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Agenda Item No:

Bristol City Council
Minutes of the People Scrutiny Commission
6th October 2014

Members Present:-

Councillor Alexander (Chair), Councillor Clark, Councillor Kirk, Jenny Smith, Rob Telford.

Officers in Attendance:-

Karen Blong – Policy Advisor Scrutiny, Karen Gazzard – Service Manager, Corporate Parenting, Fostering and Adoption, Leon Goddard – Commissioning Strategy Manager, Paul Jacobs – Service Director Education and Skills, Shana Johnson – Democratic Services Manager, Nick Hooper – Service Director Housing Solutions and Crime Reduction, Jean Pollard – Service Director Care and Support: Children and Families, John Readman – Strategic Director People; Carol Watson – Service Manager, 0 – 25 Integrated Services

Also in Attendance:-

Cllr Massey – Assistant Mayor for People.

1 Apologies for Absence, substitutions and introductions

- Apologies Cllr Campion Smith and Cllr Norman

2 Public Forum

Two public forum items were received.

- Christine Townsend – School Admission's Policy and School Organisation
Question 2 – over subscribed schools – outcome of consideration of issue by schools adjudicator to be sent to Ms Townsend
Question 5 – School places information to be provided to Ms Townsend within 28 days
- Craig Clarke – School Admission's policy and Free School Meals
Issues relating to use of free school meals as an admissions criterion and pupil attainment to be considered by the commission in relation to future reports on the School Organisation Plan and schools results

Copies of the statements and officer answers are held on public record in the Minute Book.

3 Declarations of interest

There were no declarations of interest.

4 Minutes

Resolved:

- 1. That the Minutes of the meeting be agreed and signed by the Chair.**
- 2. That information be provided to Commission members on the number of people receiving dementia care out of the City, including the locations**

5 Action Sheet

- The Action sheet was noted.

6 Whipping

- It was noted that no notice had been given concerning the use of the party whip for any item.

7 Chair's Business

- The Chair informed the meeting that she and Jenny Smith has attended the South Gloucestershire Public Health and Health Scrutiny Committee where issues relating to the proposals for Frenchay Hospital had been considered. Further information was likely to be forthcoming in April. Further information on proposals for a minor injuries unit at Cossham Hospital will be considered by the South Gloucestershire Public Health and Health Scrutiny Committee on the 19th November and members are welcome to attend.
- The Chair invited the Strategic Director People to update the Commission on the current Ofsted Inspection. The Strategic Director informed the Commission that Ofsted are carrying out an inspection of our services for children in need of help and protection, looked after children and care leavers. A team of inspectors will be with the Council until the 22 October. The inspectors will be carrying out observations of and interviews with staff from across the council who work with vulnerable children and families, as well as health partners, schools, police and voluntary sector. They will also be meeting children, young people and their carers during the next few weeks. There will be a formal report at the end of November.

In addition, there will a thematic inspection into child sexual exploitation, where Bristol along with eight other authority areas will be contributing to a

national review of practice. An initial report should be available at the end of October.

8 Housing Strategy

Members considered a report which outlined work undertaken to date to develop a new Housing Strategy and were requested to give input into the consultation plan and to indicate how they wished to be involved in the development of the Strategy.

Nick Hooper – Service Director Housing Solutions and Crime Reduction highlighted that the current strategy expires in 2015 and that whilst it is not a statutory requirement it is important for the Council to have a Housing Strategy in place. The current strategy was developed in partnership with Homes 4 Bristol (H4B) Partnership and is not just about Council housing services, but covers all sectors.

The following issues were noted during the debate:

- Members requested an evaluation of the previous strategy in order to evaluate and comment on its effectiveness
- It was confirmed that the strategy would be driven by and complement other key strategies, for example the Corporate Plan, Health and Wellbeing Strategy
- A range of approaches would be used to advertise the consultation, including the use of the Council's 'Consultation Finder', housing networks and a questionnaire. It was suggested that adverts in local newspapers, and engaging Neighbourhood Partnerships would also be useful.
- In relation to homelessness this is a complex area and a key strategic objective is prevention. The National Assistance Act does still apply and this can be used in specific cases.
- Clarification was given over the use of loans for insulation, overcrowding criteria and new housing standards

Resolved:

- 1. that a report be brought back to the Commission with emerging themes from the consultation and an evaluation of the effectiveness of the previous strategy**
- 2. that members of the Commission be invited to the H4B Conference in December**

9 Supported Housing Element of Home Care Recommissioning

The Commission considered a report on the proposals in the Home Care Commissioning Strategy relating to how Bristol City Council will commission home care services from Secondary Providers to deliver services that will include the supported housing element of home care.

Leon Goddard – Commissioning Strategy Manager outlined the two key parts to the Strategy:

Part One – creation of 11 geographical zones and a contract for a single Main Provider in each zone. The tender process will be completed in December 2014
Part Two – the Council will select a group of providers that can demonstrate their ability to deliver specialist services.

The Commission were asked to provide feedback on the commissioning model set out in the report and in particular the approach to tendering for Secondary Providers.

During consideration of the report the following issues were highlighted by the Commission and also by the Expert Witness, Judith Brown from the South West Network of Senior Forums.

- the need for training to ensure a quality service
- the need to express a minimum care standard and minimum number of hours a client will receive, what would happen in cases of emergency, what flexibility there is around appointments?
- the need to ensure a balance between the outcome of independent living and recognizing when clients will not be able to achieve this outcome and that this is not adversely reflected in 'payment by results'
- concerns that care workers will not be out of pocket for extras such as uniforms, parking
- How is the council encouraging small providers to bid for contracts?

Members were informed that contracts would set out minimum standards around staffing terms and conditions, training and that care workers would be paid at least the minimum wage after paying for items such as uniform, parking. This will be in the contract but with flexibility for providers to organize in different ways. Similarly the contracts will set out minimum care standards but acknowledging the benefit of flexibility for those clients who may benefit from a 'welfare check' and other whose care needs are more.

There will be rigorous contract monitoring and clear expectations and standards which will be evaluated. This will include monthly provider meetings where clients

can feedback and hold the provider to account.

Members were re-assured that the initial needs assessment will continue to be done by Bristol City Council but the provider may be asked to have an input to that process.

Members also heard that smaller providers were being invited to attend 'Provider Days' to find out more about the commissioning process and contract requirements.

Resolved: that the final commissioning proposals be brought to scrutiny in December/January.

10 Update on the development of the 0 to 25 Integrated service for children and young adults with special educational needs and disabilities.

The Commission received a presentation on the 0 – 25 Integrated SEND Service. (A copy of the presentation is included in the Minute Book for public inspection)

The presentation highlighted:

- The reform vision
- The scope of the Integrated Service – who is involved
- The Governance of the service
- Working approaches and principles
- Staffing structures
- A pathway example of how things will have changed for a young person who has benefited from the new integrated service

Following the presentation the following issues were raised and clarified:

- An explanation was given about the difference between personal budgets/direct payments and how these work in practice
- The commission requested that a breakdown of SEN numbers by type be provided
- It was noted that some families would continue to wish to use a 'short break/respite' service and that there would be a clear focus on outcomes and providing a range of different support options to meet different needs
- There was move towards a different statementing process which would address broader education and health issues. The emphasis will be on making this a positive process which links back to the fundamental concept of meeting needs simply and easily and recognizing that non 'one size fits all'

Resolved:

- 1. that the progress towards the Integrated Service be noted**
- 2. That the Commission be provided with a breakdown of numbers of children with SEN and Disabilities and also by type of need where possible.**

11 Corporate Parenting Annual Report

Jean Pollard – Service Director Care and Support introduced the Annual Report, which the Commission had requested prior to it being presented to Full Council on the 11th November 2014.

The Commission welcomed the new format which gave a much broader and in-depth picture of corporate parenting activity, including challenges, achievements and priorities as well as the work of the Corporate Parenting Panel. The Commission were pleased to see that the ‘voice’ of young people had been incorporated in to the report and also noted that representatives from the Children in Care Council would have an opportunity to co-present the report to the Full Council meeting.

During consideration of the report the following points were highlighted by the Commission:

- The ‘refresh’ of the Corporate Parenting Pledge was timely given changes within the council and also to allow other children and young people to be involved in re-assessing its core promises.
- Members sought assurances that there were robust procedures in place for dealing with missing children/young people. Members heard that there is a new police definition for children ‘missing’ and ‘absent’ and that the council is working closely with the police/foster carers within the new framework including a Missing from Care Co-ordinator and Return Interviews.
- Members queried why there was a fall in the number of children in children’s homes and it was explained that a priority for the council had been to recruit and retain Foster Carers and that Bristol now placed a higher percentage of children in care into foster care placements compared with the England average. Children in children’s home placements tended to be older and wanted to be in that setting. Members also received information about how the Council is developing other ways of looking after children and young people such as Special Guardianship Orders which are a hybrid between fostering and adoption.
- Support for care leavers was raised and it was confirmed that this area is a high priority both for the Council and the Corporate Parenting Panel.

- Members received further information on schools results for children in care from the Head of the Hope School (Virtual School for Children in Care) and questioned what the barriers were and interventions/support which could be given to children and young people to ensure they reach their full educational potential. Members were concerned that whilst there are encouraging achievements at KS2, with for example some children making progression over 4 levels, the KS4 results are poor and below the national average for children in care and far adrift of the national average for other children. Members noted that the KS2 cohort had received support from the Looked After Children Service and this could have helped contribute to the improved results.

Members were assured that the Hope School governors would be looking in detail at the KS4 results and 'drilling down' to try and ascertain the reasons for poor attainment. Some work had already been done in this area and 2 particular groups have been identified – those who are just missing out on GCSEs and another group which are a long way off and disengaged – in addition to the usual challenges for children at this age these children may also have come into care at this point and be in a situation of flux.

- Members also wanted to be sure that children who were above average in terms of educational attainment were also being fully supported and the Head of the Hope school emphasised the importance of maintained and consistent tracking of pupil progress to ensure that progression is maintained, particularly as achievement for this group of children can fluctuate. There are also other actions which can support aspiration and high attainment including the use of positive role models and celebrating success. It was also confirmed that there are a number of children in care in 'high achieving' schools.
- The issue of funding for academic support was also raised and it was confirmed that there is a sum of £1,900 per pupil which goes directly to the Virtual Head Teacher and is used specifically for this purpose. Schools are required to report back to the Virtual Head on how this money has been spent.
- In addition members asked how the council keeps track of children once they have left care and were informed of different approaches, for example a specific phone line, drop in facility, annual celebration, contact with other projects/networks young people are involved in.

Resolved:

- 1 That the Commission endorse the Corporate Parenting Annual Report**
- 2. That the Commission consider the final report and recommendations of**

the Ofsted Inspection into services for children in need of help and protection, looked after children and care leavers, including the Council's response and proposed actions.

12 Child Sexual Exploitation (CSE) Overview

The Commission considered a presentation introduced by Jean Pollard – Service Director Care and Support (A copy of the presentation is kept on the Minute Book for public record)

The presentation covered:

- Definition of Child Sexual Exploitation
- Headlines from the Rotherham Inquiry and Report
- Risk Indicators for CSE
- How we are working together to tackle CSE – including the work of the Bristol Safeguarding Board and its sub groups
- Governance
- The Bristol Picture

During consideration of the presentation the following issues were raised:

- Members noted that following the publication of the Rotherham Inquiry and Report the Assistant Mayor for People had posed a series of questions to ascertain that Bristol has robust practices and procedures in place to ensure that what happened in Rotherham could not happen in Bristol.
- The Commission re-iterated the importance of support to missing children and noted that there was a particular sub-group of the Safeguarding Board to deal with the Missing Strategy and that the strategy was being evaluation, return interviews taking place with children and children being asked if they feel safer after interventions. In addition in relation to school attendance both the Hope Virtual School and the Behaviour Improvement Team track pupil attendance.
- A suggestion was made that the Safeguarding Board may benefit from representation from the Faith Community and the Strategic Director People agreed that whilst significant work goes on with Mosques and Temples and in communities, there could be benefits in more formal engagement at this particular time.
- Members also noted that following the Full Council Motion on Sexual Exploitation on the 16th September 2014 briefings for all members are being arranged. In addition the Avon and Somerset Constabulary has organised a briefing for all secondary head teachers.

Resolved:

- 1. That the outcome of the Ofsted Thematic Inspection into Child Sexual Exploitation be considered by the Commission in November/December**
 - 2. That the questions posed by the Assistant Mayor for People following the publication of the Rotherham Inquiry and answers provided be sent electronically to members (copies were made available at the Commission meeting and a copy placed on the Minute Book for public record)**
 - 3. That the Strategic Director People consider more formal engagement/representation from Faith Communities in relation to the Safeguarding Board**
 - 4. That information about Safeguarding training courses be circulated to members.**
13. Date of Next Meeting

The next meeting would take place on Monday 3rd November 2015 @10am.

The meeting ended at 1.00pm

CHAIR

Children, Young People and Families Scrutiny Commission 6 October 2014

0 to 25 Integrated SEND Service
Carol Watson, Service Manager

People Directorate



What's not working for children, young people and parents

National (and Local) feedback highlighted:

- Too many children with SEN have their needs picked up **late**.
- Disabled young people and those with SEN do **less well** than their peers at school and college and are more likely to be out of education, training and employment at 18; part of the issue is aspiration and expectation.
- Schools and colleges focus too much on the SEN **label** rather than meeting the child's **needs**, and the current SEN statements or Learning Difficulty Assessments do not focus on life outcomes; approaches aren't person centred, and for disabled children may not focus on longer term outcomes and adulthood.



People Directorate



The reform vision

- There is **greater control** for parents and young people over the services they and their family use;
- Children's SEN are picked up **early** and support is routinely put in place quickly;
- Staff have the **knowledge, understanding** and **skills** to provide the right support for children and young people who have SEN or are disabled;
- Parents **know** what they can reasonably expect their local school, college, LA and local services to provide, without having to fight for it;
- **Aspirations** for children and young people are raised through an increased focus on life outcomes, including employment; and
- For more complex needs, an **integrated assessment** and a single Education, Health and Care Plan are in place from birth to 25.



People Directorate

Integrated Service: a refined vision

The vision

- **Strategic** vision, commissioning and partnership working for all children with SEND.
- Emphasis on **identifying** and **addressing** issues appropriately and proportionately.
- Link to **Early Help** to ensure the presenting issue does relate to SEND not other family issues.
- A **focused** and **integrated** approach to children and young people with more complex needs.



People Directorate

0-25 Integrated Service (1)

- A **collaboration** between Bristol City Council, Community Children's Health Partnership and Bristol CCG.
- Integrated Service about children with more **complex needs** arising from disability/health issues.
- Preparing for Adulthood: **all** young adults entitled to social care or EHCP **post-18**. Case finding and joint working 16-18



People Directorate

0-25 Integrated Service (2)

- Strategic vision, planning and implementation: collaboration in **one** service, under **one** Head of Service principle.
- Responsible to:
 - **Collaboration Steering Group** and **Reference Group**: senior management, BCC and CCHP, service users, parents.
- Working through:
 - **Leadership group**: service and team managers and other key staff.



People Directorate

Governance

- Emphasis on everyone **collaborating positively**, rather than on line management.
- Clarity of purpose through **one governance document**, to include all staff (will cover detail for everyone of key clinical and professional governance processes and structures, and HR employment accountabilities).
- Clarity of core collaborative **training** and meetings for all staff.



People Directorate

How we work here

Collaboration based on shared approaches and assumptions, including:

Must Do

- **Positive** engagement in EHCP process;
- Approach to **key working**;
- Creative and **personalised** support planning/personal budgets
- **Early Support** Principles.
- **Preparing** for **Adulthood**

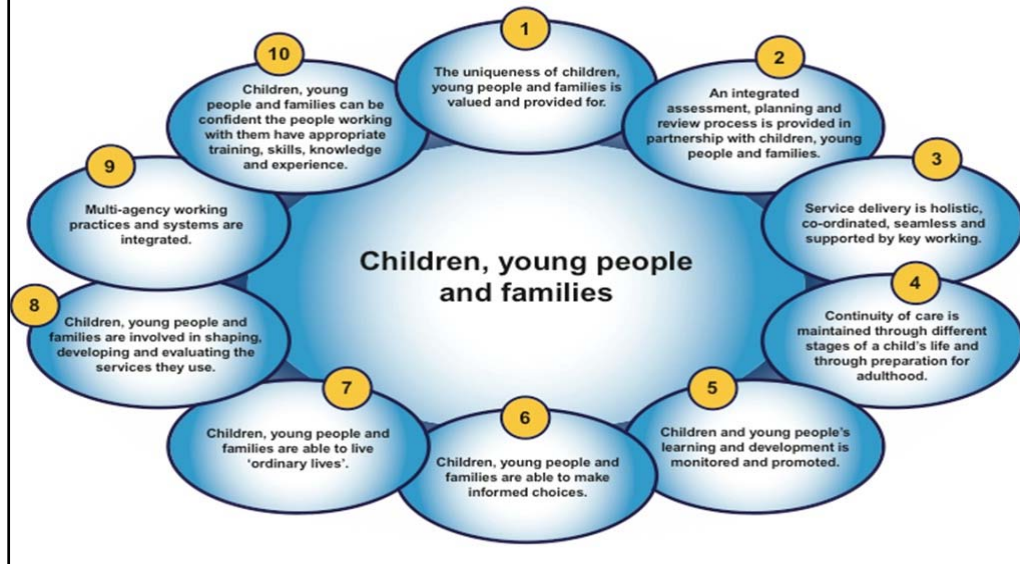
Can Do

- **Flexible** and creative approaches to joint working with individual children; and
- Flexibility of **threshold/criteria** to enable joined up working where appropriate.

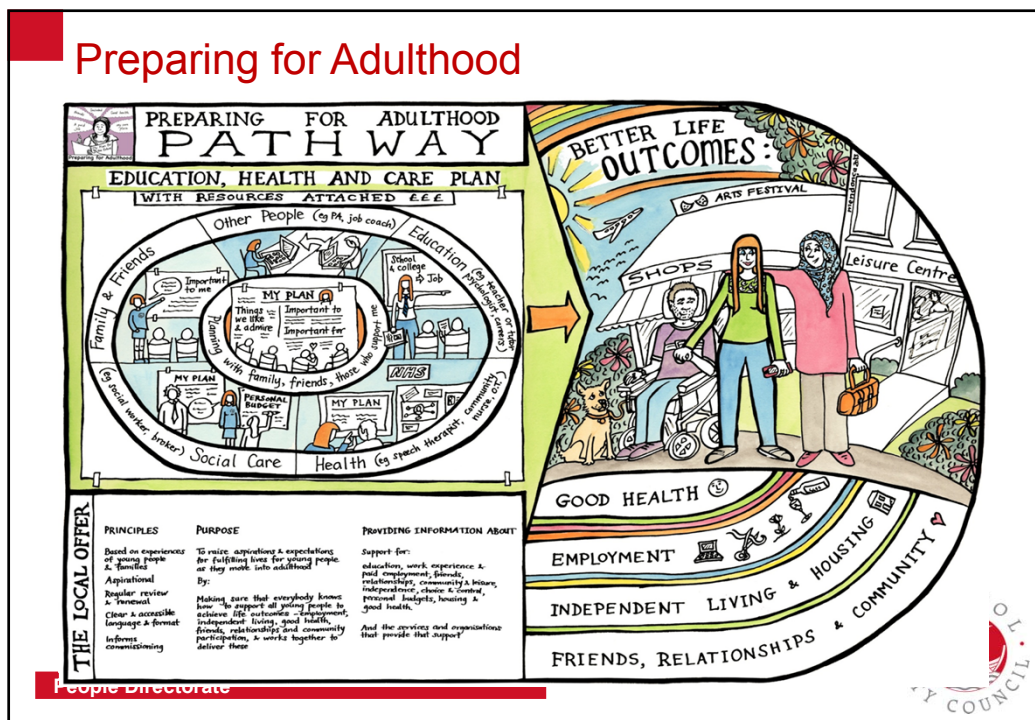


People Directorate

The Early Support Principles: A framework for action to achieve cultural change



Preparing for Adulthood



Staffing structure

Principles

- **Integrating** where possible and preferable.
- How we work will be more important than how we are structured.
- A starting place to build **collaboration**.
- **Avoiding** a new set of silos; collaboration through:
 - agreed priorities and processes
 - formal line management structures
 - hubs to build expertise, practice and shared approaches



People Directorate



The past

I didn't like school at all. I found it too hard and didn't understand what was happening..

My parents and I argued a lot, especially with my mum. She tried to get some help, but people kept telling her to try somewhere else.

When my mum got really upset and wasn't well I started to go and stay somewhere else a lot. It's ok, but I don't always like the other children. I'm angry with my mum that she sends me away.



I can't stay in my school once I'm 16. I'm going to live in the countryside. It's really nice, but I will miss my mum.

I'm staying at college for a bit. My mum and me are upset because we don't want to be together all the time. We argue. Mum says I need to be in a home.

I'm nearly 18 now. I've just got a new social worker. He asked my mum if I want to live in Bristol, but my school is here. I will argue with my mum if I go home, all my friends are here.

People Directorate



The future

My teachers had lots of advice in school about how to support me to stay.

We used a Personal Budget to have the same people support and advice my parents and help me at home.

I have a great time with a friend learning how to look after ourselves. My mum says this gives her a rest too. We don't argue so much when I come home.



Me and my mum look forward to my review meetings, its all sorted out by Helen. I feel really welcome there and everyone comes up with clever ideas.

I don't want to leave home yet but my new Social Worker will support me as I get older.

I love hair. I've been to visit a hairdresser and when I leave school I'm going to be an apprentice there. I loved clearing up the hair. I'm really good at making things tidy, I'll be ok on the bus, because I've learnt to use the bus everyday now.

I'm going to have a new Social Worker soon. I've already met her with my Social Worker now, she says its about growing up. I'm excited about that.

People Directorate



Because when I was a child I had..

..a mum who was stressed but had people to talk to, and once when she was really unhappy about something she felt better after mediation.

..a chance to join a music club with extra support while my mum did yoga one night: she said it was a break.

.. people who kept asking about me and what I like and what I'm good at.

.. help with some problems I had with continence at school, to help me feel better and be less embarrassed. I got ill less too.



When I grow up I might...

.. carry on in the electronic orchestra I joined at school.

.. get a degree

.. set up my own business over the internet.

.. be good at looking after my own health much as possible.

.. have good friends and healthy parents who can support me if I'm actually unwell for periods.

People Directorate



People Scrutiny Commission

6th October 2014

Child Sexual Exploitation

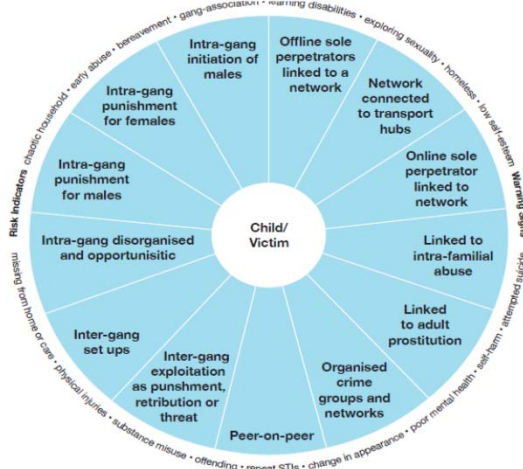
People Directorate

Jean Pollard – Care and Support Children and Families



Introduction

- Definition of CSE



Risk Indicators for CSE

- Relationships with older/powerful individuals
- Repeated or extended episodes of going missing and/or homelessness
- Evidence of historical sexual abuse, sexual assault and sexual exploitation
- Evidence of grooming e.g. expensive goods/presents with no source; multiple mobile phones; drug use or alcohol use suspected without funds for supply; being picked up by unknown cars
- On the periphery of mainstream education or missing education
- Spending time in areas known for sexual exploitation / with adult sex workers

3

Risk Indicators for CSE contd

- Unsafe sexual relationships /STI's /pregnancies /terminations
- Concerns re. inappropriate internet e.g. multiple accounts; secrecy; webcam use; sexualised photos; meeting up with individuals met online;
- Self presentation – age inappropriate dress and language; sexualised behaviour; chaotic and erratic behaviour; behaviour change
- Gang involvement/drug running
- Moving around / turning up in places to which they have no clear connection

4

CSE is high on the national agenda



The Bristol Picture

- ❖ 2 cases in court
- ❖ 8 current police investigations
- ❖ 39 suspects under investigation
- ❖ 70 children known to social care with a CSE 'flag'
 - Children in need / Child protection / Children in care
- ❖ 85 children worked with by BASE
- ❖ X children... *we don't know what we don't know*

How we work together to tackle CSE

Bristol Safeguarding Children Board leads multi-agency work to protect children:-

CSE sub-group

Missing Strategy Group

Training sub-group

Education sub-group

E-Safety sub-group

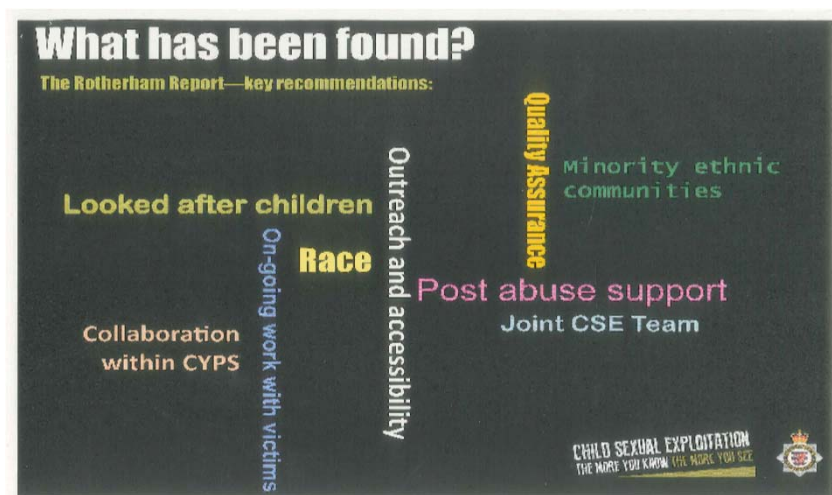
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Governance

- Annual report to BSCB; quarterly report to Exec
 - » CSE and Missing
- Quarterly Performance to BSCB
 - » CSE and Missing
- Inter Agency Safeguarding Governance Group

8

The Rotherham Report



9

Rotherham – Bristol Response

- Assistant Mayor Questions
- Full Council Meeting - motion
 - Briefing for all members
- Review by CP Chair and Independent Expert
- Avon and Somerset Constabulary response
- Ofsted CSE Thematic Inspection

10

How good are we at identifying CSE?

- Proactive work on current cases
- Do we spot it every time?
- The continuum of CSE
- Social care senior managers self-assessment
- Response to Assistant Mayor questions –
Rotherham
- CSE briefing

11

Action: BCC were committed to quality check homes and this would be written into contracts. A mandatory register to monitor the quality of staff was currently being developed at a national level. Members requested details of the data set to be used.

What is the NMDS-SC?

The Department of Health (DoH) has commissioned an organisation called Skills for Care to provide workforce intelligence for social care services via a National Minimum Dataset for Social Care (NMDS-SC). The purpose of the NMDS-SC is to obtain and hold detailed information about the workforce in social care organisations, and to help people gain an understanding of the size and scope of the adult social care sector. The NMDS-SC provides information about the whole of the social care workforce from the public, private and voluntary sectors. Organisations involved in the social care sector provide information under the NMDS-SC and use it in different ways. This includes Bristol City Council (BCC).

What is the connection between NMDS-SC and BCC care home re-commissioning?

Many local authorities use the NMDS-SC to help them understand social care providers, the workforce of these organisations and to inform their commissioning. BCC will follow this approach and under the new care home commissioning model, all care homes that deliver services on behalf of BCC will be required to submit information. BCC is currently in the process of deciding what information will be required from providers and of this information, when will it need to be submitted and why.

The new care home commissioning model will contain two key stages of this information sharing between care homes and BCC.

Stage One: BCC will require providers to submit information as part of an assessment process to decide which care home BCC will commission services from. This will require providers to submit policies and procedures, such as staff terms and conditions and disciplinary procedures, to demonstrate to BCC how they operate. BCC will judge this and other information and decide if it wishes to use this care home.

Stage Two: Providers that have passed the assessment process and are delivering care home services on behalf of BCC will be required to submit a standard set of information on a regular basis. This will include details of staffing levels, staff training and qualifications and staff turnover rates and will allow BCC to see if that provider continues to operate in the right way, or if there are problems that could begin to affect service quality.

For both stages, BCC will carefully consider exactly what it requires from providers and where appropriate, the information requested will be the same as that required by the NMDS-SC. This will ensure that BCC is consistent with the national approach and allows BCC to make use of national benchmarking tools.

BCC's requirements around quality assurance will drive this process and so in addition to asking for workforce information, BCC will also obtain information from providers about other aspects of quality that go beyond the scope of the NMDS-SC.