutional ways of providing homes and care, to one that was more responsive to children's needs. This area of savings also focused on a better use of technology and being smarter about how services work, e.g. through exploring market products which enable stretched staffing resource to be replaced with sensors or alarms. Another area of focus would be the short breaks service, which was not as efficient as it could be. Any proposed changes to this area, however, would be part of a Stage Two consultation.

The school improvement service savings focused on grant funding, removing a final £59k of core funding for the music service. However this was a very small part of the overall funding for the music service, which has a circa £6.5m overall budget mostly contributed to by the Arts Council or as a sold service to schools. Therefore the Department were confident that this could be removed without impacting significantly on the service.

The savings of £979k in education high needs related to:

- Reducing the early years admin function;
- Reviewing Hampshire Futures;
- Reforming the Special Educational Needs (SEN) and Inclusion Service; and
- Reviewing the Virtual School for children looked after.

By March 2018 it was expected that all SEN statements would have been transferred over into the new Education, Health and Care Plans, and this will therefore release staff capacity and will give an opportunity to better understand how the Plan process should work, in order to make it more efficient in future. Work would be taking place around this team and the Inclusion Service, as it has

been found that the two groups duplicate some areas of work, so merging the teams should bring about a saving.

The savings under Home to School transport would save approximately £2.8m, by reviewing the policy and setting delivery at the statutory minimum, by making changes which would make the cost of providing transport cheaper, and by improving infrastructure which would lessen home to school transport for the reason of unsafe walking routes. The Director had previously spoken to the Committee about his views on Home to School transport, which he felt was essentially a tax on County Councils as the legislation was unlikely to impact on urban city authorities due to the distances involved. Home to School transport rules are set out in legislation and therefore the Council would need to be careful when implementing changes to ensure that the statutory service it is obliged to provide exists, but could make changes to reduce the number of exceptions granted. The Department and Executive Members continued to lobby central government about the unfairness of the legislation, but given that any changes would require primary legislation it was unlikely that time would be given to it, as the legislative space was likely to be taken up with the UK's exit from the European Union. Any changes made locally could be subject to a Stage Two consultation.

Savings around support services of approximately £924k related to continued reductions in cost when providing an administrative function (such as printing and postage), better uses of technology, and other back office changes.

The report contained Equality Impact Assessments for each saving proposal work programme, and some areas would require further consultation as noted. The next steps after Select Committee would be for the Executive Lead Member to consider the proposals and to submit them to Cabinet for further review. A final form of proposals would then be considered by County Council in November, and the further development of the proposals, and timetable for their implementation, would take place after this time, subject to any consultation work.

In response to questions, Members heard:

- That the social care teams would always take a child into care if there were no alternatives, or should there be concerns about abuse or neglect in the home.
- That part of the social care reform work would be to operate as multi-disciplinary teams with a shared approach to tackling the issues that underlie why a child may be taken into care. Teachers and school representatives should form part of these groups, with the onus no longer being on just the social worker or just the teacher trying to help the child. Any changes to the processes used for delivering interventions will be monitored to ensure that this isn't having an impact on one particular agency, i.e. a greater impact on schools or teachers.
- The Executive Lead Member was particularly keen to ensure that the thought process behind the proposals was to ask if the wider public sector would benefit from these changes, noting that these might not be related to spend; there may be reduced contacts in another organisation, or better working relationships, as a result of the work Hampshire County Council may be undertaking. More organisations sharing the benefit of working

differently led to a greater level of senior officer buy-in to the concept of multi-agency teams.

- The report did detail the need for Hampshire to recruit a greater number of social workers to effectively implement the transformed social care model. The Department were in discussion with corporate finance about this aspect of the programme, as there would be a 'spend to save' element. Recent recruitment drives had been successful, particularly the graduate training programme which had seen an increase in the number of individuals choosing Hampshire to start their career in. The challenge would be to retain them, ensuring that workloads are protected to allow time for study and learning.
- The Department had looked carefully at the data on the number of contacts and referrals into children's social care, and it had been found that in any one month the Multi-Agency Safeguarding Hub (MASH) received up to 6,000 separate contacts, which then needed to be filtered to pick up those that needed referring on to teams, requiring significant resource. Approximately 70% of these contacts are resolved or do not require action by the social care team, and of these a disproportionately high level are from schools in Hampshire. Therefore work needed to take place to identify why this high number of referrals are happening, what is taking place up until this point, and what more can be done to ensure that teachers and other school staff understand the appropriate thresholds for referral. Part of this may be professional wanting to ensure that they refer every issue which may be of concern, rather than exploring these locally and only referring if appropriate.
- Part of the social care transformation work aimed to build greater resilience in families and communities, and part of the role of the new family support service would be to aid this, helping families to help themselves, with referring to children's social care a last resort, rather than an immediate option.
- The primary aim of any agency tasked with safeguarding children is wherever possible to ensure that they can safely be kept out of care, preferably in a familial setting. This would be the main driver of the service regardless of the need to make savings. It should be families look after children, not the state, unless in extreme circumstances, a premise which is enshrined in law.
- Swanwick Lodge is a difficult environment to work in, and the job roles the unit offered were rewarding but very tough. The previous premise of the revenue stream had been keeping the Lodge at full occupancy, but the Department aimed to reduce the maximum number that can be safely accommodated at any time, to make it a better environment and to make the best use of resources. The additional income set out would be achieved by putting up the price to commissioners for placements, as market research had shown that there is an under-supply but high need for them, and even at a higher price the rate is still under that offered by private non-secure units elsewhere in the Country.
- That the net figure for the number of children looked after last year was approximately -25. This number included those assigned to Hampshire through the clearing of the Calais refugee camp, and the number of children being placed on a 'care at home' order by the Courts.



- Currently Hampshire looks after approximately 80 asylum-seeking children, whose costs should be covered by central government, although it was believed that the cost of care was slightly higher than the funding received.
- Children's Services would need to spend to save in some areas, with capital infrastructure, accommodation and IT investment required to implement the new social care model, and changes to Home to School transport. However, this would be offset by other savings, such as releasing accommodation and the better use of technology.
- In relation to the proposals around children with disabilities, the feedback received by the service was often that older children wanted to be more independent and take more risks when choosing what support they received, whereas parents tended to be more cautious and keen to stick to traditional services. The Director's view was that services needed to listen more to children about how they want their needs to be met, especially during transition periods where often young adults face a cliff-edge of service provision as the same opportunities are not offered in adult services. The aim would be to try and prepare children for adulthood as much as possible. Reviewing whether high-cost placements are appropriate, or if greater life opportunities can be sought by individuals living in the community, with the aim of enabling rather than solely protecting. There was ongoing dialogue with the Hampshire Parent Carer Network to this end, and further work would require a consultation, should the proposals be agreed.
- The changes to the School Funding Formula meant that Hampshire schools would be better off by £34m, at a time when Hampshire County Council would be reducing its spend by another £140m, so some difficult dialogue needed to take place with education leaders to see where some transfer of responsibilities for school improvement and avoiding exclusions could take place.
- The aim of the Equality Impact Assessments was to flag where there could be risk to different population groups should mitigations not be put in place. The Department were confident in the mitigations suggested for the proposals, to ensure that unfair impacts were not seen across the County.
- The T19 programme would require appropriate and timely communication with all staff to ensure that they understand the rationale for change, and are on the same journey of transformation. The threshold for services would not change as a result of the savings proposal, but the way staff approach them would require a culture shift of thinking around intervention and prevention.
- On grant reductions, it was important to note that these aren't long-term contracts, and were aimed to be short-term start-up funds for initiatives which then find alternative funding streams. There have historically sometimes been a reliance of organisations and community groups on grants as core funding, and this would need to change. Further, the transfer of Public Health into the Council has enabled the County to see where there is a duplication of effort, e.g. multiple counselling contracts to different organisation for the same issue.

The Chairman moved to debate, where discussion was held on what had been heard in the meeting, and a plea was made to the Executive Lead Member to be mindful of Members' views when taking a final decision. Assurance was provided that the Select Committee's views had been taken on board, and greater

discussion would be held at a later date should Cabinet and County Council agree the transformation programmes suggested.

The Chairman moved to the recommendation as set out in the paper:

*That the Committee support the submission to Cabinet of the proposed savings options contained in the report and its Appendix 1*

A vote was taken on the proposed recommendation:

For:	10
Against:	4
Abstained:	0

RESOLVED:

That the Committee support the submission to Cabinet of the proposed savings options contained in the report and its Appendix 1

## **22. CHANGES TO EARLY YEARS FREE HOURS ENTITLEMENTS**

The Committee received a report and presentation from the Director of Children's Services and his representatives providing an overview of the changes to early years free hours entitlements in the County (Item 7 in the Minute Book).

The Committee heard that the report provided further information to Members on top of the overview of free hours entitlements, as it also provided an outline of the wider service.

Members heard that the main change to free early years education was an extension to the entitlement, from the previously offered universal 15 free hours for all three and four year olds, to now include an additional 15 hours of free early years education for those parents which met a set of criteria. This brought the total offer to 30 free hours. There were currently over 1,500 registered providers of early years education, with Hampshire making up approximately 3% of the national provision of these services. Approximately 77% of these would be offering the new extended entitlement.

There had been a marked shift in the early years market place, with most providers no longer only offering places matching the academic year; most now offer over 39 weeks, with 32% offering 48 – 52 weeks per year coverage.

The allocation of funding for services has been based on the early years census, and of the funding received at least 95% of it must be allocated to providers. There was now a funding formula that was nationally-set (Early Years National Funding Formula) which the local authority uses to set provider hourly rates, with additional funding for deprivation, early years pupil premiums, SEN inclusion, and the disability access fund. There remained concerns in the sector about the affordability of the additional free hours, especially if all eligible parents applied for places.

There were a number of challenges for providers which needed careful monitoring to ensure that provision remained sufficient across the County. These included areas such as increases in expenses (including the national living wage introduction and the impact of business rate changes) and issues with premises. There were also a number of challenges for parents, such as ensuring that they re-confirmed their eligibility when prompted, and were aware of how to apply, what providers offered and what additional charges could be levied. Hampshire County Council also faced challenges in ensuring that the budget pressure through the Department for Education not meeting the expected allocation amount was managed, and that sufficiency was monitored.

The Department had undertaken a significant amount of work as an 'early innovator' with providers and parents to ensure that the new entitlements could be implemented smoothly. To date, the Council had managed to convey the message about early years to over 7,000 parents who had positively registered and confirmed their eligibility for the scheme, making Hampshire the local authority with the most positive checks in England. Much of the work undertaken had been through soft social media stories, partnership working, and making the best use of communications, and positive feedback had been received about the approach taken so far.

In response to questions, Members heard:

- The entitlement was from the term after the child's birthday, so for children having a birthday in April, the entitlement would be from the summer term.
- That all parents complete a declaration form, where it is stated which providers are claiming which free hours of entitlements, so that if it were determined that a parent was no longer entitled to the additional 15 hours, it would be clear which free provision would stop, and which would continue.
- Notionally parents could choose up to 14 providers, as two can be used per day and early years provision now extended to seven days per week and from .am to 8pm This was unlikely, but presented a wider risk around parents ensuring that they are clear on what they are claiming for when registering for care.
- Of the providers that had stopped offering care in the previous year, only two group providers were known to have taken the decision to cease providing early years education due to the additional hours entitlement, and this was only a partial factor in the decision to close (with most relating to not attracting a sustainable number of children).
- The additional charge that could be made by early years providers to parents covered at the moment only meals and consumables, for example sun creams and nappies. The legislation did not allow this to extend to apparatus for the delivery of the foundation stage, such as pencils or craft materials. Not all providers were levying an additional charge.
- The government would be reviewing what parents are being asked to contribute, so this may change in the future. Should parents be charged high amounts of contributions, or be concerned about the use of their payments, they could report this to the Council who could challenge this with the provider if appropriate, although parents should always seek to discuss this with the provider first.
- The early years service were aware of the need to ensure children from hard to reach communities have the same access to provision, and work to

this end had been undertaken with the Citizens Advice Bureau and Ethnic Minority and Traveller Achievement Service, as well as providing translatable materials on the website. Engagement had also been undertaken with stakeholders including housing associations, medical professionals, social care, and those working in frontline services.

- At this time it was considered that there was enough capacity in the market to support the required number of places and hours of provision for those aged two to four years old. Hampshire has a very large market with over 45,000 places, and the role of Hampshire County Council was to continue to review and ensure that these are in the right places at the right time, given that provision could now be offered from 6am to 8pm, seven days a week.

The Chairman thanked the presenters for their report and presentation, and agreed that any further questions from Members could be sent to the officers via the scrutiny officer.

RESOLVED:

That Members note the overview provided.

## 23. **WORK PROGRAMME**

The Director of Transformation and Governance presented the Committee's work programme (see Item 8 in the Minute Book).

The following timings for items were agreed on the work programme:

- That the topics of SEN and Disability reforms and services for children with disabilities be heard in November.
- That an additional item providing an overview of the school funding formula is also heard in November
- That a monitoring item on the Family Support Service be heard in January.

In addition, the topic of the Hampshire Music Service was requested to be included in any future update on Transformation to 2019.

RESOLVED:

That the work programme, subject to any amendments made during the meeting, is agreed.

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Chairman, 8 November 2017

## HAMPSHIRE COUNTY COUNCIL

### Report

<b>Committee:</b>	CYP Select Committee
<b>Date:</b>	8 November 2017
<b>Title:</b>	Special Educational Needs and Disabilities (SEND) Reforms Hampshire area post implementation update
<b>Report From:</b>	Director of Children's Services

**Contact name:** Liz Flaherty, County Services Manager (SEN and STAs)  
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[emily.lloyd5@nhs.net](mailto:emily.lloyd5@nhs.net)

#### 1. Purpose of Report

- 1.1. The Committee last received a report on the SEND Reforms in May 2016 updating on the SEN Service post restructure and the experience of the Ofsted CQC pilot SEND inspection.
- 1.2. This report updates the Committee on business as usual progress, key developments and issues across the Hampshire area within education, health and social care services across the 0-25 age range. It will cover:
  - SEN Strategy, performance and recovery plan;
  - Development of a digital education, health and care hub;
  - Inclusion, SEN Support and the graduated response;
  - Role of the NHS SEND Designated Clinical Officer 0-25 and NHS update;
  - The SEND Joint Strategic Needs Assessment (JSNA) and feed in to Joint Commissioning across education, health and care 0-25;
  - The Hampshire Local Offer re-launch and integration in to the Children's Services Family Information and Services Hub (FISH) April 2017;
  - Early years and the 30 hours strategy in Hampshire;
  - Preparation for adulthood and the SEND Hampshire Post 16 strategy and action plan development;
  - Ofsted and CQC SEND Inspection readiness preparation;
  - SEN Special School Place Planning Strategy.

## **2. Contextual Information**

2.1. The SEND Reforms went live 1 September 2014 as part of the Children and Families Act 2014 [Part 3], with an associated statutory SEND Code of Practice 0-25. The key changes have been:

- Strengthened the focus on parent carer and children and young peoples strategic and individual engagement working collaboratively with all agencies and partners. Hampshire continues to have a strong partnership with the Hampshire Parent Carer Network;
- Introducing Education, Health and Care Plans 0-25 for those with the most complex needs replacing statements of SEN and Learning Difficulty Assessments;
- Introduced the requirement for a 'SEND Local Offer' and improved impartial information, advice and support. The Hampshire Local Offer can be found through the following link:

<https://fish.hants.gov.uk/localoffer>

- Strengthened the focus on SEN Support and the graduated response particularly around early identification of needs and how effectively needs are met to improve outcomes for CYP with SEN;
  - The need for joint planning and commissioning of services to ensure close co-operation across education, health and social care 0-25;
  - A strong focus from year 9 on preparation for adulthood to ensure that young people can live their lives as an adult as independently as possible within the context of their needs and in line with the preparation for adulthood outcomes. A key element here is raising aspirations around employment.
- 2.2. A five year geographically random joint Ofsted and CQC SEND Inspection framework was introduced from May 2016. Whilst Hampshire took part in the successful pilot inspection process November 2015 to help inform the evolving inspection framework, the Hampshire area has yet to receive a formal inspection call (which is also the case for the Isle of Wight).

## **3. Consultation and Equalities**

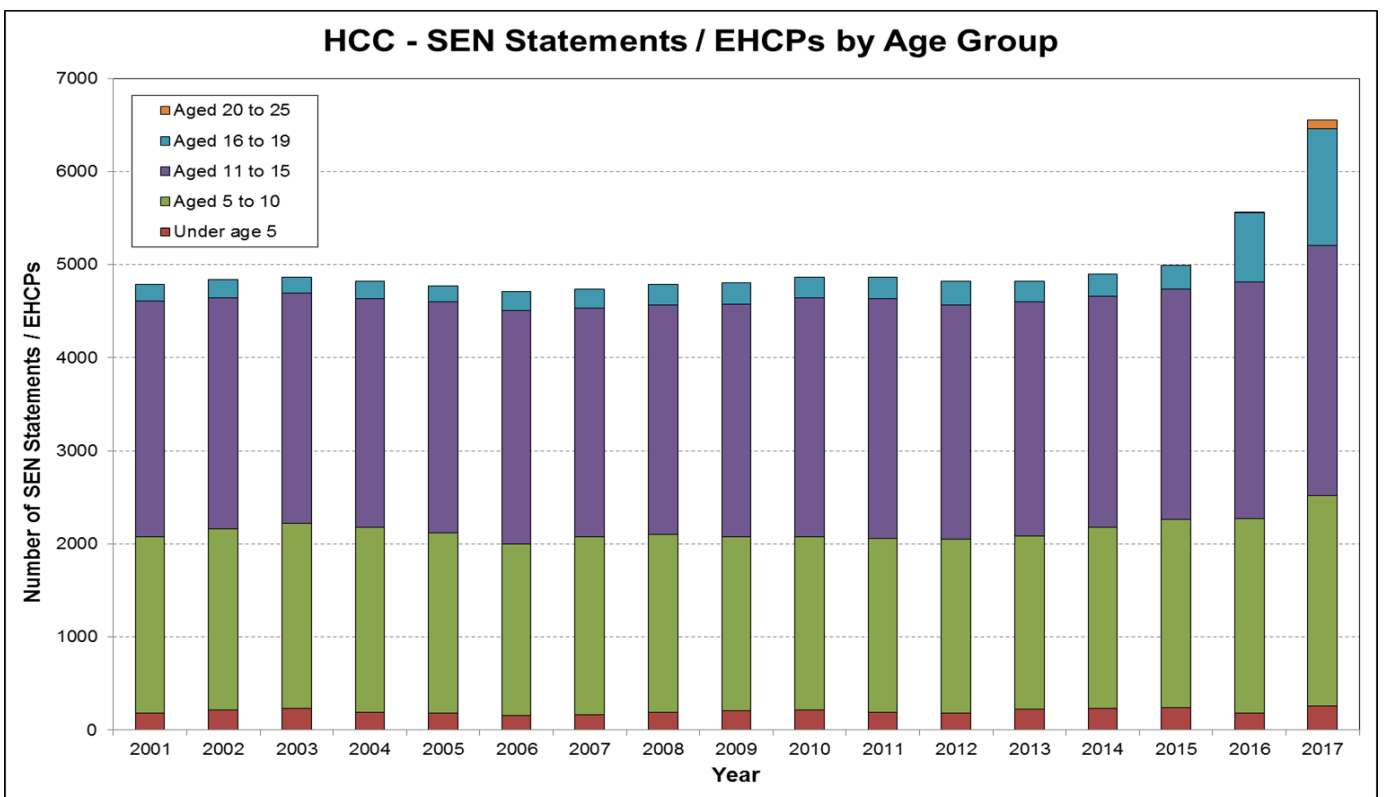
3.1. No consultation or equalities impact assessments have been undertaken as this is an information update.

## **4. SEN strategy, performance and recovery plan**

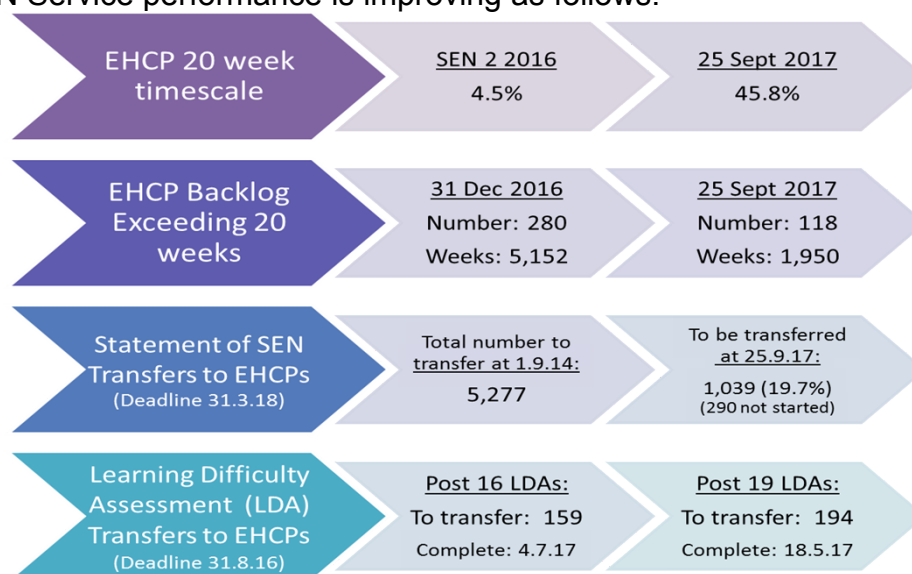
4.1. The SEN Service "Children and Young People with special educational needs: Context and Key Priorities 2017-2019" document has been published on the Hampshire Local Offer, and can be seen on the link below:

<http://documents.hants.gov.uk/childrens-services/cyp-sen-2017-19.pdf>

- 4.2. The SEN Service was restructured into a 0-25 service in September 2015 to place the service in a stronger position to meet the requirements of the Code of Practice. This restructure reduced the staffing by 19%, in line with the public sector budget reduction programme in Hampshire.
- 4.3. The SEN Service was also experiencing challenges from:
- Lack of an effective IT system that worked with the new reforms and enabled the service to operate more efficiently. Capita ONE was introduced June 2016, nine months later than intended, but without the self service capabilities desired by the service;
  - A statutory requirement to transfer all 5,277 statement of SEN to EHCPs, as appropriate, by 31 March 2018 (this is on track);
  - Statutory requirement to transfer all Post 16 Learning Difficulty Assessments (LDAs) to EHCPs, as appropriate, by 31 December 2016 (extended from 31 August 2016 and has been completed).
- 4.4. The academic year 2015/16 saw a 16% increase in requests for statutory assessment in the year following the restructure. The graph below depicts the change over time in terms of increasing volumes, broken down by age ranges. This highlights the growth 16-19, and particularly 20-25.
- 4.5. As at 31.8.2017 there were 7,274 EHCPs/Statements being maintained. This represents a 50% increase in the volume of EHCPs being maintained over the three years since the introduction of the SEND Reforms.



- 4.6. In addition the need to transfer existing statements into EHCPs led to considerable pressures in the system. Consequently the national SEN 2 return demonstrated that in the 2016 calendar year Hampshire completed 4.5% of EHCPs within the shortened statutory timeframe of 20 weeks. This understandably has led to frustration and dissatisfaction with parent carers and families going through the EHCP process, as well as significant pressures on the staff within the service. Notwithstanding this though, the service has prioritised and is on track to transfer all statements into EHCPs by 31<sup>st</sup> March 2018 which has been the government's primary target.
- 4.7. Since February 2017 there have been monthly SEN performance review meetings with the Director of Children's Services and the Assistant Director Education and Inclusion. Additional temporary resources were agreed to address the backlog.
- 4.8. SEN Recovery Plan objectives are as follows:
- Achieving 95% of EHCPs within the 20 week statutory timeframe by 31 March 2018.
  - This will bring the service back in line with the strong performance level under the previous legislation from 2013. Nationally the average number of EHC Plans issued within 20 weeks is 60%.
  - Eliminating the SEN service backlog (EHCP exceeding 20 weeks) by 31 December 2017
  - Completing Statement of SEN transfers to EHCPs by 31 March 2018 (statutory deadline)
  - Completing Post 19 LDAs by 30 April 2017 and Post 16 LDAs by 30 June 2017.
- 4.9. SEN Service performance is improving as follows:



- 4.10. The above timetable demonstrates that the Service has improved month on month since December 2016 and is on target to come in line with national averages very shortly.



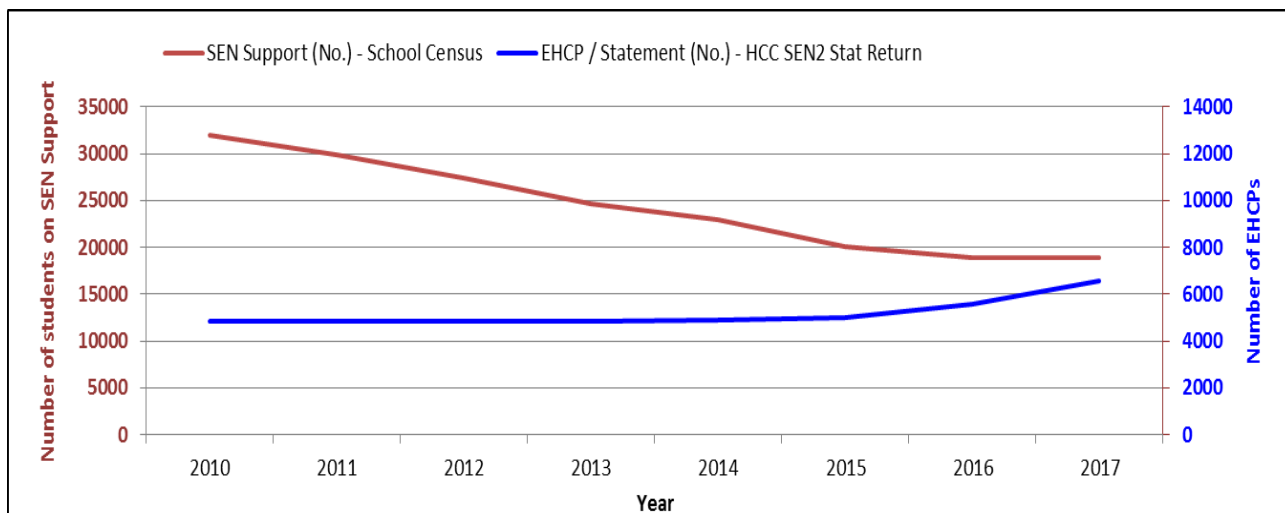
- 4.11. All Statement of SEN transfers will be completed by the Government's deadline of 31 March 2018.

## **5. Development of the digital EHC hub**

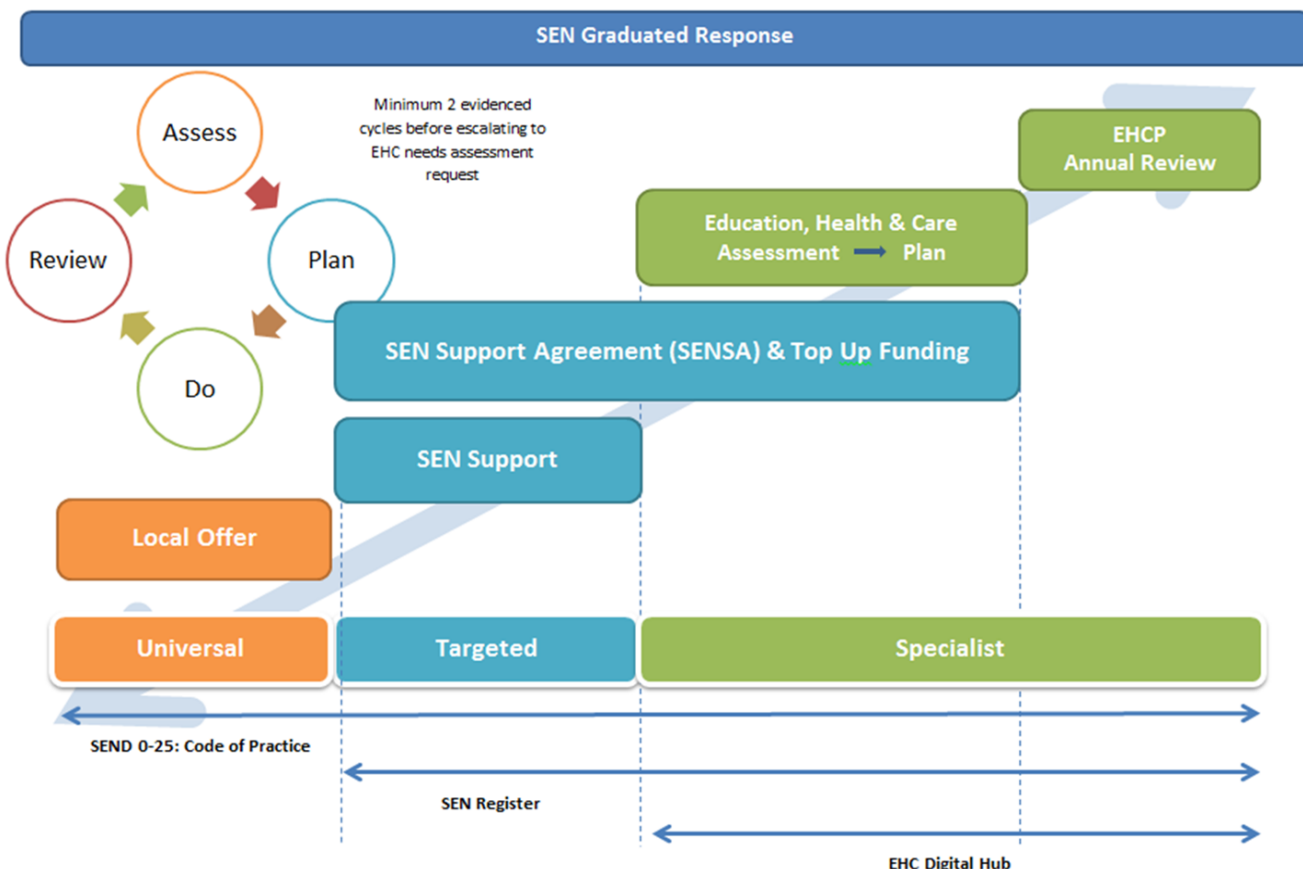
- 5.1. The Open Objects SEN 'EHC hub' is being developed as part of a collaborative partnership with the software company and four local authorities, one of which is Hampshire. This will be a highly secure web-based 'portal' through which parents / young people and professionals' requests for EHC needs assessment can be made and managed.
- 5.2. The system is being developed in Hampshire with an SEN Education Officer providing service expertise, and a multi-agency working group, including HPCN representatives, and supported by the Transformation Practice.
- 5.3. The strengths of the digital EHC hub will be:
- Enable parents / young people to upload their contributions directly into the draft EHC Plan – including written, video and audio clips;
  - Provides self service functionality with a visual timeline representation of where the family is within the EHC needs assessment process;
  - Provide automated email / SMS alerts to parents / young people and professionals when milestones are being approached (such as a deadline for professionals' to submit their advice) or when significant activity takes place (such as when the draft EHC Plan is published for consultation);
  - Directly populate the draft EHC plan with professionals' advice. This will include the Annual Review process digitally so that EHCPs are more easily amended (when necessary) rather than relying on the Annual Review report to "update" the EHCP.
- 5.4. It is anticipated that the digital EHC hub will go live in 2018.

## **6. Inclusion, SEN Support and the graduated response**

- 6.1. Hampshire is just below England average for those on SEN Support at 11.0%, as well as for those with a statement/EHCP at 2.9%. However, the concerning trend is the reducing level of those on SEN Support and increasing trend for those with a statement/EHCP. In Hampshire approximately 60% of those CYP with a statement/EHCP are placed within a specialist setting.
- 6.2. The dynamic borne out in the chart below is causing a significant cost pressure on the high needs block in schools and colleges.



- 6.3. Work is underway with the Hampshire Inspection and Advisory Service (HIAS), including the SEN Inspectors (SENIs), to review and challenge inclusive practice in schools. This will review how needs are identified early and needs met. There will be additional lines of professional development on offer to support schools in improving practice.
- 6.4. Clear criteria for SEN Support are in place within the [SEN Support Guidance handbook](#) (and published on the Local Offer). This is based on a graduated response to identifying and meeting needs of CYP with SEND.
- 6.5. As part of the graduated response the Local Authority provides a suite of specialist support available to mainstream and specialist settings at SEN Support stage in addition to the work of the SEN Inspectors:
- Hampshire and Isle of Wight Educational Psychology (HIEP) SLA
  - Special School outreach
  - Centralised Specialist Teaching Advisory Service (STAs)
  - HIAS school improvement support SLA.
  - Primary Behaviour Support Service
- 6.6. The diagram below sets out the graduated response in Hampshire with the first point being the Local Offer of information and advice to families, professional and young people with SEND and the assess, plan, do, review cycles of support in education settings.



6.7. All training provided by the SENIs has clear guidance about criteria for SEN Support and the difference between low attaining pupils and pupils with SEN. Training includes emphasis on the school's responsibility to ensure all teachers have the skills, knowledge and competencies to meet the needs of learners at SEN support following the 'assess, plan, do, review' model advocated in the SEND Code of Practice.

## 7. Role of the NHS SEND Designated Clinical Officer (DCO) 0-25 and NHS update

### SEND DCO 0-25

7.1. The SEND DCO 0-25, Sue Thomas, commenced the role in January 2017 following approval for the role from the five CCGs in Hampshire. She has a background as a registered nurse. The role has a key function in supporting the NHS in its implementation of the Children and Families Act. The DCO contact email is as follows:

[dco-hampshire5ccgs@nhs.net](mailto:dco-hampshire5ccgs@nhs.net)

7.2. There is national [guidance on the DCO role](#) published by the Council for Disabled Children.

7.3. Key facets of the role are:

- Leading the support provided to Clinical Commissioning Groups (CCGs) to ensure they meet their statutory duties for children and

young people with special educational need aged 0-25, providing assurance and scrutiny to the Director of Quality in each CCG.

- Developing effective ways of gaining the views of children, young people, families, and local communities with user experience of special education needs and/or disabilities. Sue Thomas is working closely with the Hampshire Parent Carer Network (HPCN) and young people's groups through the Hampshire Advocacy Regional Group (HARG) and KIDS Young Peoples Engagement Group (YPEG).
- Acting as strategic and operational health lead for the Education, Health and Care Plan Pathway and undertaking quality assurance sampling of EHCPs with health content.
- Providing support and challenge to senior medical colleagues, such as paediatricians and GPs.
- Acting as an expert resource on children and young people's health for information, advice, guidance and support for families and professionals.
- Acting as lead health contact for young people aged 19-25 and identifying the most appropriate lead clinician for the young Person's education health and care plan (EHCP).
- Leading and coordinating a network approach with DMOs/DCOs across the South East 19 group.

7.4. The DCO is leading on some specific projects including:

- Review of the pre-school advisory groups working with Services for Young Children;
- Review of Augmentative and Alternative Communication working with the Communication and Language Specialist Teacher Advisers;

7.5. In addition the DCO has been establishing her strategic network and influence across education, health and social care partners (commissioners and providers) so that she has high visibility across the Hampshire area.

## **8. National Health Service (NHS) SEND update**

8.1. The NHS continue to develop their commitment to children and young people with special educational needs and disabilities, by ensuring that they take every opportunity to integrate and streamline their services with those of the council.

8.2. Within the last month, the children and maternity commissioning team have moved from their base in Eastleigh and are now based at EII Court, Winchester at Hampshire County Council Headquarters. This move is part of their continuing commitment to working closely with key partners to improve the experience of and outcomes for vulnerable children and young people.

- 8.3. There are currently several reviews which will deliver improvements to the way that children and young people experience how health services respond to them.

NHS statutory six week professional advice compliance for EHCPs

- 8.4. NHS England updated the NHS Standard Contract with effect from 1 April 2017 to be consistent with the legislative requirements of the Children and Families Act 2014 [Part 3 SEND] regarding the provision of NHS professional advice for CYP with SEND within six weeks following a request from the Local Authority. This has enabled the CCGs to gather information on NHS trusts compliance. Mechanisms have been put in place to ensure that relevant trusts report their compliance for each quarter. The target for each trust is for 95%. The NHS will report this figure regularly to the County Council.

Integrated Care Teams

- 8.5. The CCG's and Council colleagues have been working closely together to explore opportunities for joint working across health and the local authority for children and their families with complex health needs and disability. An Integrated Care Team (ICT) will be operational from 18.10.17 in the Basingstoke area with staff from the disabled children team, SEN case workers, early years, children's NHS nursing teams, and therapists
- 8.6. The ICT aims to improve outcomes and experiences for children with complex health and disabilities. They will provide person centred, co-ordinated child and family centred assessments making the most of local resources and preventing the need for multiple assessment processes across the agencies.

Continence and Toileting Service improvements

- 8.7. Earlier this year the CCGs made a decision to invest in the Specialist Teachers Advisory Service's (STAS) continence and toileting service for children who attend mainstream Hampshire schools. This decision was made after commissioners undertook a comprehensive review of children's continence services across the NHS and the council. The outcome of this investment is that many more children are now able to access treatment for enuresis, chronic constipation, and encopresis, in a timely manner.

Sustainability and Transformation Plan (STP)

- 8.8. Hampshire CCG commissioners are working closely with other local CCGs and Partners to deliver the priorities of the Hampshire & Isle of Wight (HIOW) Sustainability and Transformation Plan, which will positively impact on children and young people with SEND.
- 8.9. As part of this work we are reviewing how diagnostics for children with autistic spectrum condition and attention deficit hyperactivity disorder are conducted. We are aware that in various parts of the county, children have to wait too long for a diagnosis. The aim of the review will be to reduce variation and improve waiting times and help take pressure off CAMHS thereby helping this service improve their response to children with significant mental health difficulties.

- 8.10. A second work stream is focussed on improving how children in mental health crisis and requiring admission to hospital are responded to, keeping them closer to their homes and improving access to crisis care. The “local system” has recently been successful in being awarded investment of £0.5m to implement new ways of working.

#### Transforming Care for Learning Disabilities (TCP)

- 8.11. This work programme stems from the BBC’s Panorama expose of Winterbourne View care home and the subsequent review of Learning Disability Services. It is being led by colleagues in Adult Services in collaboration with children’s services and the CCGs. It seeks to ensure that children and adults with learning disabilities, and or autism and behaviour which challenges have the needs understood and met in a timely way which maximises their chances of having care close to home. As part of this, partners are working together to identify young people who are at risk of a hospital admission and develop an “integrated offer” to prevent the admission. The Learning Disabilities Joint Commissioning Board is steering this work.

#### Children’s Urgent Care Hubs

- 8.12. £190,000 additional funding has been received to establish children’s urgent care hubs throughout the area. These hubs are operational in Chandler’s Ford, Eastleigh and Southampton with further hubs opening in Basingstoke, New Milton, Portsmouth and South East Hampshire by the end of 2017. The hubs will support families by improving access to advice and support, to manage childhood illness.
- 8.13. We have undertaken substantial engagement with parents (through HPCN) and schools to understand how we best support children who have either autism or attention deficit hyperactivity disorder (ADHD). Their feedback will help us to design services which are responsive to the needs of local children ensuring they are supported both at home and school.
- 8.14. The children’s care hubs will support families and reduce the need for children to be admitted to hospital; they will also reduce the number of CYP with severe mental illness who are being cared for outside the county by supporting them at home and avoiding the need for admissions to hospital.

### **9. SEND Joint Strategic Needs Assessment (JSNA) and Joint Commissioning across education, health and care 0-25**

- 9.1. A [SEND JSNA](#) has been developed collaboratively working across education, health and social care partners and led by Public Health. This is a needs assessment to inform future planning and commissioning of services.
- 9.2. A Joint Commissioning Board 0-25 is in place jointly chaired by Children’s Social Care and the NHS Child and Maternity Commissioning Service. There is strong commitment strategically for joint commissioning across agencies 0-25, and the process is developing at a considered pace.

## **10. The Hampshire Local Offer and FISH hub**

- 10.1. There is a statutory duty to publish a Local Offer setting out in one place information about provision expected to be available across education, health and social care for children and young people in the Hampshire area who have SEN or are disabled, including those who do not have EHCPs.
- 10.2. The Hampshire Local Offer was co-produced from the outset, in 2012, with parental representatives from HPCN so that they could influence the content and look and feel to ensure it met their needs as a key information and advice repository. The system was hosted and supported on a day to day basis by Parent Voice.
- 10.3. Following a review of information and advice systems in place to support families in Children's Services nine systems were amalgamated in to one Family and Information Services Hub or 'FISH' using software from Open Objects. This now includes the Hampshire Local Offer, including all the previous content in the format developed for the original system.  
<https://fish.hants.gov.uk/localoffer>
- 10.4. Health contribution and content is being further developed across NHS partners by the NHS SEND Designated Clinical Officer 0-25.
- 10.5. A broader internal and external publicity programme is being rolled out across Hampshire from Autumn 2017 and throughout 2018 to continue to raise awareness, understanding and content of the refreshed Hampshire Local Offer within FISH.

## **11. Early years and the [30 hours strategy](#) in Hampshire**

- 11.1. A [strategy](#) has been produced on the 30 years children for children with SEND.
- 11.2. In terms of the implementation of increasing to 30 hours of free childcare for eligible parents of children with SEN, if they are attending mainstream settings, the expectation is that where ever possible the additional 15 hours will be available from the same provider. They will continue to receive the Early Years Provision that they have always received from Peripatetic Hubs, Area Inclusion Coordinators, Portage and the Thomas Outreach Project. The SEN Inclusion Fund will also be available for the additional 15 hours to provide additional resources in the same way and the allocated budget has been increased to include the estimated increase.
- 11.3. For the special school nursery places, SEN Hubs and resourced provision, there is no additional funding to increase capacity. The current capacity is always filled and to potentially halve this provision in order to provide 30 hours rather than 15 was not felt to be an efficient use of resources. For the eligible children within the SEN Hubs, they have generally been offered 15 hours within the SEN provision and then 15 hours within their mainstream provision with additional funding from the SEN Inclusion Fund. Where there is no capacity to offer the additional 15 hours, then the specialist team from the school, hub or resourced provision will liaise with parents to identify a

mainstream setting where they will provide a supported transition and ongoing liaison.

11.4. The following are identified risks to this strategy:

- There would be a potential increase in the funding required for additional support in mainstream settings. Whilst estimates have been made the actual increase is unknown at this time.
- Parents may struggle to balance the need to transport children to other settings with work if the child transfers to another setting during the day.
- Children being offered an SEN placement are unlikely to be offered 30 hours in their placement except in exceptional cases.

11.5. This strategy will therefore be closely reviewed and a 30 hours childcare conference is being organised for 18.11.17 to explore how parents and providers are being supported and to develop the good practice already in place.

## **12. Preparation for adulthood and the Hampshire SEND Post 16 strategy**

12.1. The SEND Hampshire area pilot Ofsted and CQC inspection feedback in November 2015 identified aspects of good practice across agencies but cited a lack of a clear and cohesive strategy and plan for the Post 16 SEND cohort across the area.

12.2. A specific multi-agency task and finish group was established early in 2017 to compile a SEND Post 16 strategy and action plan informed by the views of children and young people. Workshops have been held and it is proposed that the strategy and action plan will be finalised in 2018.

12.3. The strategy will be based on the four Preparation for Adulthood outcome areas which are recognised best practice within the SEND Code of Practice:

- Employment
- Community Inclusion
- Independent Living
- Health.

12.4. Feedback has been sought from young people on their views and experiences based on the four PfA outcome areas. This has been analysed by young people in the KIDS Young Peoples Engagement Group (YPEG) and Hampshire Advocacy Regional Group (HARG) Peer Leaders. They are presenting their full findings to a workshop in October which will shape the strategy.

12.5. The principles of the Code are based on raising aspirations and expectations for young people and improving opportunities, particularly around employment for those young people with SEND functioning below level 2 in Further Education.



### **13. SEND Ofsted and CQC Inspection Readiness**

- 13.1. A five year geographically random national SEND inspection framework was introduced May 2016. This is a joint Ofsted and CQC inspection across the area of education, health and social care 0-25 including SEN and particularly those on SEN Support. To date neither Hampshire nor the Isle of Wight have received the call which will come on a Monday morning 9-10am for inspection the subsequent week.
- 13.2. The SEND pilot inspection process has been constructive in preparing Hampshire (and the Island) for the inspection process and a pack of documentation has been produced to this effect based upon the Ofsted CQC SEND Inspection Framework and Handbook documents.
- 13.3. Led by SEN a detailed SEND 0-25 Hampshire Area Self-Evaluation and associated Action Plan have been produced working with all key partners across the area. This includes children's and adult social care, NHS partners, education and inclusion, Public Health and HPCN. These are key documents required by Inspectors setting out how leaders in the area are fulfilling the requirements set out within the SEND Code of Practice 0-25.

### **14. SEN Special School Place Planning (Sufficiency) Strategy**

- 14.1. As part of its statutory duty to ensure sufficiency of school places, including special school places, the Local Authority has carried out a comprehensive analysis of current provision. By analysing the uptake of this provision and matching this against projected school population growth there is now a five year strategic plan being implemented to increase local special school provision.
- 14.2. As part of this Hampshire made a successful bid for a 125 place new special free school. In addition Samuel Cody Special School in Farnborough will have an additional 50 places for primary age pupils with moderate learning difficulties (MLD).

### **15. Conclusions**

- 15.1. A system wide transformation of SEN, including at SEN Support in education settings, is in progress. It will take time for the changes to embed and to take effect, particularly influencing inclusion within mainstream settings.
- 15.2. Performance in SEN is improving, with further progress required. This is being closely monitored strategically within Children's Services and by the County Services Manager (SEN and STAs). A paper setting out the requirements of the SEN Service from 1 April 2018 as business as usual is in production. This will include the cessation of DfE SEN Reform Grant, the conclusion of the statement transfers, eradication of the EHCP backlog and EHCP performance on track.
- 15.3. Close working with partners across education, health and social care and with HPCN will continue.

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	no
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
SEND Reforms Implementation	16 Sept 2015
Hampshire SEND Reforms Implementation Programme (Ofsted and CQC feedback)	25 May 2016
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
Children and Families Act [Part 3 SEND] 2014 <a href="http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted">http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted</a>	September 2014
Statutory Guidance: SEND Code of Practice 0-25 <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/398815/SEND_Code_of_Practice_January_2015.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/398815/SEND_Code_of_Practice_January_2015.pdf</a>	January 2015
Local area SEND inspection framework (Ofsted and CQC) <a href="https://www.gov.uk/government/publications/local-area-send-inspection-framework">https://www.gov.uk/government/publications/local-area-send-inspection-framework</a>	April 2016

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;

- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified

### **1.2. Equalities Impact Assessment:**

- This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified.

### **2. Impact on Crime and Disorder:**

2.1. This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified

### **3. Climate Change:**

3.1. This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified

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## HAMPSHIRE COUNTY COUNCIL

### Report

<b>Committee:</b>	Children and Young People Select Committee
<b>Date:</b>	8 November 2017
<b>Title:</b>	Children with Disabilities Service
<b>Report From:</b>	Lin Ferguson, Area Director, Children's Services

**Contact name:** Amy McLaughlin

**Tel:** 01420 546825

**Email:** [amy.mclaughlin@hants.gov.uk](mailto:amy.mclaughlin@hants.gov.uk)

#### 1. Purpose of Report

- 1.1. The purpose of the report is to update the committee on the children with disabilities social care service.

#### 2. Contextual Information

- 2.1. The children with disabilities service is comprised of four social work teams, a short breaks service and three in-house residential respite units.
- 2.2. The social work teams are comprised of social workers, child and family support workers, occupational therapists and administrative support. This report focuses specifically on the social work activity element. The teams are constituted as follows:

<b>Team and Location</b>	<b>Affordable social work establishment (FTE)</b>	<b>Geographical Boundaries</b>
North East, Alton	6.5	East Hants, Hart and Rushmoor
North West, Basingstoke	5.5	Basingstoke, Andover and Test Valley
South East, Havant	10	Havant, Fareham and Gosport.
South West, Eastleigh	11	Eastleigh, New Forest, Winchester.

- 2.3. Short breaks are a 'targeted service' available to all disabled children in Hampshire up to the age of 19, in the form of activities, support to attend

activities and a buddy scheme. These are delivered via grant funding to providers.

- 2.4. The social work teams are a 'specialist service' accessed via an assessment following a referral to social care which may lead onto other services being provided and/or signposting to other services and supports.

### **3. Eligibility for specialist services**

- 3.1. The eligibility criteria for access to specialist social care services is as follows:

***In order to achieve outcomes appropriate to their potential and as a result of their disability, the child requires total or substantial support, appropriate to their age, from another person, which is not available within the family network***

*For example (to be read in conjunction with above statement)*

- *Child uses specialist equipment for mobility*
- *Child requires support for all basic self care functions when no longer age appropriate*
- *Child needs constant supervision throughout the day and for prolonged periods at night when no longer age appropriate*
- *Child has behaviour as a result of disability that is a serious risk to self and or others, including self harm*
- *Child has communication needs which without support severely affects personal safety. i.e. is deaf, blind or without speech*
- *Child has been assessed as having Profound and Multiple Learning Disability, Severe Learning Disability or Autism with challenging behaviour, which results in a significant risk of self harm or harm to other*

### **4. Work undertaken by specialist Children with Disability Teams**

- 4.1. The work undertaken by the social work teams includes:

- Assessment of need
- Care planning
- Working with 'Looked after children'
- Long-term family support
- Parenting advice and support
- Child protection investigations and Court work

- Working closely with colleagues in health, education and voluntary organisations, to ensure delivery of a coordinated service to children and young people.
- 4.2 The Child and Family Assessment is the process through which needs of disabled children are assessed on a multi agency basis and appropriate resources are identified to meet those needs. In most cases these will also be determined by a multi agency planning meeting including parents/carers and also the child/young person wherever this is possible and appropriate.
- 4.3 Hampshire's Child and Family Assessment includes an assessment and consideration of the carer's needs.
- 4.4 As of October 2017 there are 743 children and young people open to the Children with Disabilities Teams.
- Of these 743 children and young people:
- 45 are subject of a child protection planning due to safeguarding concerns;  
80 are children looked after full-time; AND
- The remaining 618 are classified as Children in Need.
- 4.5 Of the 80 children looked after full-time, 29 are subject to Care Orders (where the local authority shares parental responsibility with parents); 48 are accommodated under section 20 of the Children Act 1989 (looked after on a voluntary basis via an agreement with their parents) and three are subject to Placement Orders (gives legal permission to go ahead with plans for adoption).
- 4.6 Section 17 of the Children Act 1989 defines a child in need - either because the child is disabled within the meaning of that Act or because the child needs services from the local authority to achieve or maintain a reasonable standard of health and development.

## **5 Services commissioned**

- 5.1 The following services are commissioned by the Children with Disabilities Service:

### **5.2 Short break activities**

This is a targeted service available to all disabled children and young people aged between 0 to 19 years old who live in, or attend school in Hampshire. Short Break Activities are aimed at supporting children and young people to participate in leisure and recreational activities. Such support is accessed by requesting a Gateway Card. The Gateway Card provides access to activities, play schemes and buddy schemes available through the short breaks programme.

There are currently 10,717 Gateway Card holders (this figure includes some duplicated and multiple card holders in one household). In 2016/17,

according to data fed back from providers, 2045 gateway card holders accessed short break activities.

### 5.3 Care support

The local authority commissions care agencies to provide care support to children in their homes or the community. Care support can also be provided by giving the family a direct payment to purchase such care themselves by employing a personal assistant.

Care support includes support with daily routines, dressing/undressing, showering/bathing, using the toilet, supporting communication, physical movement, behaviour management and support in the home or out in the community.

### 5.4 Overnight respite

This is the provision of an overnight break, away from the home, that provides a positive experience for the child and offers the parent/carer a break from caring. The purpose is to enable family life to be stable and sustainable and prevent long-term residential care. This is currently delivered predominantly by three in-house residential respite units, private residential respite providers and specialist respite carers (foster carers that provide regular respite to children with disabilities).

### 5.5 Full-time Foster care

Social workers refer all placement requests to the Placement Commissioning team and this team will conduct a search for an appropriate carer and placement. This offer is based on a robust assessment of needs.

### 5.6 Long term residential care

The local authority has a framework contract in place for commissioning residential placements which includes SEN. These include social care only placements and residential schools. Referrals are managed by the Placement Commissioning Team.

5.7 Some of these services can be accessed through a Direct Payment that enables parents to make their own arrangements for care and short breaks within an agreed annual value. Currently there are 753 children and young people in Hampshire accessing specialist services and 260 families use a Direct Payment to receive some or all of their support.

## **6. Partnership with Hampshire Parent Carer Network (HPCN)**

6.1 Hampshire Parent Carer Network (HPCN) is an independent charitable organisation working throughout Hampshire. All of their members are parents of children and young people with additional needs aged 0-25 years and live in Hampshire. HPCN provides a collective voice for 'parent carers' of children and young people with additional needs living in Hampshire.

6.2 Hampshire Children's Services works closely with HPCN in order to jointly improve the experiences and outcomes for children and young people with



special educational needs and disabilities. Hampshire has a working partnership agreement with HPCN which enables HPCN to actively participate in the commissioning and development of services.

- 6.3 HPCN has been involved in pilot schemes and focus groups which have led to co-produced policies and have shaped service offers. Children's Services are committed to reinforcing their positive relationship with HPCN to improve outcomes for children and young people with disabilities.

## 7. Partners in Practice and Transformation to 2019

- 7.1 The aim of the CWD transformation to 2017 project was to transform the service within a reduced budget, whilst continuing to protect and safeguard the welfare of children/young people with disabilities in Hampshire. This was achieved by the delivery of the following work streams in order to achieve a total saving of £1.55m:

- Removal of administrative overheads in delivering the Short Break Activities Grants (£13.5k);
- Streamlining and digital channel shift of the Information, Advice and Support Service for Social Care and delivery of an information hub (£100k);
- Reduction in funding for childcare (£31.5k);
- Review of care support commissioning (£295k);
- Reduction in reliance on residential care for respite services (£460k);
- Review of residential unit placements and 'right sizing' placements (£97k);
- Stepping down placements from high cost residential when safe to do so (£130k);
- Pilot of Telecare to prevent escalation of needs and interventions by social care (£361k);
- Implementation of a County Allocation Panel to scrutinise all spend in Disabled Children's Teams (DCTs) (£62k).

- 7.2 The next phase of transformation for the CWD service is part of the wider Transformation to 2019 and Partners in Practice (PiP) programmes which are being delivered across Hampshire Children's Services.

- 7.3 The CWD transformation aligns with the PiP principles that are outlined below:

- A **family** service – a system focussing on improving outcomes for the child in the context of their family, with a seamless transition for adolescents into adulthood and adult services.

- A social work led, integrated, **multi-disciplinary service**, from the front door through to specialist services providing integrated assessment, planning and intervention for those with the most complex needs.
  - Social workers are supported to deliver **meaningful interventions** based on an underpinning methodology of **resilience** that creates lasting change. Interventions are time limited and outcome based.
  - A service where good practice is **free to flourish** unfettered by bureaucracy and unnecessary regulatory demands avoiding unnecessary interventions with carers.
  - Children are supported by and within their own **family/community** wherever possible. Where children do come into care longer term, their experience will be life changing for the better. Emphasis is placed on building resilience in children and families and creating capacity in local communities to support families.
- 7.4 The aims and vision for the CWD service transformation is to develop a service for children and young people with disabilities and their families that builds resilience, independence and self reliance in families and communities in order to reduce the demand for crisis intervention and move away from long term arrangements, where appropriate and to consider how the multi-disciplinary response to children and their families can be better coordinated and targeted.
- 7.5 There are a number of identified work streams in place in order to achieve this vision. Hampshire Children's Services are developing these in co-production with HPCN. It is recognised that the vision requires a significant cultural change for staff and families and the professional network. The work streams report to the CWD Board and this feeds into the Partners in Practice Steering Group and the T19 Board in order to ensure sufficient scrutiny and challenge as well as co-production with partner agencies.
- 7.6 The current priorities of work for the CWD Partners in Practice work streams are as follows:

### **Overnight Respite Public Consultation**

- 7.7 The County Council is reviewing how it provides overnight respite to disabled children and their families. Children's Services is developing a new offer, expanding the range of services available to give greater choice to current and future users of in-house residential respite.
- 7.8 Over the last three years, Hampshire Children's Services has worked with parents of children with disabilities to explore new ways to provide overnight respite within a context of working to improve choice and increased flexibility. Service user engagement, pilot projects and national research show a clear preference towards options which provide greater personalisation of overnight respite for disabled children and young people and their parents and carers.

- 7.9 Hampshire Children's Services developed a co-produced pilot approach to testing alternative options to overnight respite. This facilitated a greater level of engagement with families and providers. The benefits of the approach were tested and measured prior to countywide rollout. The focus and design of the pilots was agreed with families in early 2016. The pilot services were delivered during the summer/autumn 2016, with evaluation at key points during and after the pilots. The pilot alternatives supported the principles outlined above, focusing on enablement and achieving specific outcomes for individual children and young people.
- 7.10 After the pilots, workshops and focus groups were carried out with families and providers. Feedback showed that the pilots were well-received by children and families and the pilot services were considered to be appropriate alternatives to residential overnight respite.
- 7.11 The pilot projects supported the development of a commissioning strategy which is designed to give children and families eligible for overnight respite greater choice and flexibility.
- 7.12 Hampshire Children's Services have issued a new tender for providers of overnight respite, planning to replace the existing framework with one which takes a more modern, outcome-focused approach, and takes into account the lessons learned from the pilots. Contracts with external providers will be structured so that any changes in demand may be accommodated without undue commercial risk to the County Council.
- 7.13 Overnight respite proposals have been out for a six week public consultation, which ended on 2 October and are currently being considered.

Attached is a link to the overnight short break decision to consult:

[EMCS 2017-07-17 Exec Member Decision Overnight Respite](#)

## **8 Technology Enabled Care**

- 8.1 A 'technology enabled care' pilot in CWD Teams demonstrated increased independence for disabled children and realised some savings. New interventions are now in development for the use of technological support to prevent escalation of needs and promote independence for children and families. Further work to explore the potential use of technology enabled support in long-term residential provisions is planned. This workstream is being explored alongside adult service colleagues.

## **9 Transition and Organisational Design**

- 9.1 Transition between services for children and adults is a key issue for parents. Hampshire Childrens Services recognise this and have identified a need to review the organisation and structure of services to children and young people. There is a current review of service structure for children and young people with disabilities aged between 0-25. The scope of this review is Childrens Services and Adult Services (including the Independent Futures Team, formally the Transition Team and SEN).

- 9.2 Options will be considered based on the ability to deliver specific benefits. These are financial sustainability, market shaping capability, demand management, co-ordinated pathway and early planning (long-term personalisation approach to prepare for adulthood).
- 9.3 In addition, to support the wider integration agenda between social care, education and health services, Childrens Services and Adult Services agreed that the strategy must be orientated towards a future broader integration of services. The future direction is towards realising the formation of multi-disciplinary teams including health colleagues.

## **10 Integrated Care Team**

- 10.1 Basingstoke launched a proof of concept multi-agency Integrated Care Team in October 2017. This is the output of work from a work stream led by health, titled 'Doing it Differently'.
- 10.2 The key drivers for change are:
- Families feeling overwhelmed and frustrated by the number of professionals they need to interact with and the complexities of the processes; multiple assessments, conversations, appointments, lack of joined up working and perceived 'gate keeping' decision making;
  - An opportunity to improve outcomes for families;
  - An opportunity to improve experiences for families and build resilience;
  - An opportunity to improve experiences for staff, improving recruitment and retention issues
  - Financial challenges across the system, with an opportunity to reduce overall health & social care costs.
- 10.3 Health, social care and education colleagues are working together to integrate their working practices more fully. Shared person centred planning training has been undertaken and progress will be closely monitored by the CWD Board. The scope of this work is from age 0-25, complimenting the operating model activity described above.

## **11 Person Centred Planning and Personal Budgets**

- 11.1 The CWD Service is continuing to develop the use of person centred planning and personal budgets in order to deliver greater choice and control to service users.
- 11.2 A personal budget is an assessed amount of funding allocated when a child or young person has support needs which cannot be met without individual and targeted support. A personal budget is only one part of a whole system of support, opportunity and activity. The emphasis is on children, young people and their families being able to take control and exercise choice about the support and services they use.
- 11.3 The support planning should be strengths based and outcomes focused on building independence and resilience for the child, young person and their

family. The plan should consider all the universal, targeted and family and community supports available to a family to meet their needs. Finally there might be some additional and individual support needs over and above those which can be met within universal, targeted, community & family resource systems. This is the outcomes for which the personal budget should be used. It has been identified that changes are needed to the current business process for assessment and care planning where personal budgets are used in CWD Teams. The method of funding allocation needs to be sustainable while ensuring that individuals are placed at the centre of assessment and support planning. Individuals need to be able to maintain the maximum possible involvement, control and flexibility in the way their assessment is carried out and the way in which any support they need is provided. The changes will provide greater transparency in the process, particularly to the way funding is allocated to meet assessed eligible needs and provide enablement to maximise independence.

- 11.4 A redesign of the personal budgets process is underway and is being developed as part of a wider model that supports social workers to deliver a strengths based, person centred approach to assessment and care planning, rather than just applying this to those who chose to receive their service via a personal budget/direct payment. It is recognised that this work will require training for staff and is a cultural shift to the way that CWD Teams have been historically working with families.

## **12 Continuing care**

- 12.1 NHS Continuing Care is provided to a small group of children and young people up to the age of 18 who need a tailored package of community health support.
- 12.2 Children eligible for continuing care have a range of complex health needs that need a high level of medical care and intervention to keep them healthy and thriving at home or in their community placement. Many children receiving continuing care need to have frequent stays in hospital and have a limited life expectancy. Continuing care is part of a system that tries to support children with the most complex health needs to live in the community rather than in a hospital setting.
- 12.3 If it is thought that a child may have continuing care needs, a multi-disciplinary assessment is collated by health colleagues and an evidence based case will then be presented to the Continuing Care Forum, who will consider the evidence and make a decision on whether the child meets the criteria for a continuing care package of support. If successful, then the child's community nurse and social worker, where appropriate, will meet with the child and/or their carers to agree a package of support for their care.
- 12.4 There are challenges to ensuring that there is the right continuing care model and partnership working to ensure that this support is accessed by the right children at the right time. Currently Hampshire Children's Services

are working with colleagues to improve their relationship with the Clinical Commissioning Groups responsible for Continuing Care, so that decision making is truly multi-agency.

### **13 Children with Disabilities links to SEN – Education, Health and Care Plans**

- 13.1 Social care and SEN in Hampshire have always worked closely together. The SEN reforms aimed to take this further nationally in the form of a single assessment process to be developed and introduced - the education, health and care plan (EHCP).
- 13.2 An EHCP is a document that sets out a child's needs and the specialist support they require. The local authority produces an EHCP when the special educational help a child needs cannot reasonably be provided within the resources normally available to the mainstream setting. These resources can include staff time and special equipment.
- 13.3 An EHCP contains information gathered from a number of sources to provide an holistic picture of a child's needs. An EHCP is set out in sections. Section D of the EHCP relates specifically to the child's social care needs which are related to their SEN or to a disability.
- 13.4 A separate report will be provided to the committee providing a full update regarding the SEN Service.

### **14 Autism agenda update**

- 14.1 May 2015 saw the introduction of the Hampshire Children's Autism Strategy. This was a three year plan with an overarching vision to ensure that children and young people with autism and their families received early recognition and timely access to appropriate services according to their individual needs.
- 14.2 There is now a plan to implement both the adults and children's strategies and priorities jointly and as such the membership of the group and agreed priorities are currently being reviewed to produce a joint term of reference. The new Autism Steering Group's (ASG) role will be to ensure that there is an overview of Hampshire Autism Partnership Board (HAPB) activity and that the strategic and commissioning plans that are developed are congruent with the needs of local communities and the needs of people with autism across Southampton, Hampshire, Isle of Wight and Portsmouth.
- 14.3 The ASG will act as the forum to carry out activities from the HAPB. The ASG will take account of external developments and ensure that stakeholders are either actively engaged in or aware of the implementation of the agreed priorities of the Board and provide recommendations where necessary to enable the priorities to be achieved.

14.4 In 2013, Public Health undertook a needs analysis in relation to children and young people with autism. The summary of findings from the public health needs assessment include:

- There are an estimated 2,802 children and young people aged 0-17 years or 3,823 children and young people aged 0-24 years living with autism in Hampshire;
- There were 738 children recorded with autism who are educated in a Hampshire maintained school within the county boundary in 2012;
- There are likely to be a significant number of children and young people with autism in Hampshire who have not been diagnosed.

14.5 Priorities for the group have focused on developing a clear and consistent pathway before, during and after a diagnosis of autism; transition and Training and Education for young people with autism.

## **15 Recommendations**

15.1 That the Select Committee notes the contents of this report, updating them on the work of the Children with Disabilities Service

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	no
<b>People in Hampshire live safe, healthy and independent lives:</b>	no
<b>People in Hampshire enjoy a rich and diverse environment:</b>	no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	no

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None



## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2. Equalities Impact Assessment:**

The report is an information update for the Children and Young People's Select Committee and therefore no impact has been identified.

### **2 Impact on Crime and Disorder:**

2.1 There is no impact on crime and disorder arising from this report.

### **3 Climate Change:**

3.1 There is no impact on climate change arising from this report.

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## HAMPSHIRE COUNTY COUNCIL

### Report

<b>Committee:</b>	Children and Young People Select Committee
<b>Date of meeting:</b>	8 November 2017
<b>Report Title:</b>	Work Programme
<b>Report From:</b>	Director of Transformation & Governance

**Contact name:** Members Services

**Tel:** (01962) 847336

**Email:** [members.services@hants.gov.uk](mailto:members.services@hants.gov.uk)

#### **1. Purpose of Report**

1.1 To consider the Committee's forthcoming work programme.

#### **2. Recommendation**

**2.1 That Members consider and approve the work programme.**

**WORK PROGRAMME – CHILDREN AND YOUNG PEOPLE SELECT COMMITTEE**

Topic	Issue	Reason for inclusion	Status and Outcomes	14 June 2017	20 September 2017	8 November 2017	15 January 2018
<b>Overview / Pre-Decision Scrutiny</b> – <i>to consider items due for decision by the relevant Executive Member, and scrutiny topics for further consideration on the work programme</i>							
<b>Pre-scrutiny</b>	Consideration of Departmental Transformation to 2019 savings proposals	To provide the executive member with feedback prior to decision	Considered September 2017, further consultation items to be considered if required		<b>X</b>		
<b>Pre-scrutiny</b>	Consideration of revenue and capital budgets	To provide the executive member with feedback prior to decision	Item to be considered at January meeting.				<b>X</b>
<b>Pre-scrutiny</b>	Home to School Transport	To consider an overview of the home to school transport service provided by Children’s Services, to include potential changes	To be determined – in line with Tt2019 programme timescales				

Topic	Issue	Reason for inclusion	Status and Outcomes	14 June 2017	20 September 2017	8 November 2017	15 January 2018
		made to the policy on this by the Department					
<b>Overview</b>	RE in Hampshire and Living Difference III	To receive an update on this programme of work	TBC				
<b>Overview</b>	School attainment	To consider the progress of schools in improving the attainment of Hampshire children	To consider a further update following an item on this in January 2017 - date to be determined				
<b>Overview</b>	School funding formula	To understand the recent changes to how the school funding formula works in the County	To be considered in November			<b>X</b>	
<b>Overview</b>	Special Educational Needs and Disability (SEND) Reform	To provide an implementation update – to include services for children with autism.	Select Committee previously resolved to review the implementation in May 2016, to include Ofsted pilot inspection outcomes.  Next update to be considered in November 2017.			<b>X</b>	

Topic	Issue	Reason for inclusion	Status and Outcomes	14 June 2017	20 September 2017	8 November 2017	15 January 2018
<b>Monitoring Scrutiny Outcomes</b> - <i>to examine responses to the Committee's reports or comments and check on subsequent progress.</i>							
Children and Young People Disability Services	Progress made to these services, to include short breaks services and health provision in schools	Monitoring of Committee's pre-decisions scrutiny of this area	To be considered in November 2017.			X	
Family Support Service	To monitor progress made in implementing the new Family Support Service in Hampshire	Follows on from pre-scrutiny of item in 2016.	To be considered in January 2018.				X

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

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**Due regard in this context involves having due regard in particular to:**

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- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. **Equalities Impact Assessment:** This is a scrutiny review document setting out the work programme of the Committee. It does not therefore make any proposals which will impact on groups with protected characteristics.

### **2. Impact on Crime and Disorder:**

2.1 This is a forward plan of topics under consideration by the Committee; therefore this section is not applicable to this work report. The Committee will request appropriate impact assessments to be undertaken should this be relevant for any topic that the Committee is reviewing.

### **3. Climate Change:**

#### **3.1 How does what is being proposed impact on our carbon footprint / energy consumption?**

This is a forward plan of topics under consideration by the Committee; therefore this section is not applicable to this work report. The Committee will consider climate change when approaching topics that impact upon our carbon footprint / energy consumption.