

People Scrutiny Commission

Agenda



Date: Monday, 26 September 2022

Time: 10.00 am

Venue: Council Chamber, City Hall, College Green, Bristol
BS1 5TR

Distribution:

Councillors: Tim Kent (Chair), Christine Townsend (Vice-Chair), Kerry Bailes, Hibaq Jama, Brenda Massey, Sharon Scott, Lisa Stone, Mark Weston and Tim Wye

Issued by: Ian Hird, Scrutiny Advisor
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Date: 15 September 2022



Agenda

1. Welcome, Introductions and Safety Information (Pages 4 - 6)

2. Apologies for Absence and Substitutions

3. Declarations of Interest

To note any declarations of interest from councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a disclosable pecuniary interest.

Any declaration of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

4. Minutes of Previous Meeting (Pages 7 - 16)

To agree the minutes of the previous meeting as a correct record.

5. Chair's Business

To note any announcements from the Chair.

6. Public Forum

PLEASE NOTE: The People Scrutiny Commission had been scheduled to meet on 12 September 2022. The 12 September meeting was postponed as it fell in the public mourning period following the recent death of Her Majesty The Queen. All questions and statements submitted to the 12 September meeting will be carried forward to this meeting on 26 September.

Up to 30 minutes is allowed for this item at the meeting.

Any member of the public or councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to scrutiny@bristol.gov.uk and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received at least 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be



received in this office at the latest by 5 pm on **Tuesday 20 September 2022**.

Petitions and Statements - Petitions and statements must be received at latest by 12 noon on the working day prior to the meeting. For this meeting, this means that your submission must be received in this office at the latest by 12.00 noon on **Friday 23 September 2022**.

- 7. Annual Business Report 2022-23** (Pages 17 - 22)
- 8. Fact-finding report - Use of social media by council staff in respect of the Bristol Parent Carer Forum** (Pages 23 - 33)
- 9. Report from Working Group on inclusion in mainstream education** (Pages 34 - 90)
- 10. Decision report of the Local Government and Social Care Ombudsman** (Pages 91 - 99)
- 11. Education, Health and Care performance update** (Pages 100 - 105)
- 12. School provision and specialist placements update** (Pages 106 - 127)
- 13. Adult social care transformation update** (Pages 128 - 139)
- 14. Quarter 4 performance progress report 2021-22** (Pages 140 - 156)
- 15. Quarter 1 corporate risk management report 2022-23** (Pages 157 - 173)
- 16. Work Programme** (Pages 174 - 177)



Public Information Sheet

Inspection of Papers - Local Government (Access to Information) Act 1985

You can find papers for all our meetings on our website at www.bristol.gov.uk.

Public meetings

Public meetings including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny will now be held at City Hall.

Members of the press and public who plan to attend City Hall are advised that you may be asked to watch the meeting on a screen in another room should the numbers attending exceed the maximum occupancy of the meeting venue.

COVID-19 Prevention Measures at City Hall (from March 2022)

When attending a meeting at City Hall, the following COVID-19 prevention guidance is advised:

- promotion of good hand hygiene: washing and disinfecting hands frequently
- while face coverings are no longer mandatory, we will continue to recommend their use in venues and workplaces with limited ventilation or large groups of people.
- although legal restrictions have been removed, we should continue to be mindful of others as we navigate this next phase of the pandemic.

COVID-19 Safety Measures for Attendance at Council Meetings (from March 2022)

Government advice remains that anyone testing positive for COVID-19 should self-isolate for 10 days (unless they receive two negative lateral flow tests on consecutive days from day five).

We therefore request that no one attends a Council Meeting if they:

- are suffering from symptoms of COVID-19 or
- have tested positive for COVID-19

Other formats and languages and assistance for those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.

Committee rooms are fitted with induction loops to assist people with hearing impairment. If you require any assistance with this please speak to the Democratic Services Officer.



Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee Members and will be published on the Council's website before the meeting. Please send it to scrutiny@bristol.gov.uk.

The following requirements apply:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **5pm three clear working days before the meeting**.

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, it may be that only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the Committee and published within the minutes. Your statement or question will also be made available to the public via publication on the Council's website and may be provided upon request in response to Freedom of Information Act requests in the future.

We will try to remove personal and identifiable information. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Other committee papers may be placed on the council's website and information within them may be searchable on the internet.

During the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute.**
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.
- Under our security arrangements, please note that members of the public (and bags) may be searched. This may apply in the interests of helping to ensure a safe meeting environment for all attending.

- As part of the drive to reduce single-use plastics in council-owned buildings, please bring your own water bottle in order to fill up from the water dispenser.

For further information about procedure rules please refer to our Constitution <https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all Full Council and Cabinet meetings and some other committee meetings are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items). If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

The privacy notice for Democratic Services can be viewed at www.bristol.gov.uk/about-our-website/privacy-and-processing-notice-for-resource-services



Bristol City Council Minutes of the People Scrutiny Commission

7 March 2022 at 5.00 pm



Members Present:-

Councillors: Tim Kent (Chair), Christine Townsend (Vice-Chair), Kerry Bailes, Brenda Massey, Tim Rippington, Sharon Scott, Lisa Stone, Mark Weston and Tim Wye

1 Welcome, Introductions and Safety Information

The Chair welcomed all attendees to the meeting.

2 Apologies for Absence and Substitutions

Councillors Craig and King sent their apologies.
Warda Awarla, co-optee, sent her apologies.

3 Declarations of Interest

The Chair, Councillor Kent, declared his child had special educational needs.
Cllr Rippington declared he had a child currently in an education setting out of area and awaiting a panel decision as to whether this could continue for another year.
Cllr Bailes declared her child had special educational needs and was currently involved in a tribunal with Bristol City Council.

4 Minutes of Previous Meeting

RESOLVED;

That;

- The public forum questions not published be added as an appendix to the minutes.
- The minutes of the meeting held on 13 December 2021 were agreed as a true record.



5 Chair's Business

The Chair announced that the Commission had established a Working Group to examine issues and opportunities around enabling inclusive mainstream education, and set out the objectives;

- (i) To identify the key challenges and opportunities to enable inclusive education in mainstream settings in Bristol (including local policy and practice, significance of admissions policies, and national policy).
- (ii) To inform policy development within the Council and across mainstream educational settings, to help address and overcome the systemic barriers to inclusive mainstream education.

All Commission members were invited to take part; the working group would take place in April.

The Chair asked Cllr Massey to update the Commission about gathering aid items for the crisis in Ukraine. Cllr Massey thanked staff and councillors for the support so far, that the donations and help with logistics was appreciated. There were lorries taking items to Romania, and then to Ukraine. There had been donations of clothing, and the need was now food and medical items. Items could be left in City Hall; the Council had provided an area for sorting and where items could be packed for transit.

Cllr Massey recommended [From Bristol with Love \(bristollovetrust.uk\)](http://bristollovetrust.uk) / @dinbristolcudrag [\(Bristol with Love on Facebook\)](#) for more information.

6 Public Forum

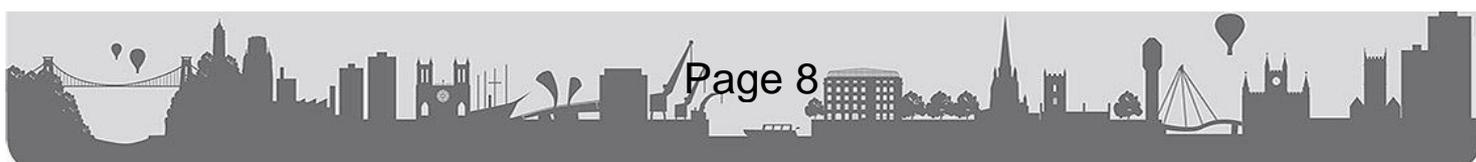
Questions and statements can be found at the following link: [Public Forum 7-3-22 People Scrutiny Commission \(bristol.gov.uk\)](#)

Questions

Ref	Name	Topic
Qs 1 - 2	Jen Smith	Special Educational Needs and Disability
Qs 3 - 4	Hayley	Special Educational Needs and Disability

Statements

Ref	Name	Topic
S1	Jen Smith	Special Educational Needs and Disability
S2	Hayley	Special Educational Needs and Disability



S3	Mrs P	Special Educational Needs and Disability
S3	Fiona Castle	Special Educational Needs and Disability

Fiona Castle and Jen Smith spoke to their statements.

Supplementary questions;

Jen Smith asked about the rate of permanent exclusions, and the Director of Education & Skills said that the permanent exclusions in Bristol had been high for a number of years and a lot of work had been done to reduce those; they were low now compared to national numbers and the data included Bristol children who were educated outside the Authority (and those figures were higher). Any child permanently excluded was a concern and work with the schools to prevent this happening was ongoing.

Jen Smith asked about the destinations of those children who had been permanently excluded, that more had gone to specialist settings. The Director of Education & Skills advised that this was one of the key themes out of the Alternative Learning Independent Review that took place last year, and that the evidence showed a lot of young people in alternative provision had unmet special educational needs so part of the improvement plan was to ensure there was earlier intervention and the right support for those young people was put in place.

7 Special Educational Needs and Disabilities (SEND) - Progress Against the Written Statement of Action

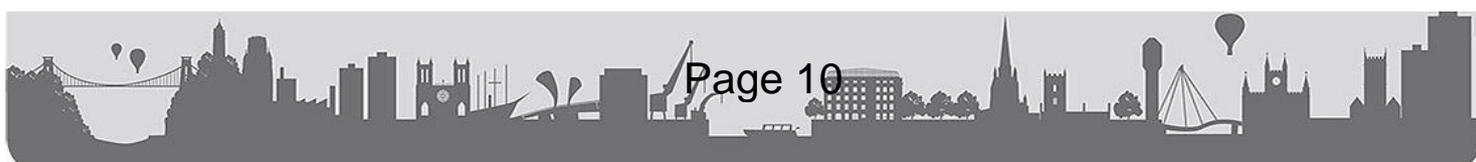
The Director of Education & Skills, and Gerry Bates, Head of Children's Service, Sirona Care and Health, introduced the report.

- The Chair asked about the timescales for a referral for someone with an EHCP to a paediatric assessment, and Members were advised that timeliness for EHCP assessment health contributions was 87% in 6 weeks returned to all services; and that the new 'Specialist Health Advisors for SEND' service enabled needs assessments for those children previously unknown to a community health services.
- The Chair asked about timescales of EHCPs and the level of the backlog, and the Director of Education & Skills advised that an ethical approach was taken, approved by the Department for Education, which prioritised a proportion of new cases, which enabled service improvement and responded to highest need, whilst ensuring legacy cases were responded to. Members heard the council was currently working on 60% legacy and 40% new cases. There was a triage system which provided for a fair focus on prioritised cases.
- The Head of Accessible City advised the Commission that the number of live cases in the system was around 500, and that the Department for Education had undertaken surveys about the impact of COVID-19 on SEND and educational psychologist services, and there had been approximately 20% reduction nationally in the way SEND and educational psychology teams had been able to operate. The Chair noted concern about the figure of 500, that this was similar to three years ago.
- There was a query whether there was a difference between timescales of assessing children and adults, and Members were advised that there was not data available for this, as the focus was on



children and young people up to the age of 25; that the Special Needs Code of Practice spanned from 0-25 year olds.

- There was a discussion about school places, and the Director of Education & Skills advised, in terms of the Specialist Provision Project which aimed to deliver 450 places in the next two years, phase 1 was opened at the start of lockdown which meant delays; and these had now started to be delivered. There were 287 places to be confirmed shortly, which included those delivered as part of phase 2; 163 places would need to be delivered as part of phase 2 which was ongoing. There would be 450 places across the city by April 2023.
- Members asked about the reference to data, performance management and planning in the report and were advised that accountability of leaders was a standing agenda item on the Excellence in Schools Board which looked at performance and gap analysis data, attendance and exclusion data.
- The Commission was advised that there had been nearly 30 OFSTED inspections across education settings since the onset of COVID-19.
- Members were advised that there was now funding available for support for school holidays; the Holiday Activity Fund, secured for 3 years, enabled the council to work with partners to increase accessible provision for children and young people, particularly those eligible for free school meals.
- There was a discussion around Theme 6, Transition to Adulthood, and Members were advised that there was work to do for the post 16 offer, particularly the support for young people with their transition into adulthood and into positive destinations which included paid employment; enabled by programmes delivered by the skills team such as 'We Work for Everyone.'
- It was noted by Members that there were groups city-wide not funded that also enabled this type of provision.
- Members noted the amount of work and funding into school holiday provision.
- There was a discussion about the mental health support teams in schools, and the Commission was advised that there was additional funding identified which would expand the number of teams.
- The Head of Children's Service, Sirona Care and Health, advised the Commission that there was not a clear understanding why demand for autism assessment had increased nationally, although research showed there was a broader understanding of children with autism with better recognition, particularly of girls. Also, the criteria for the diagnostic tool had been broadened. Anecdotally, there was a better acceptance of neuro diversity and an awareness and understanding of challenges young people with social communication difficulties or autism face; this meant more people were picked up and much earlier.
- Members were told that there had been an additional £500K funding from the General Fund, the majority of the transformation funding came from top slice of the High Needs block; and there was also additional COVID-19 funding.
- The Chair welcomed the plan to deliver 450 additional places in special schools within 3 years and it was confirmed the deadline would be July 24 for September 24.
- There was a question about co-production with parents and Members were told that co-production and participation were built into the way policy and practice was developed; stakeholders and families had been engaged in improvement pieces of work; and the Engagement and Participation Co-ordinator



had ensured an understanding of all the parent carer groups in Bristol, and regular meetings were held with them.

RESOLVED;

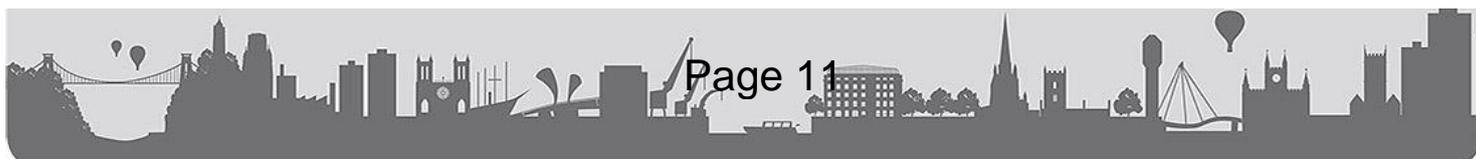
That;

- The report be noted.
- The Commission receive further detail of how the triage system works for prioritising cases for EHCP assessments.
- The Commission be provided with details of the partnership groups/boards referred to in 'Governance' paragraph of the report (*2a. Context – Summary of Progress*), and the Excellence in Schools Board, including membership and terms of reference.
- The age limit for eligibility of school holiday provision be confirmed.
- The Commission receive a breakdown of funding, including what was from the General Fund, DSG, and COVID related funding.
- The Commission be provided with detail about the Mental Health teams in schools, including how many teams and schools involved.
- People Scrutiny Commission consider this item for the scrutiny work programme 22-23.

8 Transitions between Children's and Adults Services

The Director of Children Services and Director of Adult Social Care and introduced the report.

- Members noted that the transition from childhood to adulthood was not the final transition, especially for people with special educational.
- Members were advised that to enable sustained and valuable support the system required 'thinking lifelong', and the Families, Local Officer, Resources and Advice (FLORA) team was set up to provide the required early support, and this early intervention provided data to help enable sufficiency planning. The 'thinking lifelong' approach enabled a better way of people interacting with the system, with clear process, interactions and communication.
- Members noted that having key staff in place was important to support transitional arrangements, and the system, and related support, was negatively affected if those required posts were not filled.
- The Cabinet Member for Adult Social Care and Integrated Care System told the Commission that Adult Social Care had been working more closely with Children's Services over the last few years.
- Members were advised that relationships were important, as successful support came down to understanding who knew the child best so appropriate services could be put in place from which they would benefit from; and the system would benefit from being simpler with a greater focus on outcomes.



- There was a discussion about the need to strengthen the strategic commissioning approach as lack of choice led to high costs, and Members were told that the aim was to focus services within Bristol.
- There was a question around how the Council drew on best practice, and Members heard the Council was engaged with the Council for Disabled Children and was involved in a Working Group with the Department for Education.
- There was a discussion around the need for flexibility within providers with regard to transitioning and Members were advised that the council had liaised with the CQC and OFSTED and would investigate how to enable smooth transition.
- The Cabinet Member for Adult Social Care and Integrated Care System drew the Commission to, firstly, the use of Council General Needs homes for young people who moved into adult services, which demonstrated closer working between Housing and Adult Social Care; and secondly, the We Work for Everyone programme, which supported people with learning difficulties into employment.
- The Executive Director for People advised the Commission that all the reports on the agenda had a common theme, that episodic separate services did not serve people well or fully address their needs; and in order to support people have better lives there needed to be a focus on knowing and understanding people in the long term, which included a respect and recognition for preferences and aspirations, from childhood, adolescence, adulthood and into old age. This could not be done well with services that only dealt with episodes of problems, and so there was a lot to do to improve. The ambitions were to focus on investment and services within the Bristol North Somerset South Gloucestershire area.
- There was a query about support for parents and carers, and Members were told the focus was about working with young people and parents so young people could live independently.
- There was a query regarding a buddy system for children and Members were advised that WECIL was commissioned to offer support for young people, and that the council would look to have a buddy system developed.

RESOLVED;

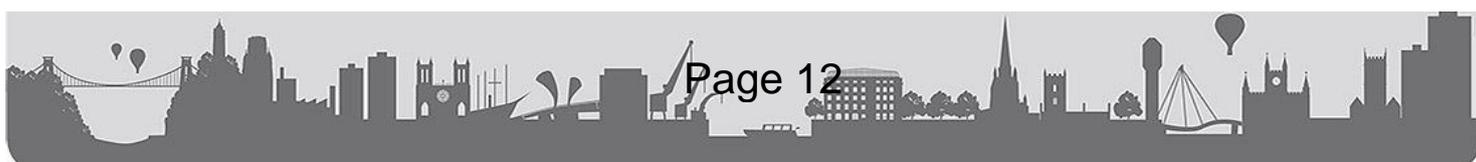
That the report be noted

9 Response to Sir Stephen Bubb Review: Building Rights - Update

The Executive Director, People, introduced the report.

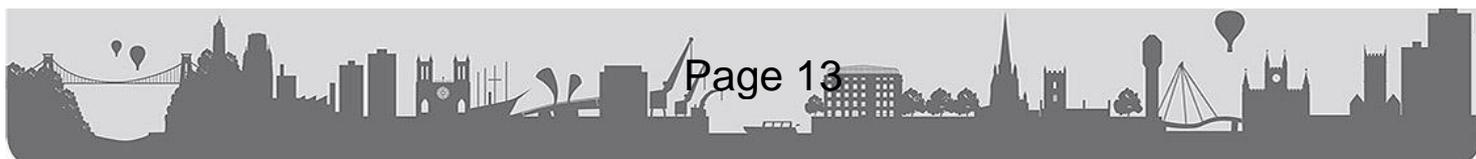
It was noted this item had been brought to the Commission on the 19 July and this report was to update Members on progress.

Alun Davies, Chair of the Bristol Disability Equality Commission, was introduced to the Commission; he had been asked by the Mayor in September to take a lead on the response to the Sir Stephen Bubb report.



Alun Davies advised the Commission of key points in the report and explained that he set up a Task & Finish Group with priorities to ensure membership reflected people's lived experiences and the work was co-produced with people with lived experiences; and that the report would be accessible with no jargon.

- It was noted that the Reference Group, which was being developed, involved the Keeping Bristol Safe Partnership Board, and would include groups with representation of people with lived experience across the city; and also criminal justice, health and care representatives, and service providers in the city.
- The Commission was advised that the Reference Group would develop in size over time, and that, in terms of representation of people who required advocates, there were three care representatives from carers organisations, all of whom had autistic children.
- There was a discussion around timescales for the work, and Members were advised that the initial intention was for the work to have been completed in March, although it was now envisaged it would be ongoing passed this date. The Commission was advised that the extended timeline for the group would be justified as the group would enable, as well as production of an action plan, peoples' voices to be heard, and a culture developed where people felt more involved and engaged.
- The Commission was advised that enabling engagement had taken time; that the work on the charter had been undertaken; and the more complex issues which included the right to challenge, and the role of the commissioner, needed more engagement with organisations.
- It was proposed that a report from the Reference Group, with an action plan, which would show how recommendations would be taken forward, be brought back to the Commission in the summer.
- The Commission was advised that not everyone wanted to or could engage in standard ways, and it was important that people were met where they were, rather than an expectation that people fitted into structures that already existed.
- Members were told that the Inclusion and Participation lead for Keeping Bristol Safe Partnership had focused on different ways involve people and to build a level of representation.
- Members noted the need for parents and carers voices to be heard with representation on groups such as this, and welcomed the representation on the Board of parents and carers with lived experience.



- The Cabinet Member, Adult Social Care and Integrated care System thanked Alun Davis and the Disability Commission for leading on this work; and that it was important that the intersectionality of disadvantage was recognised – this included the double disadvantage of disabled women faced.

RESOLVED;

- The developed report and action plan and next steps be considered by the Commission on the beginning of the next work programme.
- The report be noted.

10 Adult Social Care Transformation Programme

The report was introduced by the Executive Director, People; the Director of Adult Social Care; and the Director of Transformation.

- There was a discussion around cost of care, and the Commission was advised that there were three main reasons for differences between care costs for older and younger people;
 - (i) As young people who accessed services tended to have more enduring needs, over a longer term with a higher level of acuity, their care would be more expensive than episodic, short term needs that older people tended to have;
 - (ii) That the proportion of younger people with disabilities came from lower socio-economic backgrounds which meant they did not contribute to the chargeable element of services, and more chargeable elements were recouped from older people;
 - (iii) There had been a shift in the proportion of people who accessed services; that in 2018 the proportion of older people and younger people was approximately 70%:30%, and now it had moved significantly, to 60% older people and 40% younger people who accessed services. This had increased costs of social care.
- There was a discussion around the Bristol community meals service, and Members were advised that about 350-400 people per month accessed meals via the service; that it had been a good service for communities and had potential for expansion. It was confirmed that self-funders were also able to buy into the service.
- The Cabinet Member for Adult Social Care and Integrated Care Service highlighted the community meals services teams as unsung heroes for the work and support they provided for vulnerable and isolated people, over and above the meals provision.
- There was a question about joint working with planning colleagues to help ensure accessibility and future-proofed accommodation, and Members were advised that the social care team would not have sight of every planning application, although there was close work with colleagues around the design of accommodation and services for people with needs.



- It was noted that the Adult Social Care team sat on the Housing Delivery Board and worked closely with Housing colleagues, for example on Extra Care schemes and supported homes for younger people.
- There was a discussion about direct payments and the Commission was advised that the aim was to have more people with access to direct payments and there was a work stream to improve the process.
- There was a question about Integrated Care Partnerships (ICPs), and where they fit on the 'Care Ladder' and the Commission was advised that they were across all of it; that the Care Ladder was at the heart of the ICP work, relevant for all organisations and partners.
- There was a discussion around meeting need within the city and across Authority boundaries, and Members were told that neighbouring Authorities worked as a system, across Bristol, North Somerset and South Gloucestershire, as Healthier Together, with the same aims; and so reference to 'out of area' was other parts of the country, outside the immediate partnership.
- There was a discussion around the Council's service provision, and services outsourced, and Members were told that Bristol's communities had benefited from the provision of community meals and reablement services. There were ways the Council could configure relationships with other sectors so a stake and control in the service provision and activities was retained, for example through strategic partnerships; through that method, investment and expertise could be brought into the city and wider area, and skills and capabilities of the workforce could be built at scale, that could not be achieved as a local authority on its own.
- There was a question around how people were supported after they left hospital, and Members were advised Extra Care housing was purpose built with technology; although older schemes needed modernising.
- The Chair asked about the time it took to complete the digital forms within the time allocated on a Homecare package, and Members were advised that commissioners needed to be constantly aware of, and assess, the efficacy of new developments in technology. It was confirmed that that the system had moved away from that type of data inputting task for the carer within the allocated time.

Resolved;

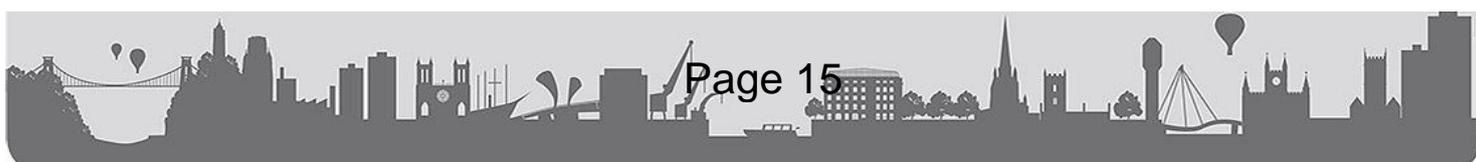
That the report be noted.

11 Risk Report (Q3 2021-22) (for information)

The Risk Report was noted.

12 Performance Report (Q3 2021-22) (for information)

The Performance Report was noted.



13 Action Tracker (for information)

The Action Tracker was noted.

14 Work Programme (for information)

The Work Programme was noted.

There was a discussion about the amount of resource allocated to scrutiny, and the Chair proposed a recommendation of more resource should be made to the Overview & Scrutiny Management Board.

RESOLVED;

- That a recommendation of more resource to scrutiny be made to the Overview & Scrutiny Management Board.

Meeting ended at 8.00 pm

CHAIR _____



People Scrutiny Commission



12 September 2022

Report of: Director, Legal & Democratic Services

Title: People Scrutiny Commission - Annual Business Report 2022/2023

Ward: N/A

Officer Presenting Report: Ian Hird, Scrutiny Advisor

Contact Telephone Number: 07552 261506

Recommendations:

1. To note the membership of the Commission for the 2022-23 municipal year.
2. To note the Commission's Terms of Reference.
3. To note that the dates and times for remaining further meetings in 2022/23 are as follows:
 - 5.00 pm, Monday 28 November 2022
 - 5.00 pm, Monday 13 March 2023
4. To note the ongoing appointment of Warda Awale as a statutory parent governor representative co-optee.



1. Context

1.1 Terms of Reference of the People Scrutiny Commission

At the annual meeting on 24 May 2022, the Full Council established this scrutiny commission with the following terms of reference:

Terms of Reference - Overview

The role of the commission is the overview and scrutiny of matters relating to the People Directorate, including:

Adults: Front Door/ Hospital Social Care teams, Maximising Independence, Safeguarding/ Deprivation of Liberty, Approved Mental Health Act Service, Strategic Commissioning/ Contracts & Quality, Early Intervention/ Targeted support, and Intermediate Care, Reablement and Regulated Services.

Children: Early Help, Targeted Support, Safeguarding including Child Protection Social Work Services and Permanency and Specialist Services for children in care, care leavers and disabled children and their families.

Education: HOPE Virtual School, Early Years, School Partnerships, Specialist Education and Access, and Employment, Learning & Skills.

Public Health and the Statutory Health Overview and Scrutiny Function

Functions

1. To ensure that overview and scrutiny directly responds to corporate and public priorities, is used to drive service improvement, provides a focus for policy development and engages members of the public, key stakeholders and partner agencies.
2. To action the Annual Work Programme set by the Overview and Scrutiny Management Board using the following framework:
 - (a) Scrutiny of corporate plans and other major plan priorities within its remit, with particular reference to those areas where targets are not being met or progress is slow;
 - (b) Input to significant policy developments or service reviews;
 - (c) Review and scrutiny of decisions made, or other action taken in connection with the discharge of any functions which are the responsibility of the Mayor/Executive, functions which are not the responsibility of the Executive, and functions which are the responsibility of any other bodies the Council is authorised to scrutinise.
3. To make reports and recommendations to Full Council, the Mayor/Executive and/or any other

body on matters within their remit and on matters which affect the authority's area or the inhabitants of that area and to monitor the response, implementation and impact of recommendations.

4. To work in collaboration with the Mayor/relevant Executive Member and receive updates from that member on key policy developments, decisions taken or to be taken and progress against corporate priorities.
5. To report to the Overview and Scrutiny Management Board on progress against the work programme and on any recommendations it makes.

1.2 Membership of the Commission:

The Commission comprises 9 members (3x Labour; 3x Green; 2x Conservative; 1x Liberal Democrat); details as follows:

- Cllr Tim Kent
- Cllr Christine Townsend – Vice Chair
- Cllr Kerry Bailes
- Cllr Hibaq Jama
- Cllr Brenda Massey
- Cllr Sharon Scott
- Cllr Lisa Stone
- Cllr Mark Weston
- Cllr Tim Wye

1.3 2022-23 meeting dates

In addition to the 12 September meeting, there will be two further meetings of the People Scrutiny Commission during 2022/23, as follows:

- 5.00 pm, Monday 28 November 2022
- 5.00 pm, Monday 13 March 2023

1.4 Health Scrutiny Sub-Committee (sub-committee of the People Scrutiny Committee) terms of reference

Overview

The role of this Commission is to undertake the scrutiny of local Health Service provision in accordance with Section 7 of the Health and Social Care Act 2001, the Health and Social Care Act 2012 and Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013.

Functions

1. To review and scrutinise any matter relating to the planning, provision and operation of the health service in its area.
2. To review and scrutinise any proposal for the substantial development or substantial variation of the Health Service as referred by a local NHS commissioner or provider under its statutory obligation to consult with the Council. To consider and assess impact assessments from such bodies and decide whether proposals are substantial variations or developments.
3. To require the local NHS body to provide information about the proposal under consideration and where appropriate to require the attendance of a representative of the NHS body to answer such questions as appear to it to be necessary for the discharge of its function in connection with the consultation.
4. To report to the Secretary of State in writing where it is not satisfied that consultation on any proposal referred to in paragraph 2 above has been adequate in relation to the content or time allowed.
5. To report to the Secretary of State in writing in any case where it considers that the proposal referred to in paragraph 2 above would not be in the interests of the health service in the area
6. Where a matter is referred to it by Healthwatch to consider whether to exercise any powers in relation to the matter, taking into account information supplied by Healthwatch.
7. To scrutinise matters relating to the health of the authority's population and contribute to the development of policy to improve health and reduce health inequalities.
8. To review and scrutinise the impact of the authority's own services and key partnerships on the health of its population.
9. Review and scrutinise decisions made, or other action taken in connection with the discharge of any functions which are the responsibility of the Mayor/Executive, functions which are not the responsibility of the Executive, and functions which are the responsibility of any other bodies the Council is authorised to scrutinise.
10. In relation to the above functions:
 - a) To make reports and/or recommendations to the full Council, Executive of the Council, any joint committee, NHS bodies or any relevant partner authority as appropriate
 - c) To consider any matter affecting the area or its inhabitants
11. To report on an annual basis to the People Scrutiny Commission on progress against the work programme and any recommendations it makes.

1.5 Membership of the sub-committee

(9 members: 3x Labour; 3x Green; 2x Conservative; 1x Liberal Democrat)

- Cllr Graham Morris - Chair
- Cllr Jos Clark – Vice Chair
- Cllr Amal Ali
- Cllr Lorraine Francis
- Cllr Paul Goggin
- Cllr Tom Hathway
- Cllr Mohamed Makawi
- Cllr Brenda Massey
- Cllr Chris Windows

2. Statutory co-optees

- 2.1 There are three vacancies currently for qualifying persons to be co-opted onto this Commission, which is the Overview & Scrutiny Commission which deals with education matters.
- 2.2 An appointed co-optee of the People Scrutiny Commission is entitled to vote at a meeting of the Commission on any question which relates to any education functions which are the responsibility of Bristol City Council.
- 2.3 Two faith co-optee representatives are permitted. A Church of England school co-optee must be nominated by the Diocesan Board of Education for any Church of England diocese which falls wholly or partly in the authority area; and a Roman Catholic school co-optee must be nominated by the bishop of any Roman Catholic diocese which falls wholly or partly in the authority area.
- 2.4 Two parent governor co-optee representatives are permitted. They must be the parent of a child currently educated by the authority; and should not be:
- employed by the local authority;
 - employed at a school maintained by the local education authority, either as teaching or non-teaching staff;
 - a councillor of any local authority.
- 2.5 The Council currently has one ongoing eligible nomination for a parent governor representative, Warda Awale, who was appointed last year for a two-year term.
- 2.6 Officers will liaise with the appropriate representative bodies to seek to secure appointments for the remaining vacancies.

3. Public Sector Equality Duties

Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic

that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);

- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- ii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.

4. Legal and Resource Implications

N/A

Appendices:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

Full Council agenda, reports and minutes – 24 May 2022

[ModernGov – bristol.gov.uk](https://moderngov.com/bristol.gov.uk)

People Scrutiny Commission

26 September 2022



Report of: Head of Legal Services

Title: Fact-finding report – Use of social media by council staff in respect of the Bristol Parent Carer Forum

Recommendation

That People Scrutiny considers and notes the report prepared by officers.

Summary

Following concerns raised about the viewing and sharing of social media posts of Bristol Parent Carers Forum members, the Chief Executive asked Legal Services to establish the facts in relation to the concerns and whether any unlawful activity had taken place. Legal Services reviewed internal and external correspondence and sought input from a range of council staff in the preparation of the report.

The significant issues in the report are:

No evidence of unlawful activity was found, but the report recommends that the council's social media protocol be reviewed and updated to provide clear guidelines to staff on the viewing and sharing of social media.



Fact-finding report – Use of social media by council staff re SEND Parent Carer Forum

Introduction

1. Concerns have been raised in relation to the viewing and sharing by council staff of social media posts made by members of Bristol Parent Carers Forum (BPCF¹). OSMB considered this matter at its meeting on 27 July following submission of statements from councillors. The Chair considered these and noted:

2. *He had been advised that officers were looking into this matter in order to establish the facts and that he would like them to conclude this piece of work before OSMB considered whether any additional action was necessary. Once he had been advised of the outcome of officers' inquiries, he intended to discuss next steps with the other OSMB lead members.*

3. OSMB resolved:

To note that members feel that an independent inquiry into these allegations is essential, but to also recognise the need to gather further factual information (as referred to in the Chair's statement under Chair's business). Once that process is concluded, OSMB agree to delegate to the OSMB Chair and Vice-Chair the decision on the way forward and whether to instigate an independent investigation.

Remit

4. Legal Services have been asked to establish the facts around what occurred and the reasons why. We have also been asked to comment on the lawfulness of the viewing and sharing that took place.

Actions undertaken in preparation of report

5. Evidence was requested from and provided by Hugh Evans (Executive Director – People), Alison Hurley (Director – Education and Skills), Officer A [REDACTED], Officer B [REDACTED], Officer C [REDACTED], Officer D [REDACTED], Officer E [REDACTED] and Officer F [REDACTED]. Input on the legality of the actions was sought from Officer H [REDACTED], Officer I [REDACTED] and Officer J [REDACTED].

¹ The name Bristol Parent Carers was used in 2021 and this changed to Bristol Parents Carers Forum in either late 2021 or January 2022. We have referred to the group as BPCF throughout this report in order to avoid confusion.

Parent Carer Forums

6. Statutory guidance entitled '[Special educational needs and disability code of practice: 0 to 25 years](#)' was published in January 2015. The guidance states in relation to Parent Carer Forums:
7. *'...representative local groups of parents and carers of children and young people with disabilities who work alongside local authorities, education, health and other service providers to ensure the services they plan, commission, deliver and monitor meet the needs of children and families. Parent Carer Forums have been established in most local areas and local authorities are actively encouraged to work with them.'* (para 1.13)
8. *'At a strategic level, partners must engage children and young people with SEN and disabilities and children's parents in commissioning decisions, to give useful insights into how to improve services and outcomes. Local authorities, CCGs and NHS England **must** develop effective ways of harnessing the views of their local communities so that commissioning decisions on services for those with SEN and disabilities are shaped by users' experiences, ambitions and expectations. To do this, local authorities and CCGs should engage with local Healthwatch organisations, patient representative groups, Parent Carer Forums, groups representing young people with SEN and disabilities and other local voluntary organisations and community groups.'* (para 3.18)
9. The charity, Contact, is the delivery partner of the Department for Education (DfE) in supporting parent carer participation in England. Contact supports parents carer forums in a number of ways², including administering and paying a grant of up to £17,500 a year (funded by the DfE) to one parent carer forum in each local authority area in England.
10. Guidance is provided by Contact in relation to the grant funding³ and this requires that:
'Forums need to work with their local authority to be able to perform their role effectively. As part of the application process, the forum must obtain the local authority's agreement to the Memorandum of Understanding (MOU).'
11. *'As co-production is reciprocal, we also require the forum to agree to the same principles and to also sign up to work in partnership.'*

² '[How we support forms in England](#)'

³ [FINAL-Grant-application-guidance-24-3-22.pdf \(contact.org.uk\)](#)

- *We commit to uphold the principles of the SEND Code of Practice and to work in partnership with the local authority/health organisations to improve local services for children and young people with SEND.*
- *We recognise the local authority and health organisations as our strategic local partners.*
- *We value the role of the local authority and health organisations in carrying out their statutory duties and will raise issues from parent carers providing constructive feedback through open dialogue, and challenging partners when necessary.*
- *We agree to work together with respect and as equal partners.*

I confirm we will abide by the principles of co-production above.'

12. Co-production is described by Contact⁴ as below:

The Children and Families Act encourages co-production, collaboration and partnership working and for families to be at the heart of the support and services that they receive; and in designing them. Coproduction is achieved when all partners play an integral and equal part in the decision-making process and are fully engaged in shaping, developing, implementing and evaluating services and systems. These local partners include the Parent Carer Forum, local authority, health agencies, social care and other local service providers and organisations.

The council and BPCF

13. At its discretion, a local authority may provide additional funding to the forum with which that it has chosen to work in partnership. The council provided BPCF with £18,750 in the 2021/22 financial year, in conjunction with the CCG, which provided £15,000. BPCF has been the designated forum in Bristol since this became a requirement in 2015.
14. In the second half of 2021 a consultant appointed by Contact had worked with the then Vice Chair and Treasurer (separate roles) to support BPCF in the absence of a Chair. The Chair of the Wiltshire Parent Carer Forum had performed the role for approximately a year before that. The council was advised on 1 September 2021 that HH had joined the steering group of BPCF and contracted as Co-Production Co-ordinator. HH was elected as Chair and JS as Vice Chair of BPCF in January 2022.
15. Officers working in the service area already had concerns in relation to the functioning of BPCF in terms of the governance of the group and the fact that it represented a relatively small section of the Bristol parent carer community. There

⁴ [What-is-parent-carer-participation.pdf \(contact.org.uk\)](https://www.contact.org.uk/what-is-parent-carer-participation.pdf)

were then further concerns in relation to the appointment of HH to a formal role and to JS being a member of the BPCF and subsequently taking up a formal role. These were due to the perceived conflict between their campaigning activity and the co-production role of the Forum. Both appear to have been active campaigners in relation to SEND for a reasonable period and certainly one that pre-dates their taking up formal roles with BPCF. Due to this the External Communications Team and the service area were familiar with both by virtue of their social media posts relating to SEND.

16. It is not within the remit of this report to investigate the veracity of those concerns, but it is important contextually to be clear that those concerns existed.

Sharing of social media posts

17. Officer C reports having been made aware of concerns about conflict of interest by colleagues and discussing them with AH and Officer E [REDACTED]. One of the concerns was the possibility that HH was the owner of the '[Twitter account A]' Twitter account which contained numerous posts that were critical of the SEN team and provision. This was primarily due to the frequency with which that account commented upon JS's '[Twitter account B]' Twitter account, as it was apparently known that HH and JS campaigned together, as well as both being members of BPCF. JS was an active campaigner and well known to the council in this regard. There was ongoing concern that the campaigning undertaken was in conflict with her role as a parent representative with BPCF. She was an active member at the time and ran support groups for parents on behalf of the BPCF.

18. Officer E had sent Officer C the below tweet from [Twitter account A] on 21 September:

[REDACTED]

19. Following on from the above concerns, on 28 September 2021, Officer C had a conversation with a Parent Participation Advisor at Contact to raise the concerns presented by the campaigning undertaken by HH and JS and the conflict with the role of the BPCF. The following day, the Advisor emailed Officer C having discussed the matter with colleagues and an independent community advice organisation and suggested, among other things:

20. *'Evidence, at the moment the forum has no evidence of proof of the lobbying activities and without this, they could be criticised for not thoroughly investigating*

the matter. Therefore, please could I ask you to share any of evidence or copies of the social media posts that are in the public domain? I understand that some of the evidence may be subject to GDPR but I have been advised that anything that is posted publically is ok to share

21. *Also, during our discussion you mentioned that another parent was also sharing confidential information on campaign and lobbying social media platforms and I wanted to say that this also constitutes a breach of the forum code of conduct so in order to address this please again could you send through any evidence that would help the forum address this matter.*
22. *The SG parents have only recently had training on the work and remit of forums which did cover conflicts of interest, the rules about lobbying and transparency so I know they will be very unhappy when they hear this news especially as they have been working so hard to build the forum and develop positive partnership working with L/A colleagues.'*
23. This email also referenced the fact that Contact representatives would be meeting with the Vice Chair⁵ the next day in order to discuss the issues.
24. On 30 September, and in response to the request from Contact and BPCF for information to corroborate the concerns raised by BCC, Officer C contacted Officer E to request that evidence of social media posting be gathered and also evidence to establish whether HH was the owner of the [Twitter account A] twitter account. Officer E emailed Officer C to confirm that HH was linked to the [Twitter account A] account. Officer E had viewed the publicly available photos on HH's Facebook account and found that the Twitter profile was a cropped version of an image that appears on HH's Facebook account. Officer E was clear that the photograph was publicly available. It is not possible to definitively state whether or not the picture was the Facebook profile picture or in an album. It is apparent from the email exchanges that Officer E and Officer C met to discuss this and for Officer E to demonstrate the link.
25. Whilst the email from Contact had suggested that information be provided to BPCF to evidence the concerns, no information appears to have been provided prior to the request from BPCF. Officer C [REDACTED] and reports that they did not hold any information in advance of the request from Contact, which is borne out by emails subsequent to the request from BPCF to gather the necessary information.

⁵ Name not included as not relevant

26. On 7 October 2021 Officer G⁶ emailed BPCF to acknowledge the points that BPCF had raised in its meeting with Contact and to arrange a meeting with the council and BPCF. The [REDACTED] of BPCF, responded the same day to offer meeting dates and to request that information be provided:
27. *'Given the recent concerns that have been raised to the forum Chair and Treasurer regarding alleged campaigning and lobbying activity by forum steering group members alongside and concurrent to their BPC Forum rep role, we have informed Steering Group members of the general principle of the concerns raised.*
- In order to address the specifics of your concerns we do need more information and details on who, what, and when - so would ask that this is provided as soon as possible.'*
28. Neither HH, nor JS, were party to this email.
29. Officer C did a brief search of social media on 7 October, but asked Officer E and Officer F ([REDACTED]) to assist in the collation of information. Officer F collated comments and engagement by HH and JS from the Local Offer Facebook page and Officer E provided links to other social media.
30. On 8 October 2021, Officer G emailed BPCF with a collection of links and attachments to social media posts made by HH and/or JS that evidenced the concerns around campaigning and the conflict arising.
31. There was no formal written decision to authorise the gathering of these social media posts, but AH was briefed on the request and action taken. Officers in the teams who were reviewing and collecting this data do not record their time, but it is clear from the turnaround time (one working day) that there was not a significant amount of officer time spent on the collection of this information.
32. On 19 October 2021, BPCF provided the council with a one page statement setting out the findings of its investigation and its proposed actions, which were intended to address the issues:
- *Recommend our reps undertake the online Contact training for Parent Reps*
 - *Recommend our reps watch the Contact webinar on Campaigning and Lobbying*
 - *Continue our work to strengthen BPC's Governance including revising and clarifying our Code of Conduct and Declaration of Interest procedure.*
 - *Suggest all strategic partnership meetings start with Declarations of Interest and confidentiality terms for the information to be discussed.*

⁶ Officer G was not contacted or spoken to in relation to this report, but emails from them were seen in its compilation and therefore they have been referenced. Their role was [REDACTED].

- *Await further advice from an HR specialist to ensure we are attending to the contractual and training needs of BPC volunteers and contractors.*
33. Officers report that whilst they understood the approach taken, this did not resolve the concerns, but that work continued to engage with the BPCF . BPCF were invited to attend the monthly SEND Partnership Group meetings and the SEND Improvement Board meetings (every two months) held between December and April. In addition, co-production workshops were held on 7 December 2021 and 20 January 2022. These were facilitated by Contact with a view to attempting to address the issues that had led to a breakdown of trust between the parties and in order to try and build a mutual understanding between the council and BPCF.
 34. On 20 January, Officer D was contacted by SENDIASS⁷ to flag the fact that JS had been posting tweets about a confidential meeting with SENDIASS, the Alternative Learning Provision Team at the council and other stakeholders, in spite of the fact that JS was attending in their capacity as a BPCF member and the meeting was confidential. On the same day, Officer E contacted Officer C to notify them that BPCF had launched a survey, without any consultation with the council, in which the questions advertising it appeared to invite negative responses⁸.
 35. Discussions in relation to the concerns were ongoing and included meetings with representatives of DfE and Contact. BCC officers had long running concerns, referenced above, about BPCF not being properly representative, either in terms of the way that parent carers were represented or the breadth of representation, as well as the more recent concerns about the campaigning activity of some members.
 36. The issue of representation was considered at the SEND Scrutiny evidence day in 2020, and the report from that meeting recommended:

We need to reach out to BAME families, those with English as a second language, and other 'hard to reach' vulnerable families. The Council should be proactive in contacting those families who feel they cannot engage or access services, and should widen the representation of voices across diverse communities in Bristol in the co-production and co-reviewing of services.
 37. This led to officers developing a Community of Groups approach to try to find a way of reaching out to all groups and ensuring that co-production could continue, and include the voices of the range of diverse groups in Bristol.
 38. This was discussed with Cllr Craig who was supportive of the approach.

⁷ [Special Educational Needs and Disability Information Advice and Support Services](#)

⁸ Has the child you care for: been discriminated against; received a full time education; experienced any type of exclusion?

39. The concerns culminated in Officer C being asked to produce an options paper, which was taken to Cabinet Board on 29 March, with Councillor Craig having been briefed the previous day, in order to consider whether the council should continue to support BFCP in its application for DfE funding. It was agreed at Cabinet Board that the option of withdrawing funding from BPCF should be explored.
40. HE wrote to BPCF on 6 April in order to set out the council's concerns in relation to the survey and the compatibility of the social media postings with the work with the council and to suggest a meeting to discuss the concerns. On 7 April, Officer C emailed Officer E to request that she collate evidence of the conflict of interests. It is understood that this was requested by AH ahead of the meeting with BPCF.
41. On 20 May, Officer E sent Officer C a collection of tweets that evidenced campaigning by HH/JS. Officer C prepared an indexed pack of information evidencing conflict on the part of both HH and JS and sent this to HE, AH and Officer B on 30 May. This was used as background information by AH in preparation for a meeting that took place on the 10 June and was facilitated by Contact.

Concerns about breach of conditions of funding

42. The council took the view that campaigning by BPCF members (HH/JS in this instance) was not compatible with working the BPCF role as the officer co-production partner. This perspective was discussed with Contact & the DfE who agree that in principle campaigning activity can represent a conflict of interest for forum members. In its letter of 13 June BPCF notified HE that JS was stepping down as Vice-Chair in response to the concerns around aggressive social media posts.
43. On 22 June, HE wrote to BPCF to advise that the council was not going to support the application for DfE funding as a result of the concerns. This decision was taken by HE on the recommendation of officers from the service area and in consultation with Councillor Craig.
44. A decision had to be made to a deadline. HE stated that the basis on which this decision was reached was in part the issues raised by the conflict of interest resulting from the social media posting of HH and JS and also it was the view of BCC that BPCF had not demonstrated their ability to represent the broader parent carer community, and that both concerns were best addressed by asking an independent organisation to further explore the Community of Groups approach set out above. This approach was initially adopted in January this year with a view to broadening the level of engagement with the parent carer community.

45. The BPCF is part of this community and officers continue to work with members of the forum in that context.

Legal view on sharing that took place

46. The specific concerns raised relate to the gathering of information from social media in autumn 2021 and spring 2022, as detailed above. All of the information that was collated was publicly available and we have not seen any evidence, or any suggestion, that this wasn't the case. On this basis, there was therefore no surveillance, as defined in the Regulation of Investigatory Powers Act 2000 (RIPA). Nor is there any potential breach of the Article 8 (Right to Respect for Private and Family Life) under the Human Rights Act 1998, as there can be no reasonable expectation of privacy when personal information is being voluntarily put into the public domain by the person to whom that data relates.
47. In terms of data protection, specific processing activities require Data Protection Impact Assessment (DPIA) to be undertaken. It is mandatory under Article 35(3) of the UK GDPR to undertake a DPIA where there is going to be 'systematic monitoring of a publicly accessible area on a large scale.' There are also guidelines from the ICO and the European Data Protection Board (EDPB) that must be considered. Under the EDPB guidelines, a DPIA should be considered where there is going to be 'systematic monitoring.' The ICO guidance on when a DPIA is required can be found [here](#).
48. What constitutes systematic monitoring is not defined in the UK General Data Protection Regulation, but the words are defined in the Oxford dictionary as:
- Systematic - done according to a system or plan, in a complete, efficient or determined way;
 - Monitor - to watch and check something over a period of time in order to see how it develops, so that you can make any necessary changes.
49. There is no evidence that systematic monitoring took place. The collation of social media content on the two occasions outlined was done for the specific purpose of evidencing the conflict of interest: on the first instance at the request of Contact and BPCF to substantiate the concerns being raised by BCC about the campaigning activity of the forum members; and earlier this year in order to inform the decision as to whether or not to support BPCF's funding application to the DfE. On this basis, there was no legal requirement to undertake a DPIA. It is best practice that, when a new processing activity occurs, consideration should be given to whether or not a DPIA should be completed. There is no evidence that this took place in this instance. Although had this been flagged to the Information Governance and Security Team, they have confirmed that their view would have been that a DPIA would not have been required, for the reasons outlined above.

50. There is a more general viewing and sharing of social media content where it pertains to council work. Where comments are made on the Local Offer Facebook page or @BristolCouncil is included in a tweet, then it is of course necessary that the service area is notified in order that it may consider whether or not a response may be required. Both the External Communications team and officers in the SEND team have viewed and shared tweets relating to SEND, but no evidence has been seen that this has been on anything other than an ad hoc basis and would not amount to monitoring.

Decision-making and social media protocol

51. There is no formal audit trail in relation to decision to collate data; however this was something that was undertaken with the input of the relevant Director. Whilst decisions in relation to significant expenditure or discontinuing services are typically supported by reports, the majority of operational decisions are taken without. Although it is not possible to ascertain the exact amount of time spent by officers on collating the examples of conflict, given that the data collected was tweets from two accounts and viewing a Facebook account in order to establish a link, it is quite apparent that the amount of time in question was negligible and justified on the basis that it enabled an informed decision to be made to discontinue support for funding.
52. The decision to discontinue support for funding was quite properly informed by discussions with the relevant Cabinet member and at Cabinet Board.
53. The council has a [Social Media Protocol](#) , but it doesn't deal directly with viewing and sharing third party social media. It is recommended that the Protocol be reviewed and updated to add guidance on this, taking into consideration best practice from other local authorities and with input from the Local Government Association.

Legal Services

22 August 2022

People Scrutiny Commission



26 September 2022

Report of: People Scrutiny Working Group

Title: Inclusion in mainstream education

Ward: Citywide

Presenting Report: Councillor Tim Kent, Chair, People Scrutiny Commission

Recommendation:

That the People Scrutiny Commission:

1. endorse the working group's report.
2. consider appropriate next steps, including referring the report to the Deputy Mayor with responsibility for Children's Services, Education and Equalities and to the Bristol Learning City Excellence in Schools group for consideration and with an invitation to respond to the report.

The Significant Issues in the Report

As set out in the main report (enclosed) of the working group.



People Scrutiny Working Group report: Inclusion in Mainstream Education

1. Introduction

- 1.1. Barriers to an inclusive mainstream educational experience are wide-ranging.¹ There are a number of contributing factors that prevent a young person being, and feeling, included in an educational setting - including adverse childhood experiences (ACEs), disabilities or additional learning needs, cultural differences, sexual identity, and poverty.²
- 1.2. There are other reasons - individual, institutional and structural - that prevent young people being and feeling included in mainstream education, that, if properly addressed, would enable support for all children and young people, so they have real opportunities to achieve their full potential.
- 1.3. The Working Group set out to examine, via a review and scrutiny of policy and practice, how inclusion in mainstream education for all could be made a reality, overcoming the systemic structures, with resulting inequalities, within the education system.
- 1.4. Work has been ongoing in this area, and the People Scrutiny Working Group commends the insight and ambition of the Bristol Belonging in Education Strategy; that

“Strong systems for partnership working between education settings and key delivery partners, such as health, social care, youth workers and the police are essential in supporting the achievement of genuinely inclusive provision [and that] an environment in which every child and young person can flourish [will be enabled for] every child in an educational setting in Bristol...”³

- 1.5. Members have not set out to review the Belonging in Education Strategy, but the strategy’s drivers are in line with the Working Group’s motivations, and so it is hoped that findings could assist with the ongoing development of this important strategy.
- 1.6. Finally, it is noted that the reasons scrutiny Members undertook this work are wide-ranging, and so provided a scope which demanded more resource and time than was available. Therefore, whilst there are key findings and recommendations of the Working Group, it is acknowledged some areas brought to Members’ attention require further examination and focus during the scrutiny work-programme 22-23.

¹ Schuelka, Dr. M. J., (2018) ‘Implementing inclusive education’, [online, accessed 14-4-22] [374 Implementing Inclusive Education.pdf \(publishing.service.gov.uk\)](#), p.2

² Bristol One City (2021), ‘Bristol Belonging Strategy: Belonging in Education 2021-2024’ [online, accessed 14-3-22] [Bristol’s Belonging Strategy for Children and Young People - Belonging in Education \(bristolonecity.com\)](#) p.3

³ Bristol One City (2021), ‘Bristol Belonging Strategy: Belonging in Education 2021-2024’ [online, accessed 14-3-22] [Bristol’s Belonging Strategy for Children and Young People - Belonging in Education \(bristolonecity.com\)](#) p.4



2. Membership

- 2.1. Members of the Working Group are: Councillors Tim Kent (Chair), Christine Townsend, Kerry Bailes, Brenda Massey, Sharon Scott, Lisa Stone, and Mark Weston.

3. Objectives and Methodology

- 3.1. The Working Group's objectives were to:

- i. Identify the key challenges and opportunities to enable inclusive education in mainstream settings in Bristol (including local policy and practice, significance of admissions policies, and national policy);
- ii. Inform policy development within the Council and across mainstream educational settings, to help address and overcome the systemic barriers to inclusive mainstream education.

- 3.2. Members invited stakeholders and city partners to engage by answering the following question:

What can help enable all children reach their potential within mainstream education?

This may include local policy and practice (the Council and Education, Health, and Community Safety Partners) and national policy and good practice; and also, whether you feel admissions policies have an impact on enabling inclusive mainstream education.

- 3.3. 17 written responses were received, together with further information around the topic, all of which Members of the Working Group considered - see *Appendix 1*. This approach informed the discussions in five online sessions, attended by 34 participants (including 14 young people on the Student Participation Board) – see *Appendix 2*.
- 3.4. At the online sessions (via Zoom), participants were invited to expand on their written submission, and/or to discuss themes and issues arising from the question at paragraph 3.2. The sessions enabled Members to examine policies, practice and performance further critically, and to hear evidence about different approaches and good practice; and to hear from young people themselves.
- 3.5. The Chair thanks all participants for their valuable contributions; and appreciates the time and expertise provided by all officers, Cabinet Members, external partners, parents, carers and young people – all have ensured the Working Group remained focused and well-informed.

4. Engagement with Young People

- 4.1. Engagement with young people was to help ensure their voices were front and centre of the scrutiny inquiry, that Members heard from those with lived experiences, and the themes and issues around enabling inclusive mainstream education were framed from the

point of view of those directly affected. This approach was agreed after advice from the Centre for Governance and Scrutiny and enabled valuable scrutiny.

- 4.2. Young people were asked to respond to a revised version of the question at paragraph 3.2 so as to refer to their experiences:

From your experiences, what do you feel can help all children and young people reach their potential within mainstream education? *You could include your experiences of being, and feeling, included in schools; how school policies and the ways things are done affect you positively or negatively; and whether you have views and experiences of how school places are offered and allocated.*

- 4.3. Young people's comments and insight from themes that arose from this question helped inform the lines of inquiry and discussions with the administration and city partners.
- 4.4. It is acknowledged that the available resource and timescale for the working group meant the methodology for identifying young people who would engage could not provide a group of young people representative of Bristol's diverse communities; but each young person's experiences and views are valid and valuable, and helped Members gain an insight of the issues and opportunities regarding enabling inclusive mainstream education.

5. Engagement with the Administration and City Partners

- 5.1. The Working Group decided to avoid a focus on particular aspects of inclusion, but instead had lines of inquiry informed by young people's views and the issues and opportunities they raised, cross-referencing and triangulating with the policies and practice and developing plans of the council and city partners.
- 5.2. Engagement with the council administration was enabled by the Executive Director of People, the Director of Education & Skills, the Director of Children's Services, the Deputy Mayor with responsibility for Children's Services, Education and Equalities, and the Cabinet Member for Adult Social Care and Integrated Care System.
- 5.3. Enabling inclusion in mainstream education relies on a whole systems approach across, not only education settings, but areas of health and community safety, and so the working group invited partners from those sectors to engage. As with representation of young people, the timescale and resource meant the sample of city partners, and education settings, was not fully representative of the city. The evidence and insight received from city partners was immensely valuable, helped to inform the findings, and raised themes which Members' hope can be explored with a wider representation of city partners at a future date.
- 5.4. The full list of partners invited to engage with the working group is set out at *Appendix 3*; most (but not all) partners responded to the request to engage.

6. Engagement with organisations that can comment on the local and national picture and good practice

- 6.1. The working group extended its invitation to engage local charities and organisations that are involved in supporting young people; national organisations with expertise and insight; and people and organisations involved in related research.
- 6.2. The information received from local and national experts provided learning and insight, and informed findings and recommendations.

7. Findings and Recommendations

7.1. Initial thoughts

- Members see progress in terms of the council working, with city partners, towards improving inclusion. The commitment and intent demonstrated through the Belonging in Education Strategy, informed by young people's voices, is noted and commended.
- It is the implementation of the principles of inclusion that can help overcome historic systemic inequalities, and we would like to see those principles fully rolled out in practice across the city.
- We heard about a number of excellent examples of good inclusive educational practice, and that there is a need to extend this practice and sense of responsibility to our children and young people collectively across all settings. This is because we also heard about the continual inequalities in our city, with groups of disabled, Black and minoritised children and young people left behind; that children and young people with additional needs, who are Black and minoritised, and come from deprived backgrounds, have barriers to inclusive mainstream education, which leads to social exclusion.
- These issues and challenges are not new, and so we need to have a thorough review, highlighting the excellent practice in our city, listening to all voices, and responding to the data to enable further progress toward inclusive education and an equitable education system for Bristol's children and young people.
- We recognise teachers and all staff within schools and across the education system face many challenges and are under immense pressure, and the challenges detailed below do not reflect on their dedication and hard work. In fact, one of the key findings is that schools are being asked to be 'all things to all people' with the workforce expected to be knowledgeable and aware of all aspects of welfare issues, including mental health, drug support, knife crime, housing and safeguarding - and so there is a need to be aware of the pressure and workload for the education workforce and to be supportive to schools, including examining how community-based services can offer more support.

- A number of challenges and opportunities have been identified. This report focuses on what are considered as the key areas; (a) Measuring Inclusion; (b) Admissions policies; (c) Organisational Culture, Leadership and Representation in the Workforce; (d) Behaviour Policies and Exclusions; and (e) Families, Mental Health, and SEND

a. Measuring Inclusion

- Members commend the administration for its ambition to utilise robust inclusion data to inform conversations with schools about improving inclusive practice. Members note, and thank the administration for, the data made available during the inquiry, and request this momentum continues with further clarity and transparency around inclusion data across the city, mapped out by ward. It is noted that the imminent, first-phase roll-out of Power BI across the Council will enhance significantly the ability of the authority to assess and monitor inclusion-related data.
- Many schools are working hard to improve and excel at inclusion but there are competing priorities, including achieving good grades and responding to social issues, the importance of which are not underestimated. Members believe that a focus on enabling children and young people to feel, and be, included in school can help achieve improved attainment levels and alleviate social challenges.
- How inclusion is measured is key to enabling better inclusion across Bristol. Therefore, Members feel that a mechanism should be developed to demonstrate how inclusive a school is, based on student feedback, as well as identified factors affecting inclusion, such as:
 - admissions policies;
 - diversity and social mix of children and young people in the school community;
 - organisational culture and representation of Bristol's communities in the workforce;
 - policies and practice around disability equality and behaviour including culturally competent responses to disproportionate attainment levels and exclusions for Black and minoritised students.
- We support an 'inclusion kite mark', or similar mechanism, that focuses on recognising the achievements of the schools that excel in inclusion, providing opportunities to share good practice and enable other settings to improve.

Recommendations i - ii

- (i) Inclusion data for schools available from the Department for Education should be mapped out across the city alongside corresponding ward data and should be publicly available wherever possible.**
- (ii) A mechanism, such as an 'inclusion table' or 'inclusion kite-mark' should be developed to demonstrate how inclusive a school is, based on student feedback and factors affecting inclusion identified in this report; and associated good practice should be shared across the city.**

b. Admissions Policies

- OECD data⁴ shows disadvantaged students who are clustered together have worse attainment; and the more socially diverse an educational setting, the better the outcomes are for children.
- The Working Group heard how admissions criteria can lead to selection and a lack of inclusion. The data demonstrates this to be the case in some Bristol schools and we hope that school leaders will agree to reform admissions within the city. We would like to see an admissions criteria added to all schools around the admission of a proportion of pupils with Pupil Premium.
- We heard that young people feel that they had not understood the choices or admissions process when they moved to secondary school, which could lead to not feeling included.

Recommendations iii - iv

- (iii) **There should be a city-wide review of admissions policies with a view to enabling a fairer and equitable admissions process. This should entail education settings and the Council working together to introduce criteria that recognise the need to serve local communities and enables better inclusion, including the local authority exploring how to encourage schools to implement criteria that provide an appropriate proportion of Pupil Premium student priority places in school applications when places are oversubscribed.**⁵
- (iv) **Children should be engaged through primary school settings in discussions about their transition to secondary school, with explanations provided about options and how decisions are made.**

c. Organisational Culture, Leadership and Representation in the Workforce

- We heard a lot about the importance of the organisational culture in schools; that language used, and perceptions, are engrained within systemic structures that can perpetuate inequalities and barriers to inclusion. Therefore, it is essential to focus on how a culture is set, including the accountability of leaders and the representation of Bristol's diversity in the workforce – setting the tone for how inclusive a school is.
- We recognise that this is not only the responsibility of schools - how the council and city partners work with school leaders will help determine how inclusive the education system can be.

⁴ OECDiLibrary, 'Equity in Education' [Online]: [Are disadvantaged students affected by the socio-economic profile of their school? | Equity in Education : Breaking Down Barriers to Social Mobility | OECD iLibrary \(oecd-ilibrary.org\)](#). Accessed 11 May 2022

⁵ Pupil Premium is given to students who are eligible for free school meals, or have been in the last 6 years (as well as children adopted from care or looked after by the local authority). Also, refer to Sutton Trust, 'School Places: A Fair Choice?' [online]; [School-Places.pdf \(suttontrust.com\)](#), pp. 14-15. Accessed 11 May 2022.

- Language used, attitudes, and perceptions are a product of a school's culture, and we heard about the too often use of 'They' when referring to children and young people with disabilities, and that perceptions of children of colour were complex and can manifest into 'Adultification' which is extremely damaging to the child and leads to unfair treatment.
- Members heard that training helps to improve the culture in schools; free training delivered by Therapists and Specialist Nurses is offered and there is a correlation between a culture of inclusion in a school and uptake of the training.
- We welcome the recent launch of the Black Governors Network to help address representation and to improve the culture on Boards and in schools. There is a need to build a workforce fully representative of students' cultural diversity and disabilities. Disabled people are under-represented, and there is a lack of cultural diversity across the workforce; this requires attention so students can identify with teachers as mentors and people like them, providing for a sense of belonging, identification, and inspiration.
- Young people told us having a curriculum more relevant to them, with more diverse and representative areas in History and English would enable more inclusion and engagement with the subjects.

Recommendations v – vii

- (v) Trust Boards and Governors should have access to advice as to how to hold their schools to account for inclusion; which involves reference to good practice, and listening to students' comments and suggestions (including the learning from young people in this inquiry).**
- (vi) There should be a system-wide inclusion training programme for Trust Boards and Governors to attend, and inset days should be allocated for teachers to focus on inclusion.**
- (vii) Trust Boards and Governors should strive to understand the diversity of children and young people in Bristol, over and above those already attending the school, with a view to building a workforce representative of the wider community and future intake.**

d. Behaviour Policies and Exclusions

- We recognise there should be behaviour policies that strive for high standards; we believe the hand-in-hand application of high-level support is integral to achieve high standards.
- It is clear that school behaviour policies are unequal – especially with regard to the associated support offered to children with SEND. We heard evidence that these policies can be implemented unfairly to Black children and those from financially disadvantaged

backgrounds. We believe, therefore, that schools need to do more to provide students with support before resorting to suspensions, exclusions or part-time timetables.

- We heard about Trauma Informed Practice, and that it involves a recognition that behaviour is a form of communication, and so behaviour policies should be based on relationships with children and young people, involving appropriate support, empathy and recognition of the differing needs of a child. The Attachment Awareness approach is also recognised as good practice, and we feel, whilst schools would benefit from incorporating such approaches, they should implement an independently evaluated approach which suits their own staff and students.
- We heard evidence that when pupils are in trouble and are moved between schools via the Inclusion Panel, this can result in being moved several times – and children who move around different schools have less attainment. We also heard that often pupils are referred to Alternative Provision too late to be able to achieve a return to mainstream schools.
- It is recognised that schools have responsibilities to ensure a safe environment for all which requires management of challenging behaviours. This takes us back to the earlier point about high-level support being required to maintain high standards – we think that, with good collaboration and planning, a dedicated multidisciplinary team of social workers, therapists, and education professionals could assess and enable targeted support and preventative measures for those young people at high risk of exclusion.
- We note that exclusions are made up of a disproportionate representation of Black and minoritised students which requires a culturally competent response, whilst also recognising that issues related to the education outcomes for Black and other minoritised children and young people in Bristol intersect with class and deprivation, meaning school activities, resources and expectations should be accessible to all, no matter a family's financial means.

Recommendations viii – x

- (viii) Trust Boards and Governors and the workforce should receive training in an independently evaluated approach, such as Trauma Informed, and Attachment Awareness.**
- (ix) Behaviour policies should be reviewed, ensuring they incorporate principles of inclusion, including a recognition of behaviour as communication, use of reasonable adjustments for support where needed, avoidance of 'Adultification' of children of colour, and ensuring exclusions are the very last resort.**
- (x) The Inclusion Panel should consider earlier intervention in terms of Alternative Provision with the goal of aiding children to return to mainstream education; all students referred to the Inclusion Panel should have had a timely SEND / EHCP assessment (or other assessment where relevant, e.g. numeracy / literacy**

assessment) to identify if there are unmet needs and to assist in identifying suitable options.

e. Families, Mental Health and Special Educational Need and Disabilities

- More targeted support and training is needed for staff to help them meet the needs of children with SEND. Students with Autism, ADHD and specific learning difficulties such as dyslexia are far too often excluded or moved to Alternative Provision.
- We discussed whether mainstream settings were capable of being inclusive to children with special educational needs, and we heard that a model of co-location / pairing up mainstream with special provision does work, providing integration opportunities. We believe that creative ways of utilising space in our schools, and designed into new schools, are essential to enable inclusion, including sensory rooms and quiet spaces.
- It is important to involve parents and carers in enabling inclusion for children and young people, and there are examples of good practice enabling family engagement and involvement, including coffee mornings for parents of children with SEN; and that SENCOs are key to enabling good relationships in schools.
- We know that socio-economic disadvantage can be a barrier to good school experience when families cannot afford laptops, books and uniform; and members heard that it is important for schools to ensure disadvantages are not built into the school day, meaning school activities, and learning resources should be accessible for all.
- Poverty is a major factor and barrier to inclusion; and a family's ability to navigate the system compounds this barrier, so clearer signposting, guidance and communication with families is needed.
- We heard about the growing problems of mental health within secondary schools and the need for more support for vulnerable children. We believe a well-resourced pupil 'peer to peer' scheme is a good first intervention. We believe investment in professional mentors and councillors will also have a positive impact on students' well-being and attainment.

Recommendations xi – xiv

- (xi) Clearer signposting, guidance and communication with families is needed to enable parents and carers to better navigate the system, and all learning resources and student expectations should have regard to affordability.**
- (xii) Opportunities to develop well-resourced 'peer to peer' schemes and 'buddy' schemes to support positive mental health should be explored.**
- (xiii) Every secondary school should have a professional mentor and counsellor who can work alongside the school nurse to provide support and confidential intervention.**



(xiv) Opportunities to enable co-location and creative ways to utilise existing space and design specialist provision into new schools should be examined.

8. Next steps

- 8.1. This report, subject to further discussion and appropriate amendments, to be adopted by the People Scrutiny Commission.
- 8.2. The People Scrutiny Commission to refer this report to the Deputy Mayor with responsibility for Children's Services, Education and Equalities and to the Bristol Learning City Excellence in Schools group for consideration and with an invitation to respond to the report.
- 8.3. It is proposed that the report and recommendations be considered to inform the development of the Belonging in Education strategy and related city-wide development of inclusive practice in mainstream education in Bristol; and that findings should be considered within the council's response to the recently published Government's SEND and alternative provision green paper.

Councillor Tim Kent, Chair of the People Scrutiny Commission, and all Members of the Scrutiny Working Group, would like to thank council officers, Cabinet Members, members of the Bristol Education Partnership Student Participation Board, the Youth Council, and all others who engaged with the Working Group, for their insight, expertise and time - enabling constructive and valuable scrutiny.

Councillors Tim Kent (Chair), Christine Townsend, Kerry Bailes, Brenda Massey, Sharon Scott, Lisa Stone, and Mark Weston.

Written Submissions and Further Information for Members' Consideration

Written submissions were received from:

1. & 2. West of England Centre for Inclusive Living and Listening Partnership
3. Members of the Bristol Youth Council
4. Bristol Parent Carer Forum
5. Bristol City Council senior officers (Director: Education & Skills; Director: Children & Families)
6. Cabot Learning Federation
7. Trust in Learning Academies
8. Shirehampton Primary School
9. Learning Partnership West
10. Sirona Care & Health
11. Bristol Mayoral Commission on Race Equality
12. Office of the Children's Commissioner
13. Royal National Institute of Blind People
14. Sutton Trust
15. Dr Neil Harrison, Oxford University
16. Professor Anna Gupta, Royal Holloway University
17. Professor David Berridge, University of Bristol

Note: written submissions are enclosed where consent for publication alongside the working group report has been given by participants.

Further information received:

1. Bristol City Council Data pack and SEND briefing
2. White Paper March 2022 - overview of key points
3. Belonging Strategy consultation and focus groups
4. Keeping Bristol Safe Partnership (Participation Guidance for Education and Youth Settings event)

People Scrutiny Working Group: Evidence from

What can help enable all children reach their potential within mainstream education?

WECIL is the West of England Centre for Inclusive Living, an organisation led by Disabled people. The term 'SEND' is used in this paper, but we recognise it is not one that comes from a disability equality/social model perspective). Appendix 1 are the crucial direct views of young people with 'SEND' gathered from the Listening Partnership on Monday 21st March.

More clarity about the meaning of 'inclusion': Many schools demonstrate 'integration' i.e. they have children with SEND in the school, but they expect them to change to 'fit in' with their existing norms and practices. Their difference is at best tolerated, but not celebrated, and needs are not met. Fewer schools are really practicing inclusion. **Inclusion involves changing policies, practices, curriculum, support and teaching methods to ensure that they meet the individual needs of every child in the school. Every pupil is not just fully included in lessons, but also in every other aspect of school life.** Inclusion also means that Disabled adults are visible as part of the school community as teachers, other staff, parents/carers, grandparents and visitors, and are also fully included in school life. Inclusion is not just being placed in a mainstream setting, but it is **'Being there, but also being a full part of everything, feeling safe and feeling you belong and are welcome'**. (Quote from Disabled young person)

Strategic overview: Bristol City Council needs to have a clear vision, strategy and plan for increasing inclusion, which schools/academies support. The LA had an Inclusive Education Policy in the early 1990s, developed in partnership with Disabled people's and parents' organisations, which was really clear about what inclusion is, and what was expected of schools. There was also a clear plan for the development of more inclusive provision (e.g. the gradual co-location of special and mainstream schools with plans to optimise inclusion opportunities, and the development of inclusion resource bases in mainstream schools so pupils had access to mainstream peers and opportunities, but with specialist teaching and support) . **Bristol Inclusion Standard should be reintroduced**, as this was a way for schools to evaluate their provision against inclusion principles, share and celebrate best practice. Many schools also used to use the Index for Inclusion produced by the Centre for Studies on Inclusive Education [Centre for Studies on Inclusive Education \(csie.org.uk\)](http://csie.org.uk) Recently, there has been less clarity about what an inclusive school looks like, and where best practice exists.

Meeting legal requirements: Schools and academies need to understand their obligations under the Equality Act 2010 [Equality Act Advice Final.pdf \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/426202/Equality_Act_Advice_Final.pdf). Advice for schools is that Disabled young people can be treated more favourably, and schools may have to make changes to practices to ensure they have the same opportunities as their peers. Schools should not just be making reasonable adjustments for individual children with SEND that they admit, but have an **anticipatory duty to adapt information, the curriculum and physical environment** in anticipation of having a range of Disabled children and adults in their wider community (e.g. information in different formats (Braille, Easy Read etc), BSL interpreters where needed, access improvements to buildings and the environment. **Schools should have Access Policies and Action Plans in place** and these should be checked and monitored, and they should all include disability equality issues in their annual Equality Objectives

Admissions: Schools should be encouraged to prioritise children with SEND (but without ECHPs) in their admissions policies, as they do with Children in Care (eg Fairfield School used to have 'Children who have exceptional social or medical needs' as an oversubscription criteria, but this seems to be have stopped after 2021). Although there is a separate process for admitting children with EHCPs to schools, the Consult process is time consuming for SENDCOs and does not address inclusion and disability equality. If children are admitted, as it is a parallel data process, often their details don't appear on SIMs so the initial days of admission are difficult to plan.

Funding: There needs to be clarity about the way that schools and academies spend their notional SEND funding and they should be held to account for this by their Governing

People Scrutiny Working Group: Evidence from

Bodies/Trusts etc. Most governors are not aware of how much the money their school receives, and what it is used for, as it is not ringfenced. The narrative is often that the schools can't afford to include children with SEND, but this funding, if pooled and managed in a way that ensures it enhances inclusion, could significantly improve mainstream support.

Teacher training: More time should be dedicated to inclusive practice in initial teacher training, so all newly qualified teachers feel confident in meeting a range of needs in their classroom. Many new teachers are unaware of basic strategies needed to meet the needs of the range of children they are expected to teach in mainstream. Initial training, as well specialist post qualification SENDCO training, and Continuing Professional Development needs to include far more on inclusive practice and disability equality, and Disabled people who went through the system need to be heard. Opportunities need to be developed for staff to observe and learn from specialist SEND staff in their own schools and other settings. **Inclusive practice needs to be a key component of all leadership programmes.**

Curriculum: Disability equality should be reflected in all aspects of an inclusive curriculum. More attention has been given recently to diversifying the curriculum in relation to race equality, but little is ever included about Disability. [Microsoft Word - Teacherfactsheetfinal.doc \(inclusivechoice.com\)](#) and many other resources are available to find ways to ensure Disabled people and their history are visible. If Disabled people come into schools as visitors, it is often to talk about a charity like 'Guide Dogs for the Blind' and this reinforces the charitable model. Children with SEND need to see adults like themselves in successful careers and to see their role in history, as do other children. **Particular attention needs to be given to not narrowing the curriculum for young people with SEND**, and extending the range of qualifications available, as they may often excel at subjects outside the E-Bac, and they also need the widest extra-curricular opportunities, which may require funding for access and appropriate support.

Anti-bullying Policies need to be reviewed to ensure that bullying of young people due to a difference in intellectual or physical ability or behaviour is just as unacceptable as any other discrimination. This is often not the case, and many negative terms that are used to describe children with SEND are routinely used in the playground and not addressed.

There needs to be far more differentiation of Behaviour policies so that they take into account the different needs of any pupils with SEND and reduce suspensions. Children with SEND should only be suspended in exceptional circumstances. Traditionally policies have been one size fits all documents looking at sanctions and rewards for adhering to rules. They need to be far more trauma informed, and reflect inclusive principles and practice, so that they support children with emotional and social issues to stay in the school and remain included.

Reviewing outcomes: All pupils with SEND need to feel that they are achieving and progressing and to have this acknowledged through their results. There need to be far more sophisticated ways to assess and celebrate the achievements of children with SEND. Often their outcomes are only looked at in terms of their key stage results compared to peers, and the national SEND outcomes (which are pretty meaningless due to the complexities of the group).

Children need to see Disabled role models in their schools and the voices of pupils with SEND must be heard and inform inclusive practice. The debate on inclusion locally has not been co-produced with the people for whom it is designed. Young people with additional needs know what works, as do adults who went through the various systems, and they have to be central to any planning, and their voices must be heard. Few Governing bodies, staff or leadership teams include Disabled people, and disability amongst staff is too often seen as a reason to leave the profession. Schools also need to be far more aware of 'reasonable adjustments' and the support available to retain Disabled staff.

Appendix 1: The views of the Listening Partnership (a group of young people with SEND) on how to make education more inclusive:

We asked the group what their experiences of education had been, and what could change to make it more inclusive. The young people attended a range of settings including mainstream school; a unit within mainstream school; 'special' school and college.

Barriers within the processes

'They didn't read the EHCP, so didn't sort out the requirements'

'School have said they need to see official paperwork about a diagnosis before they'll do anything'

'They bought me in on a complete disadvantage to everyone else. I'm meant to have a typist, but they didn't capture what I need or sometimes they just don't show up at all even though it's on my EHCP. They're not inclusive at all.'

'I don't feel like I belong at school because I don't feel welcome'

Teacher attitudes and understanding

'I felt hated by teachers and I couldn't understand why'

'Teachers don't seem to be aware of hidden disabilities'

'I felt teachers were annoyed by my 'slowness''

'I got sent to the headteacher a lot as they thought my behaviour was naughty, but I think they didn't understand my needs'

'I get really distracted if other people are talking or making a noise. This impacts on my learning. My English GCSE grade has gone from a Level 6 to a Level 2 because the teacher doesn't understand my needs'

'Teachers haven't helped at all. Other children called me names and parents complained about me being in the class with their children. I used to hide in the bathroom. I was taken out of class and put with a TA.'

'I sometimes need to use my wheelchair, but staff don't understand my health issue and that I sometimes need to sit down and how long things take for me to do. I've asked them to look at my EHCP but they don't seem to take any notice'

Pupil attitudes

‘My school was good. I had friends from my autism unit, I spoke to people in the mainstream part, but they told me I shouldn’t be there on my own’

‘I went to a boarding school and had some really good 1:1 sessions, but I got bullied by one person throughout my experience there’

‘It was the worst time of my life. I sat at the back in the corner. I was bullied and assaulted because of my special needs.’

‘I felt vulnerable. I was bullied at primary school and this stayed with me into secondary school’

Meeting individual needs

‘During science lessons one minute we were talking about animals and the next we were talking about fire. It is hard for me to process the change so quickly’

Physical barriers

‘School and college is crowded all the time. There aren’t enough seats to sit on and not enough personal space.’

‘There is too much noise – even the library is loud. Sometimes the teacher takes me out of class and I miss out on lessons and learning.’

‘I have to go to a school which is a long way away and the taxi to school takes too long.’

What would help make schools more inclusive?

‘Having access to quiet spaces’

‘Have more 1:1 funding for specific support’

‘Better understanding of hidden disabilities’

‘Worksheets or documents in larger, accessible fonts’

‘Read and act on EHCPs’

‘Having more time for teachers to plan and organise lessons so they are more accessible’

‘Listen, understand, care and take action’

01

BCC Local Policy

Approaches Bristol City Council could offer to support this

EHCPs that are issued with funding to stop 3 month delay in meeting needs

EHCP input that matches needs to provisions to ensure provision is effective

Provide central gov with a clearer picture of local situation, stop minimising need

Understanding that mainstream (however inclusive) isn't right for every child

Earlier access to services in school, particularly the Bristol Autism Team who do not help children until they are diagnosed (2 year wait) as well as greater availability EP & SEMH support

02

CCG Local Policy

Approaches the Clinical Commissioning Group could offer to support this

Better method for sharing professional knowledge between those that know (SaLTs for eg) & those that do (TAs)

Providing advice for all children via EHCP as legally required so all needs are known

Early identification of needs, SaLT service don't accept referral until 28 months old for example

Online pre recorded resources around areas of need and how families can support their children

Monitoring of referrals that are rejected on referral

03

SC Local Policy

Approaches Social Care could offer to support this

Better information available on support services and eligibility for support

Social care workers who work with the family so there is less 'parent blaming'

Links with schools around SEMH needs and how schools can support these needs

A service for autistic children as currently there is a commissioning gap

Social care assessments for autistic learners with actual provision that matches theirs and their families needs, if parents are supported they are better equipped to support their children

05

School Policies

Approaches Bristol's schools could offer or resources they need to support this

Training for all school staff on reasonable adjustments & behaviour = communication

Training for TAs and SENDCos on SEND screeners that identify needs ideally for free

SpLd training - learning improvement team sorely missed

Understating of SEND learners with no behavioural issues who still need support

Information on discrimination and how so many day to day things are discrimination

Trauma informed approach to behaviour with the end of "no tolerance"

Independent training beyond level 1 in EHCPs to hold LA to account & help families

Development of understanding on how unmet SEND leads to increased SEMH

Independent SEND training for governors

Discrimination training for heads and governors

Empathy & 'listening to families' training, to ensure support is early

Resources for and training in sensory needs and what sensory breaks look like

04

National Policies

Approaches that could be adopted nationally to support this

Better awareness of local area needs reflected in funding offered

Consequences for LAs that do not follow the law which delays needs being met

A consistent EHCP template that matches needs and provisions

A standard SENDCo training offer with hands on advice and less theory / History

Mandatory needs led training of SEND to be included in teachers training

Targeted training and recruitment of teachers from different ethnic backgrounds



What can help enable all children reach their potential within mainstream education?

People Scrutiny Working Group

Evidence and information

Written by: Alison Hurley and Sarah Parker

Date: 13.04.22



Key Questions that we would like you to answer

- () **What can help enable all children reach their potential within mainstream education?**
. This may include local policy and practice (the Council, and Education, Health and Community Safety Partners) and national policy and good practice; and also, whether you feel admissions policies have an impact on enabling inclusive mainstream education.

Please write no more than 2 sides of A4 using accessible language that can be easily understood by non-specialists in this field.

Effective inclusive practice and approaches must be at the heart of every mainstream setting, to ensure all children and young people have the very best chance of having their social, emotional and learning styles and needs identified and met early. Such an approach supports children feeling safe, secure and valued, and then benefit them to access life's opportunities, to effectively overcome the range of challenges and barriers they will face, throughout their school career and lifelong learning journey.

The United Nations have defined inclusive education as follows:

- A fundamental right to an education
- A principle that values students' wellbeing, dignity, autonomy and contribution to society
- A continuing process to eliminate barriers to education and promote reforms in culture, policy and practice in schools to include all children.

Inclusion is not about having a group of children and young people with additional needs in a school. It begins with the assumption that **all** children have a right to be in the same education space. It is about belonging and feeling welcome, as a result of systems led by shared positive values that celebrate and welcome diversity at all levels. Inclusion is not about Education, Health and Care Plans or Top Up funding. It is about all aspects of school life, enacted in playgrounds, staffrooms, classrooms, and communities, being driven by inclusive values. It is about holding all our young people in high positive regard. It is about everyone being welcome and celebrating our differences and uniqueness. It is not about discrimination on the grounds of ability, appearance, or any other characteristic. Fundamentally, inclusivity is about relationships and respect.

The focus for inclusive schooling needs to be the creation of school environments supportive of all children and young people, including those at risk of perceived 'failure' for a variety of reasons: SEND, poverty and homelessness, to name a few. Inclusion is a system, not just a school improvement and development issue but includes the wider community, parents and partners.

Inclusion should not be viewed simply as a special educational needs or behaviour management programme.

The 'Belonging Strategy', sets out a clear vision for Bristol's children and young people and the 'Belonging in Education' pillar is clear that addressing the systemic inequities, across the education sector, is fundamental to pupils' achievement and well-being. Relationship-based and trauma informed policy and practice is being adopted more widely across schools, enabling young people's needs to be better understood, met earlier and successfully addressed within the setting. However, the wide range of inconsistent practice across the city, results in too many children and young people being marginalised, demonised, and ultimately excluded from the system. Over-representation of black and minoritised pupils, those with SEND and those eligible for free school meals, could suggest evidence of discrimination or institutional bias in policy and practice.

England's education sector is too often described as 'fragmented', which leads to varied interpretations of key policies and guidance, resulting in inconsistencies in provision. There are several variables that contribute to such fragmentation including a lack of understanding of the trauma experienced by children and how this comes to bear through their interactions with the world. Further, a focus on compliance within some education settings can mean that children who do not fit within the paradigm of standardisation and conformity, are marginalised or seen as lesser able or capable. All children across the spectrum of academic excellence deserve the professional curiosity, agility and resource to create a holistic and supportive approach that identifies their unique strengths. In part the 'results league table' and rigid approach to curriculum and academic achievement of children fails to identify and celebrate creativity, practical excellence and the richness of character of our children.

The role of the local authority has changed over the past ten years, with previous responsibilities and powers moving towards a greater, but more restrictive, focus on championing vulnerable children and young people, commissioning places, corporate parenting for children in care and systems led leadership for learning partners. Schools have become more autonomous from the local authority and the range of organisational-based arrangements, such as admissions policies, can exclude or marginalise, albeit unintentionally.

The recent publication of the Education White Paper and SEND Green Paper does go some way in attempting to re-dress the inequities and create greater alignment. There will be increased powers for Local Authorities, particularly in relation to attendance and admissions. Performance frameworks for Multi-academy Trusts (MAT) and Alternative Providers, seek to introduce robust standards. However, there is lack of detail about how schools will be incentivised to become more inclusive and the alignment with higher expectations on all schools to increase levels of achievement in numeracy and maths. Every school becoming a MAT will not in itself drive sufficient increases in mainstream inclusion.

**People Scrutiny Working Group -
Inclusive Mainstream Education in Bristol**



Evidence and information

Written by: Mark Davies

Organisation and role: Trust in Learning (Academies), Chief Executive

Date: 07/04/22

Question that we would like you to answer:

What can help enable all children reach their potential within mainstream education?

This may include local policy and practice (the Council, and Education, Health and Community Safety Partners) and national policy and good practice; and also, whether you feel admissions policies have an impact on enabling inclusive mainstream education.

Please write no more than 2 sides of A4 using accessible language that can be easily understood by non-specialists in this field.

Please send your response to scrutiny@bristol.gov.uk, FAO Dan Berlin, before 2pm, 30th March - Thank you.

- Clearer SEND Admissions approach with timescales and agreements all accessible through online portal.
- Improved EHCP forms with up to date and complete data, so a decision can be more easily made about whether a school can meet needs.
- EHCP form submitted to a school include all current educational levels for a child.
- Full agreement from the school that a child's needs can be met.
- If further funding is required to meet the child's needs (e.g. employing a TA), this should be available before the child starts and should not require paperwork for a top-up panel.
- Sufficient alternative provision/SEND spaces for children for whom mainstream really isn't working, enabling schools to spend more time on including SEND children who can thrive in mainstream.
- Visits from EPs within first 2 weeks of placing a child within a school to check the setting is fully understanding of needs and to answer any questions.
- More frequent reviews focused on education levels and outcomes.

Louisa Munton

Head Teacher, Shirehampton Primary School

To refer to:

- Ordinarily Available Provision: [Ordinarily Available Provision - Bristol's SEND Local Offer - bristol.gov.uk](https://www.bristol.gov.uk/ordinarily-available-provision)
- Fair Access Protocol: [Fair Access Protocol - bristol.gov.uk](https://www.bristol.gov.uk/fair-access-protocol)
- Specialist Resource Base – Canberra: [Shirehampton Primary - Specialist Resource Base - Canberra class](#)

The class in our Specialist Resource Base is called Canberra. All our classes are named after cities from around the world.

The above link takes you to their main page but there are other pages about curriculum coverage, how to help your child at home and weekly and termly home learning that can be accessed from this.



LPW's response to Bristol City Council's People Scrutiny Commission

Thank you for the opportunity to respond to the People Scrutiny Working Group on the topic of enabling Inclusive Mainstream Education in Bristol.

Locally and nationally we need:

Trauma-informed practice

Understanding of issues that lead to children and young people to behave in a way that leads to fixed term exclusions and permanent exclusions. Bristol has done a huge amount of work on awareness about adverse childhood experiences and trauma; this awareness now needs to move to trauma informed practice.

Behaviour policies based on relationships, that recognise behaviour is a form of communication. This will help schools to feel like a safe place.

School staff adapting their behaviour as well as expecting students to adapt their behaviour.

Analysis of who is excluded

Use local and national data.

Issues of disproportionality in exclusions, eg Black and Minoritised Ethnic students, Gypsy Roma Traveller students and students with special educational needs.

Use this information to design culturally appropriate responses to students' needs.

Culture and language

Inclusive curriculum - Subjects, qualifications, bias within curriculum – eg History only covers ethno-centric curriculum

Pro-active recruitment drive to increase diversity of workforce

Food in canteens not always culturally appropriate, school uniform policies not always culturally appropriate.

Adopt Halo code – students are allowed to wear their hair however they want.

Adaptive school uniform policy.

Change language – not that the student didn't engage, we didn't reach them

Mainstream schools to talk about how do we move you to school that will help you thrive rather than wait for something to go wrong and then label the student as aggressive, failing etc

Change in language to sorry we couldn't meet your needs, ALP shouldn't be seen as the student having failed, the system has failed, but let's not describe anyone as failing, talk instead about how best to meet the educational needs of the student.

Positive relationships with families

Engage when things are going well not just when not going so well, how to find ways to do this in a way that isn't too time-consuming for the school, eg list of vulnerable students, keep in touch with those families when things going well. Builds a positive relationship which makes it easier to have more difficult conversations.

Address points of transition, eg primary school has years of knowledge to share with secondary school.

Information sharing, communication – not just between schools, but also the local voluntary sector, other statutory partners

Link up with related policies, eg National Youth Agency's 10 year strategy linking youth workers to schools could have a positive impact on education.

Early intervention

Schools need to assess young people and then implement strategies = cultural shift, teachers don't always think of this as part of their role, they also need to make the change in how they engage with students, not always responsibility of an external organisation. Early intervention – we know in primary school which children and young people are likely to be excluded, even moving at end of year 9 so ready to start at year 10 would be an improvement in later years.

Perceptions of Alternative Learning Provisions need to change

"You have to come to a bad school to do the good things" – young person at LPW school

Student voice

Not being tokenistic about hearing student voices, students be more involved in answering questions like why is this school not working for you? There is great practice in some Bristol schools.

Specialist support

Need to recruit Educational Psychologists and every school to have greater access to Education Psychologists and Speech and Language Therapists.

There is a skill shortage within the SENCo sector, low numbers of SENCos.

Rethinking how the inclusion panel works

To support mainstream schools with inclusion without removal from schools, building on the recent safeguarding audit and new framework in place.

National issues

- Where children and young people are out of education for years, schools should be held accountable for breaking the law.
- Incentivise reintegration of students back into mainstream.
- Finances for ALP need to be more stable – it is in ALP's financial interests to hold on to students.
- Who pays for the support? We have the expertise in Bristol to keep students in school but how does the money move around the system to achieve this?
- Have schools reached a point where they are just too big? Cap at 100 per every year group. Then you can actually know every student.
- How do FTE and PEX figures compare across LA controlled schools and MATs – what influence can the LA have over schools and how? Schools need to be mandated to deal with students not exclude them, but very hard to do when have no control over MATs.
- There is lots of good practice locally and nationally, we need better fora for sharing this.

Training needs

- PGCE training courses should be reviewed to understand the emerging needs of the cohort, expecting an NQT to face and deal with some of the behaviours is not fair or realistic or even safe sometimes, for either the staff or the students.
- Social care and education working relationships and understanding of each other's systems, terminology etc

- National funding policies – all the systems are too stretched.
- Ofsted regime incentivises schools to exclude students, end the culture of league tables.



People Scrutiny Working Group

Inclusive Mainstream Education in Bristol Evidence and information

Organisation and role: Mayoral Commission on Racial Equality (CoRE)

Written by: CoRE Secretariat

Date: Wednesday, 20th April, 2022.

INTERIM SUBMISSION

Our understanding is that Bristol City Council's People Scrutiny Commission has launched a Working Group to examine issues around enabling Inclusive Mainstream Education in Bristol. The Working Group is made up of cross-Party Councillors and has tasked itself to ask:

What can help enable all children reach their potential within mainstream education?

The Working Group invited responses that would help in the following ways:

- i. To identify the key challenges and opportunities to enable inclusive education in mainstream settings in Bristol (including local policy and practice, significance of admissions policies, and national policy).
- ii. To inform policy development within the Council and across mainstream educational settings to help address and overcome systemic barriers to inclusive mainstream education.

This submission from CoRE focusses on racial disparities in the education system in Bristol.

Our work in this area is led by Commissioners including Fatima Ali and Margaret Simmons Bird. Given the time constraints this is by necessity selective and should be treated as an interim submission.

Nonetheless, the Working Group will hopefully find the document will help scope the issues as indeed, we have found it necessary to do so for ourselves in setting key priorities within this broad field of inequalities in education.



Our submission is based mainly on preparations for and outcomes from a session held in public at which Alison Hurley, Director of Education and Skills attended. This meeting of the Commission on Racial Equality (CoRE) took place on Wednesday 23rd March 2022. It had meeting had a particular focus on the Education outcomes for Black and other minoritised children and young people in Bristol. It was a session held in public with about 30 members of the public/community in attendance in person, including a Q&A.

We were also delighted to welcome Mohammed Saddiq in his role as Chair of the Bristol Future Talent Partnership to the same meeting, where he gave a presentation on this ground-breaking initiative to increase employer engagement in schools to help develop the skills and career prospects of some of the most disadvantaged young people in the city.

The Commission meeting was held at City Hall between 5pm-7pm.

Overview:

- We are particularly concerned to get local level data to understand how far Black, Asian and other minority ethnic learners are lagging behind their counterparts from other ethnic groups, particularly post-Covid. The evidence we have included for reference in this submission is from the Education Policy Institute's (EPI) 2020 Annual Report and highlights the relationship between poverty and learning gaps for different groups of young people in education. The report cites for example that **in some areas, poorer pupils are over two full years of education behind** their peers by the time they take their GCSEs, including in Blackpool (26.3 months), Knowsley (24.7 months) and Plymouth (24.5 months). There has since been a DfE report on the extent of learning loss among pupils in England during 2021/22.
- Similarly, the EPI findings report that some ethnic groups have experienced growing inequalities over recent years. Black Caribbean pupils were 6.5 months behind White British pupils in 2011, but this gap has now regressed to 10.9 months, meaning that the gap has widened for Black Caribbean pupils by well over four months in the last eight years.
- The Working Group should be very concerned with the summary of findings reported to the Commission by SARI (Stand Against Racism and Inequality) regarding



racism in education and cases reported to them. SARI reports to the Commission that “We are inundated with cases from schools”. These are set out later in this report but demonstrate that there are yawning gaps in terms of information and data, partly a consequence of the looser reporting and oversight requirements from schools in the non-LA maintained sector. The Working Group should seek its own submission from SARI as what CoRE has reported here is in summary format.

- We are happy to share the presentation (attached to this submission/email) presented by the Director of Education and Skills which has data at a more granular level in some areas to help identify gaps, policy interventions and areas of focus in future.
- Finally, we have also included findings from a 2018 report by the then Children’s Commissioner for England which is stark in its conclusions and the failures of the education system to deliver to the needs of children from poorer and disadvantaged backgrounds. The Working Group should be looking for similar updated local level data for the city, so the post pandemic recovery is targeted at those most in need, mindful of the intersectionality between socio-economic/class characteristics and ethnicity in this case.
- Children who leave education at 18 without reaching Level 2 attainment.



CoRE based its enquiry on an earlier community consultation event held during 2020 at which education featured as one of the top priorities and the issues raised included the following:

- 1. Low expectations and few opportunities for students.**
- 2. BME staff recruitment and retention.**
- 3. School exclusions rates for BME students.**
- 4. Lack of parent/student advocacy; and**
- 5. Low school numbers, school places in specific areas of the city, quality of education provision and actions to promote and encourage schools to develop a more diverse/inclusive curriculum.**

More generally, the Commission was also interested to know:

6. How well Bristol schools and the young people are doing compared to national standards, including the performance of Black and other minoritised young people against national averages.

7. What disparities exist between different ethnic groups in Bristol, comparisons with their white peers with a particular focus on attainment gaps, attendance, exclusions and identified additional needs that are monitored nationally/locally.

8. To help us understand more about your own leverage and legal powers over academies and other providers in the education eco system. How do we work in way that we are able to influence these issues across the city and to work in partnership with BCC to make a real and sustainable difference for Black and other minoritised young people; and finally

9. The department's Education Race Equality Action plan to address known racial/ethnic disparities and inequalities.

Finally, by way of moving forward, CoRE has a Task Group on Education which is chaired by Fatima Ali, a local teacher. Fatima is joining the Chair of CoRE to begin the process of collaboration through her Task Group and the department of Education and Skills so that our own focus and action planning is supported with the best available data/evidence from the department.



BACKGROUND:

CoRE 2020 Community Consultation Summary of Key Facts/Issues of concern:

‘The age profile of the Black, Asian and Minority Ethnic population is much younger than the age profile of the Bristol population as a whole. The proportion of children (aged 0- 15) who belong to a BAME group is 28%, the proportion of people of working age (aged 16-64) who belong to a BAME group is 15%.’ (BCC, 2021).

1. BAME students’ academic attainment:

The data shows a significant gap in educational attainment over decades for BAME learners across primary and secondary schools when compared nationally and locally to their white peers. Indicators for educational attainment at early years, 5-7 years, 7-11 years and 11-16 years are collected and disaggregated by ethnicity at local authority level.

2. BAME staff recruitment and retention:

Nationally, 14.3% of teachers are from minority ethnic groups (DfE, 2021). Statistically, there are fewer minoritized teachers working in Bristol schools than the national average: 9% of Bristol teaching staff are from ‘minority ethnic backgrounds’ (DfE, 2019). Even though 91% of their teachers identify as White British (DfE 2019), over a third of Bristol students come from minoritized ethnic groups (38% of primary and 34% of secondary). In their landmark report, ‘Bristol - a city divided’, the Runnymede Trust cited ‘unrepresentativeness of teaching staff and school leadership as a factor in the underachievement of BME learners’ (Elahi, Finney, and Lympelopoulou, 2017). There is also an increasing media spotlight on the low number of minoritized teachers in Bristol (BBC, 2018).

3. BAME students’ attendance and exclusion rates

The data also shows over-representation of BAME groups in school absences and exclusions with BAME learners with special additional needs and/or disabilities being particularly over-represented. Indicators concerning absence and exclusions at early years, 5-7 years, 7-11 years, and 11-16 years are collected and disaggregated by ethnicity at local authority level.

4. Lack of parent/student advocacy
5. Low school numbers, school places in specific areas of the city, quality of education provision and actions to promote and encourage schools to develop a more diverse/inclusive curriculum.

Discussion at CoRE Meeting in Public with Alison Hurley (AH) Director of Education and Skills:

The Commission received a presentation (attached to this submission for the Committee's reference) from which additional questions arose for the Director of Education and Skills about the state of race equality in Education in Bristol:

1. Why does (Alison Hurley) think this strategy will have the desired impact?

AH: DofE is analysing data differently. The focus is on localised data as opposed to macro data. Currently, data is at a school-based level and new leaders have been put in place to move the system forward. The same scrutiny of data was not present two years ago.

2. Is the education sector getting their priorities, right?

AH: All priorities in the strategy are happening at the same time. While the local authority cannot direct how it used to, it can challenge schools on their data.

3. How do you intend on increasing BME teachers/governors?

AH: The One Bristol Curriculum alongside the Black Governors Network are both investigating how to increase BME governors and organising equality and inclusion training at schools.

4. Schools have resorted to managed transfers in order to decrease exclusion rates. How does the education sector plan to tackle this?

AH: There is no statutory mechanism to create specific reporting. There is a newly appointed Attendance Officer to analyse school level data regarding part time timetables and managed transfers.

5. Students in the Bristol Inclusion Panel have been pushed back to their academies.

AH: The Director views children going back to mainstream schools as positive, as children's education won't be disrupted. The education sector must challenge inclusion policy at schools to accommodate all young people as opposed to moving them around.

A local teacher mentions in response "There is no proactive support for schools, so they resort to exclusions."

6. *How do we have a more inclusive curriculum?*

AH: The curriculum is not a priority for the Education and Skills focus group, as there is work going on in this area nationwide. The priorities for the focus group are geared towards trauma centred approaches to conflict resolution.

7. *How do we identify teachers who have had issues with BME young people and correct these behaviours?*

AH: The education sector expects school leaders to identify specific issues in their own schools and take responsibility for tackling this. Not much can be done on a statutory level.

8. *AH was asked about her opinions on Child Q in LB Hackney.*

AH: We must identify where the system failed and understand the issue from a family/parent/young person's perspective. This is a whole system approach.

Racism in context – Report from Stand Against Racism and Inequality (SARI) report

CoRE will be receiving regular reports from SARI at future meetings to help us better understand what is happening in the wider community.

SARI is currently inundated with cases from schools – they are looking to hire someone specifically for education due to the volume of the cases.

In 2019-2020, most of their complaints came from secondary schools.

In 2020-2021, majority of their cases came from primary schools. Most of these complaints were for racist incidents: racist name-calling, victimization, racist depictions, name-calling and isolating students based on race.

SARI has identified a lack of school responses to racist abuse – schools tend to brush it off or choose to exclude the victims.

SARI also notes that **the legal due process of exclusion is not followed** here and are actively challenging this.

SARI has **found that schools use permanent exclusion of victims as a method for dealing with racist incidents.**

Students are getting in trouble for saying their teachers are racist – they are either threatened with police action by teachers or told that reporting racism will hinder their career prospects.

SARI’s recent cases parallel with Child Q due to the “adultification bias”.

SARI has not brought schools together to discuss these issues. SARI **finds it difficult to gain access into schools** – they often don’t respond to SARI’s emails.

SARI receives new cases when schools or parents report racist incidents to them. **Schools find it difficult to deal with racist incidents**, so look to SARI to deal with these incidents for them.

It is proving difficult for SARI to report on **how many unreported cases there are**, as it depends how schools classify behaviour.

It is not clear **how the difference between reporting in local authority maintained schools and academies is handled**. BCC should put into place a process to handle racist incidents and schools, and CORE could have a role to play in this.

Crucially, **racist incident reporting to schools is no longer mandatory** – some schools self-report, but the lack of regulation means most incidents go unreported.

Referrals to SARI overall are up by 8% despite COVID-19 shutting things down for quite a bit of the year.

Hate Crime referrals are up for all strands with Race being by far the largest category at 72% of all referrals.

In terms of ethnicity – % of Asian clients remained the same; % Black clients (especially Somali) reduced; % Mixed Heritage increased; Middle Eastern increased; SE Asian increased; Eastern European increased; GRT increased.

In terms of faith – 26% Muslim; 29% Christian. The percentage of cases for Muslim clients is less than last year (32%); Christian clients remained the same.

Incidents are happening less around the home (though by far largest category); more at work; attacks in clubs/ parks/ public places have increased, as well as schools.

Type of incidents: arson has increased; assaults have increased; verbal abuse have decreased; bullying of children has increased alongside police complaints.

Where (Bristol only): Avonmouth and Lawrence Weston; Hartcliffe and Withywood and Filwood are of concern.

“Biggest concern right now are school cases. They are really coming in thick and fast with Black and Asian parents feeling very discriminated against. Mirrors Child Q in many ways.”

Children’s Commissioner for England (2018)

Anne Longfield, the Children’s Commissioner for England, has published research looking at the number of children who leave the education system at 18 without reaching Level 2 attainment (five GCSEs grade A* to C, or equivalent technical qualifications). These are children who will have spent 14 years in compulsory education, often having more than £100,000 of public money spent on their education, and yet are leaving the education system without basic benchmark qualifications. This hampers their chances of finding apprenticeships or good jobs.

The Children’s Commissioner’s analysis reveals that in 2018, 98,799 children in England (18% of all school leavers) left education at 18 without substantive qualifications (reaching Level 2 attainment). This rate is now rising after it fell continuously between 2005 and 2015. The Commissioner’s research shows this rise is being driven by a sharp increase in the proportion of pupils receiving Free School Meals (FSM) failing to achieve these targets. Since 2015, the number of children receiving FSM who have left education without proper qualifications has increased to 28,225 – up from 28% to 37% of all education leavers in England.

Children who leave education at 18 without reaching Level 2 attainment



The research shows that while children are now in education for longer, more of them are failing to get basic qualifications. This means that hundreds of thousands of young people are leaving education without the necessary qualifications to begin certain apprenticeships or start technical or academic courses. This is despite the compulsory education age in England extending to 18 during this period and children therefore being in education for longer. In 2015, 6.6% of 16-18 year olds were not in education, employment or training. By the end of 2018 this had dropped to 6.3%. This means that children spent more time in education yet were still more likely to leave without basic qualifications.

The report also found that:

- Attainment gaps between Special Educational Needs and non-SEN pupils by age 19 have risen from 26% in 2015 to 33% in 2018, making SEN students the worst affected.
- The attainment gaps between children living in the least and most deprived areas of England has risen from 13% in 2015 to 17% in 2018.
- Children receiving Free School Meals who live in London had the best academic outcomes. London stood out for having the lowest attainment gaps between FSM and non-FSM at 11.9 percentage points in 2018. This contrasts with the East Midlands which had a far greater attainment gap of 27.8 percentage points in 2018.
- In 3 Local Authorities across England – Derby, North Lincolnshire and Swindon – less than half of FSM students are achieving Level 2 by age 19. Nottingham has the worst attainment rates across England with around a third of all children (32%) not being qualified to Level 2 by age 19.

In response to this research, the Children’s Commissioner has today written to the Government, using her powers under Section 2C of the Children’s Act 2004 to formally request that Ministers take action. Specifically, the Commissioner is asking the Department for Education to conduct an independent review into falling Level 2 attainment, to commit to halving the number of children failing to get a Level 2 qualification by the age of 19 within five years, and for the Department to set out a clear action plan for improving opportunities

and attainment of children who do not achieve 5 GCSEs or equivalents by 16, including access to apprenticeships and vocational courses.

Anne Longfield, the Children’s Commissioner for England, commenting on the research, said:

“It is shameful that last year almost 100,000 children in England left education at 18 without proper qualifications. It is particularly unacceptable that children growing up in the poorest areas of the country and children with special educational needs are most likely to leave school without reaching basic levels of attainment.

“While we should celebrate the progress that is being made in raising standards for millions of children, it should never be an acceptable part of the education system for thousands of children to leave with next to nothing.

“The Government must urgently investigate why the progress that has been made over recent years in closing the attainment gap has stalled and now going backwards and commit itself to halving over the next five years the number of children failing to gain a Level 2 qualification by the age of 19.”

Education in England: Annual Report of the Education Policy Institute (2020)

The education disadvantage gap: the latest trends

The disadvantage gap in England has stopped closing, and there are now several strong indications that it has started to widen:

- **At secondary school**, by the time they take their GCSEs, disadvantaged pupils (those who have been eligible for free school meals at any point in the last six years) are over **18.1 months of learning** behind their peers. This gap is the same as it was five years ago.
- **At primary school**, the gap between poorer pupils and their peers is **9.3 months**, having increased for the first time since at least 2007. This could be a turning point, in which the disadvantage gap now continues to widen at this phase.
- **In the early years** (pupils in Reception year), the gap has stagnated at **4.6 months**, having largely stayed the same since 2013.
- **When will the gap close?** Last year EPI modelled that it would take over 500 years to eliminate the disadvantage gap at GCSE, based on the rate of progress. This year's data suggests an even more extreme conclusion: the gap is no longer closing at all.

How do different levels of poverty affect the disadvantage gap?

This year for the very first time, EPI researchers have analysed the gap for pupils across different levels of disadvantage:

- **Children with a high persistence of poverty** (those on free school meals for over 80% of their time at school) have a learning gap of **22.7 months** – twice that of children with a **low persistence of poverty** (those on free schools meals for less than 20% of their time at school), who have a learning gap **11.3 months**.
- Progress in closing the gap has been slowest for pupils with a high persistence of poverty, with the gap remaining much the same after almost a decade. Disadvantaged pupils with lower persistence of poverty have also experienced worsening gaps, although to a lesser degree.
- **Significantly, the proportion of pupils with a high persistence of poverty is on the rise.** Since 2017, the proportion of pupils in this group has risen from 34.8% to

36.7%. This recent increase appears to be an important contributor to the lack of progress with the gap overall.

How does the disadvantage gap vary in different areas in England?

Across the country, there is wide variation in the disadvantage gap:

- Large disadvantage gaps remain well-established in several regions in England but are particularly acute in the North, West Midlands and parts of the South.
- **In some areas, poorer pupils are over two full years of education behind** their peers by the time they take their GCSEs, including in Blackpool (26.3 months), Knowsley (24.7 months) and Plymouth (24.5 months).
- **In contrast, there are very low GCSE disadvantage gaps concentrated in London**, including in Ealing (4.6 months), Redbridge (2.7 months) and Westminster (0.5 months).

This year, for the first time, EPI researchers have also calculated the disadvantage gap at a local level after having controlled for high persistence of poverty in each area.

This reveals that differences in local demographics are essential to understanding why gaps are different in different parts of the country. **Under this adjusted measure, many areas that currently rank as some of the worst in the country substantially improve their position once high persistent poverty levels are considered:**

- Out of 150 local authorities in England, Knowsley is ranked as having the second-worst education disadvantage gap in the whole country. However, it improves its ranking by 28 places after having adjusted for persistent poverty levels.
- Other areas also see big changes in their rankings under this poverty-adjusted measure: Sunderland moves from having the 12th largest gap to 55th, Liverpool from 23rd largest to 83rd, Hartlepool from 25th largest to 65th.
- Each of these areas have large disadvantage gaps, but a major reason for this may be the large proportion of poor children who are in persistent poverty.

Equally, the poverty-adjusted measure also highlights areas which should be performing better, given their favourable local demographics:

- Surrey makes the biggest fall down the rankings after having adjusted for poverty levels, by 30 places (84th to 54th worst gap).
- Other local authorities who lose out significantly in the rankings after applying this measure include Wiltshire (53rd to 26th worst gap), Leicestershire (71st to 43rd worst gap) and Buckinghamshire (104th to 78th worst gap).

Areas with the largest education disadvantage gaps, adjusting for persistent poverty:

Controlling for persistent poverty levels, out of 150 local authorities, areas with the largest gaps in the country are now South Gloucestershire (worst disadvantage gap), West Berkshire (second worst gap) and Blackpool (third worst gap).

(A full breakdown of all local disadvantage gaps, including by parliamentary constituency and other levels, can be found here).

How does educational attainment vary by pupil ethnicity?

Attainment varies significantly among pupil ethnic groups:

- Gypsy/Roma pupils are almost three years (34 months) behind White British pupils at GCSE level. In contrast, Chinese pupils are two whole years (23.9 months) ahead of White British pupils in learning at this stage of their education.
- Some ethnic groups have experienced growing inequalities over recent years. Black Caribbean pupils were 6.5 months behind White British pupils in 2011, but this gap has now regressed to 10.9 months, meaning that the gap has widened for Black Caribbean pupils by well over four months in the last eight years.
- Gaps have also widened for pupils from other black backgrounds, and for pupils with English as an additional language who arrived late to the school system.
- EPI researchers plan to carry out further work to better understand the factors behind these significant ethnicity gaps and the changes in the gaps over time. While it is likely that poverty is contributing to some of these trends, there is also a need to understand the extent to which other societal and educational factors are creating and worsening inequalities amongst these groups of pupils.

How does the disadvantage gap vary among more vulnerable pupil groups?

For the very first time, EPI researchers have measured the trend in the disadvantage gap for children in the care system (known as ‘looked after children’) and children who are receiving support from children’s services (known as ‘children in need’). These pupils are significantly educationally disadvantaged:

- Looked after children (LAC) are nearly two and a half years (29.0 months) behind their peers by the time they finish their GCSEs. Progress in closing this gap is slow; it has reduced by only 1 month (3.3%) over the last six years.
- Children in need (CIN) are 20 months behind their peers, while children in need with a Child Protection Plan (typically those who have experienced neglect, or physical, sexual or emotional abuse) are over two years (26 months) behind their peers.
- It is notable that around a quarter of children with a Child Protection Plan do not receive either the Pupil Premium or Looked After Premium from the government. The large gaps among these groups support recent EPI proposals to extend the Looked After Premium to children with Child Protection plans.

Progress in reducing gaps for pupils with Special Educational Needs and Disabilities (SEND) has begun to slow since 2015, particularly for pupils with greater needs:

- Pupils with SEND who have an Education, Health and Care Plan (typically those with greater needs) are well over three years (41.1 months) behind their peers at the end of secondary school, while those with SEND without an EHCP are two full years (24.4 months) behind their peers.

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Whilst we haven’t been able to provide a written response to related specifically to Bristol, we hope our recent paper on our vision for the school system may be helpful to your consultation. [Ambition for all – our vision for a school system that works for all children | Children's Commissioner for England \(childrenscommissioner.gov.uk\)](https://www.childrenscommissioner.gov.uk/ambition-for-all-our-vision-for-a-school-system-that-works-for-all-children/)

Kind regards

Kathryn Parkinson

The Office of the Children’s Commissioner

Sutton Trust submission to Bristol City Council People Scrutiny Working Group

- What can help enable all children reach their potential within mainstream education?
 - *This may include local policy and practice (the Council and Education, Health, and Community Safety Partners) and national policy and good practice; and also, whether you feel admissions policies have an impact on enabling inclusive mainstream education.*

Introduction

The Sutton Trust champions social mobility through programmes, research and policy influence. Since 1997 and under the leadership of founder Sir Peter Lampl, the Sutton Trust has worked to address low levels of social mobility in the UK. The Trust works to improve social mobility from birth to the workplace so that every young person – no matter who their parents are, what school they go to, or where they live – has the chance to succeed in life.

The Sutton Trust has long advocated for changes to admissions policies for a fairer system. This would have benefits in terms of a more diverse social mix, attainment, teacher recruitment and retention. Changes to admissions policies could help to enable inclusive mainstream education. Further detail on our proposals can be found below.

The information below is drawn from the following key reports and research briefings:

[Fairer School Admissions – Social segregation in schools: the view from parents & teachers, February 2020](#)

[School Places: A Fair Choice? School choice, inequality and options for reform of school admissions in England, February 2020](#)

[Selective Comprehensives 2017: Admissions to high-attaining non-selective schools for disadvantaged pupils, March 2017](#)

Key figures

Sutton Trust research in March 2017 looked into the social composition of the country's top 500 comprehensive schools. It found that:

- The top performing 500 comprehensive schools in England, based on GCSE attainment, are socially selective, taking just 9.4% of pupils eligible for Free School Meals, just over half the rate of the average comprehensive (17.2%).
- Half of this discrepancy can be explained by top performing schools being in areas of lower disadvantage, but the rest is a result of social selectivity in the admissions process.

In 2020, the Sutton Trust polled teachers, parents and school leaders to gather their views on state school admissions and social segregation in schools. The polling showed that:

- Half of school leaders think that social segregation is a problem in state schools, yet 43% say that they pay little to no attention to the social profile of their community in the school admissions process.
- Despite teachers recognising social segregation as a problem overall, they are not likely to recognise the impact in their own school. 74% of teachers in the most socially selective

schools believe their intake has an average or above average rate of disadvantaged pupils than their local area, despite data finding that it is much lower.

- 80% of parents believe that schools should have a mix of pupils from different backgrounds.
- 68% of teachers and 72% of school leaders believe reducing socio-economic segregation and improving the social mix would have a positive effect on comprehensive schools. These perceived benefits are backed up by the evidence, as schools with a greater social mix perform well on value-added 'Progress 8' scores.
- 62% of school leaders were open to conducting a fair admission review of their policies.

Under England's system of school choice, parents and carers can choose the schools they want to apply to, usually 3 or 6, depending on the area they live in. Sutton Trust evidence found that:

- Parents from poorer backgrounds submit as many school preferences as better-off parents and take account of school quality when making their choices, suggesting that it is school admissions criteria that disadvantages families from lower socio-economic groups.
- Oversubscribed schools primarily use proximity as the key factor for admissions, making houses near good schools more expensive, so access to the best schools is then affected by family income.

England's top comprehensive schools are, in practice, often highly socially selective, admitting much lower proportions of pupils from disadvantaged backgrounds than the average, and even than the profile of children in their immediate locality. However, there are examples of good local practice in admissions policy that can help to remedy social segregation in comprehensive schools and enable inclusive mainstream education, where all children can reach their potential.

Options for reforming school admissions

There are several reforms which schools could implement to make admissions fairer. These include:

1. Marginal ballots

- In this system, the majority of school places would be determined by the existing priority structure for school admissions.
- However, the school reserves a fraction of places, for example 20%, which will be determined by a random draw. All applicants not already accepted through standard priorities is given a random number for the remaining places at the school, regardless of any other priority status.
- The fraction of students admitted in this way can vary anywhere from 10-50%, depending on preference for balance between admitting local children and ensuring a diverse intake.
- By tipping emphasis away slightly from proximity to the school, where the house price premium for living in the catchment area of a top school is around 20%, or £45,700 more than an average house in the same local authority, this opens the door to less advantage families who may be priced out of a catchment area.

- A well-chosen marginal ballot fraction would make a significant difference to the chances of admission to high-performing schools for those without the means to live very close to the school gates, while minimising the impact on the sense of community at school or the value of house prices in the area.

2. Simple priority for disadvantaged families

- From 2014, the School Admissions Code enabled schools to admit pupils based on eligibility for the Pupil Premium (PP).
- Schools that prioritise pupils who are eligible for PP often do so to a pre-specified quota of places, so as not to skew too heavily in favour of disadvantaged students.
- Such a proposal would ideally have area-wide agreement, so that all schools follow similar criteria. This can be challenging when many schools are now directly responsible for their admissions policy, but there is scope to broker agreements via a local authority. However, schools could work alone or in small groups (perhaps at a lower quota level) to improve access for PP students, even if agreement cannot be reached across an authority.

3. Banding tests

- The primary aim of banding tests is to achieve comprehensive intake in terms of ability.
- Typically, a school sets a test for all applicants and admits equal numbers of students from each ability band (usually quartiles). This ensures a greater range of ability in the school.
- Given that students from lower socioeconomic backgrounds have lower levels of prior achievement on average, it would ensure greater social mixing than a criterion based on geography.
- Banding admits pupils across the ability range of those who apply, but this may still not be representative of the local population.
- However, individual test scores cannot be considered beyond determining which band an applicant falls into. It cannot act as a tiebreaker for oversubscription, so other criteria must also be used in conjunction with this method.

4. Simplifying conditions for demonstrating religious observance

- Faith schools are among the most socially selective schools, making up 33.4% of the top 500 comprehensive schools in 2017, and admitting a lower proportion of FSM pupils than in their local area.
- Currently, schools are permitted to impose complex and varying criteria on applicants to judge religious observance. The Sutton Trust found evidence of one school ranking applicants for observed religiosity based on ten categories of religious practice.
- A possible approach would be to simplify criteria for demonstrating religious observance, such as a binary tick-box option for 'regular churchgoing', based on simple and clearly defined definitions.



- This may however reduce the usefulness of religious observance as a criterion for school admissions, thus requiring another criterion as a tiebreaker for oversubscribed schools.

Submission 15

**People Scrutiny Working Group -
Inclusive Mainstream Education in Bristol**



Evidence and information

Written by: Dr Neil Harrison

Organisation and role: Associate Professor, Rees Centre, University of Oxford

Date: 30th March 2022

Question that we would like you to answer:

What can help enable all children reach their potential within mainstream education?

This may include local policy and practice (the Council, and Education, Health and Community Safety Partners) and national policy and good practice; and also, whether you feel admissions policies have an impact on enabling inclusive mainstream education.

Please write no more than 2 sides of A4 using accessible language that can be easily understood by non-specialists in this field.

Please send your response to scrutiny@bristol.gov.uk, FAO Dan Berlin, before 2pm, 30th March - Thank you.

Introduction

This document briefly summarises a five-year national research study based at the Rees Centre at the University of Oxford – the ‘Alex Timpson Attachment and Trauma Awareness in Schools Programme’. We have been working with **305 schools** across **26 Local Authorities** in England, covering both primary and secondary phases. We will make our final report in October 2022 and the findings in this summary should therefore be treated as ‘provisional’ at this time.

Background

We know that many young people will experience significant negative events at some point in their childhood, including neglect, violence, maltreatment and poverty; some studies estimate the figure as high as one-in-three. This can have profound consequences for their ability to build trusted relationships with adults (‘attachment’) that underpin their feelings of security. It is also increasingly understood that traumatic experiences can influence brain development and a young person’s responses to stressful situations. These two elements can make it difficult for a young person to understand and regulate their emotions, especially in the context of school. As adults, we know that we can struggle to work when we are stressed or dealing with difficult emotions and the same principle applies to young people.

Some young people in this situation will be in care or have been allocated a social worker. Others will have been assessed as having special educational needs and/or have been diagnosed with a specific mental health condition. However, there will be many others whose circumstances are unknown or who do not meet the threshold for intervention. The inclusion of these young people is therefore an important issue for policy and practice, especially given the additional pressures and challenges associated with the Covid-19 pandemic.

Attachment and trauma awareness

The last ten years have seen a grassroots movement among schools who are seeking to become ‘attachment aware’ or ‘trauma informed’ – the terms are largely interchangeable. This is a whole-school approach that aims to acknowledge the difficulties that some young people have outside school and their impact on readiness to learn and engage fully in the school community. Importantly, it is not an individual-level intervention with specific young people, but a shift in the way the school engages with young people in general. More information is available through the Attachment Research Community (<https://the-arc.org.uk>) and Trauma Informed Schools UK (<https://www.traumainformedschools.co.uk>).

There is no specific definition of an attachment and trauma aware school. Features tend to include a greater emphasis on empathy, emotional regulation, trusted relationships, use of language and restorative approaches. Each school finds its own ways to integrate this into policies and everyday practices, responding to local contexts and needs.

Research study

Our study has focused on the impact when schools receive training on attachment and trauma awareness. There is not a specific training package and the Local Authorities involved in the Programme have either chosen a commercial supplier or devised their own training through the Virtual School and/or Educational Psychology Service. To be involved in our study, this training needed to last at least one day in total and be delivered on a whole-school basis (i.e. with all staff

involved). The training typically focused on relevant theory from psychology and neuroscience, recent research findings, specific techniques to use with young people and guidance about how to integrate and embed this within the school. To assess the impact of the training, we have used 'before and after' online surveys with staff and young people across all 305 schools, combined with interviews and focus groups in 34 case study schools. Importantly, our focus was not on the quality of the training, but on what happened within the school in the following year.

Findings

Our principal finding is that attachment and trauma awareness training in schools can lead to a profound impact on outcomes for staff and young people, provided this is supported by the wider contexts within the school and Local Authority.

In our recent survey of 112 headteachers, they reported that the changes they had made since the training had led to improvements in engagement (97%), learning (92%), attainment (79%) and attendance (72%), as well as drop in the use of sanctions including exclusion (81%). Nearly all reported that their staff were more confident in dealing with young people, while 13% felt that the training had been 'transformational' for their school:

- *"The biggest impact has been the engagement of children and their focus on learning, which hopefully will produce positive attainment results."* (Primary school)
- *"Children have certainly been more willing to engage with staff and as a consequence been attending lessons for longer periods. Staff are approaching situations differently and this has been well received by the children."* (Middle school)
- *"Improved attendance. Reduced negative behaviour incidents. Reduced fixed-term exclusions [and] no permanent exclusions. Improved GCSE outcomes for our most vulnerable learners."* (Secondary school)

Schools often use a metaphor of 'a journey' to describe what has happened since the training they received; there is an investment of time, careful planning and potentially challenges along the way. The training is not a 'quick fix', but a catalyst to making evidence-led changes within the school over a period of one to three years. These changes typically include reviews of behaviour policies, the adoption of techniques like 'emotion coaching', the creation of 'timeout' spaces, a focus on relationship building and enhanced cross-agency working (e.g. with social services).

We have identified the need for strong, visible and confident leadership within the school to make and sustain changes to policy and practice. We have also found that schools more successfully embed the changes where there is ongoing support from the Virtual School and/or Educational Psychology Service, including additional training, between-school networking, co-constructed development plans and bespoke guidance. Some Local Authorities (e.g. Islington) have an authority-wide attachment and trauma programme extending beyond schools and endorsed by senior managers and councillors.

Conclusions

There is increasingly strong evidence that attachment and trauma awareness in schools can improve inclusion and outcomes for young people who have had (or continue to have) significant negative experiences. For more information about our study, including more detailed findings and recorded webinars with headteachers, Local Authority staff and other professionals, please see our website: <http://www.education.ox.ac.uk/research/the-alex-timpson-attachment-and-trauma-programme-in-schools>.

What can help enable all children reach their potential within mainstream education?

Report for the People Scrutiny Working Group, Bristol City Council – 30th March 2022

This submission is based on an on-going ESRC funded project: *Co-POWeR: Consortium on Practices of Wellbeing & Resilience in Black, Asian & Minority Ethnic Families & Communities* (<https://co-power.leeds.ac.uk>), specifically the emerging findings from Work Package 2. We have been investigating the impact of the pandemic and racism on and what can enable resilience and well-being among children, young people and families from Black, Asian and minority ethnic communities. The following points connect what young people, parents and professionals have told us about support since the pandemic with enablers of inclusive mainstream education practices and policies. The following summary is based on a sub-set of our data because analysis is ongoing.

Minimising stressful environments

The pandemic heightened stress levels for everyone, but in particular for children who found that they could not cope with the sudden and ambiguous changes to educational demands. Excessive sleeping, exacerbated by the absence of a daily routine, was a common theme in our discussions with young people. As a result, young people told us about how they disengaged, either overtly or in secret, leading to feelings of guilt or anxiety. We heard of two cases where the combined drop in attainment and fear of failure meant they dropped out of college. Stress was exacerbated if schools focused only on lessons without sufficiently taking into account where tasks fitted in to a student's day or week.

A key way of managing stress comes from low arousal approaches, which are rooted in behaviour management practices for students on the autism spectrum (Studio 3, 2018). This involves "strategies that focus on the reduction of stress, fear and frustration" (Morewood, 2020). When young people are not coping, one strategy can be to decrease demands and requests. This might be a temporary adjustment to expectations but is important in recognising the extenuating circumstances that make carrying on as normal difficult. Some students noticed that education switched online and expectations remained the same, which ignored the pandemic-related problems that both staff and students were facing. Acknowledging the impact of the pandemic on young people's mental health and making space for staff and students to reflect on causes of stress and how they manage it is integral to proactive responses to challenging situations.

Enabling access to support

An emerging finding from our research is the crucial role of support services outside of home and education settings, such as youth clubs and sports facilities. Enabling success in education is therefore connected to enabling environments outside the classroom. This is particularly important for students, such as Black male youth, who are disproportionately sanctioned if seen congregating in public spaces. One female Black African student explained that a teacher had told her that seeing a group of Black youth was a worry. These sorts of interactions generate a sense of alienation, exacerbating historical and contemporary hostile environments in wider society, in school. Tackling racism in school is an obvious way to enable all students to reach their potential.

One way of doing this is to acknowledging experiences of racism in everyday life across the school curriculum, throughout the year. Once off engagements during, for example, Black History Month were seen by some students as performative rather than a genuine attempt to have difficult conversations about racialised power dynamics. The sorts of things that young people found useful were weekly reading groups and guest speakers who young people could relate to. This provided a space to talk about intersectional identities and share experiences of navigating life as a person who is part of a minority group in the UK. Consequently, young people are able to build trusting relationships with staff in school which enables them to ask for help when they are struggling with issues, such as emotional health, which is highly stigmatised.

The sorts of constraints to accessing support included the following:

- A belief that they are “a lost cause” if previous support services had not helped.
- Having to explain themselves to people who do not understand the cultural and environmental constraints. For example, having to explain that coping with schoolwork is impacted by being a young Black homosexual male in a single parent, low-income household with no WIFI and caring responsibilities for younger siblings.
- An assumption that others’ needs are greater. For example, two young people did not access a laptop scheme even though their devices were not fit for purpose because they knew that other students did not have a laptop at all.

A reluctance to access support was echoed in our research with parents, who avoided services based in previous experiences of prejudice and race discrimination. It is therefore important that if support for inclusive education is not being accessed and/or not being accessed across different demographic groups, it should not be assumed that these services are not needed. Instead, support should be designed and evaluated with the intended beneficiaries. This will clarify whether it is the *type* of support or *how* support is being provided that needs to change. This will vary from school to school depending on the changing needs of their intake and catchment area. Listening to young people is therefore crucial in creating an enabling environment where all children are part of conversations about how their learning is supported.

Integrated support systems

Further to including young people in conversations about their education, our research with professionals underlined the importance of collaboration. Current systems and structures have a tendency to be siloed rather than making decisions that involve students, teachers, parents, health workers, police and social workers. One reason that integrated support is important is to avoid stereotypical assumptions about the needs of young people. Such assumptions can disproportionately impact children in South Asian families, who are assumed to have ample support networks at home and therefore have fewer needs than other students. Therefore adequate family support has a direct bearing on attainment and individual children’s capacity to achieve their potential.

Although the above ideas are not new, our research indicates that practices and policies are not being implemented consistently, which disproportionately impacts vulnerable children, young people and families.

Prof. Anna Gupta, Royal Holloway University of London on behalf of colleagues from Co-POWeR Work Package 2

- Prof. Claudia Bernard (Goldsmiths, University of London)
- Prof. Monica Lakhnpaul (University College, London)
- Dr Anita Sharma (Royal Holloway, University of London)
- Dr Teresa Peres (Royal Holloway, University of London)

Morewood, G. (2020). Applying Low Arousal approaches in education settings. Retrieved from <https://blog.optimus-education.com/applying-low-arousal-approaches-education-settings>

Studio 3. (2018). The Low Arousal Approach: A Practitioner's Guide. Retrieved from <http://www.open-access.bcu.ac.uk/6544/1/the-low-arousal-approach.pdf>

Thank you for writing and giving me the opportunity to comment. Rather than reply in detail, I think it would be best if the Group could look at this website, which summarises the findings from my most recent research into the education of Children in Need and Children in Care. Much of this is concerned directly or indirectly with the importance of an inclusive approach to mainstream education.

<http://www.bristol.ac.uk/policybristol/policy-briefings/children-in-need-and-in-care-education-progress/>

The main conclusions are listed in the section towards the end on *Implications for Policy and Practice*. These include factors that would enable children to cope better with mainstream education. We didn't investigate in detail special educational needs and disabled children, apart from those with social, emotional and mental health difficulties. (You might liaise with the Council for Disabled Children if you have not already done so.)

The main considerations seem to me to be:

- Educational difficulties are identifiable when children are very young, which signals the importance of early intervention.
- Efforts to alleviate poverty will enable many children to do better at school.
- Stability in care and education are key issues. Controlling for other factors, moving children between placements and schools harms them socially and educationally. This doesn't mean to say that children can never move but it should be very exceptional and approached very carefully – facilitating transitions. Fixed-term and permanent exclusions should be avoided and are counter-productive. They might benefit the school but not the pupil and teachers need to be provided with alternative strategies for behaviour management.
- There seems to be much variation in secondary schooling in particular. Not all schools seem to be sympathetic or welcoming to pupils with difficulties. Crackdowns on behaviour (often Government-inspired) can clash with an inclusive approach.

These are findings from a national study and do not relate to Bristol specifically. I also realise that these are complex issues which have been exacerbated by cuts to local authority budgets as well as per-pupil school funding.

Regards.

David Berridge

Emeritus Professor of Child and Family Welfare
University of Bristol
School for Policy Studies

Online sessions

Date	Attendees	Session Chair
22-3-22	<ul style="list-style-type: none"> • 14 young people from the Student Partnership Board • Ms Campbell, lead on diversity and inclusion • Fiona Carnie, Lead on Bristol Education Partnership • Tommy Jarvis, Learning City 	Cllr Kent
26-4-22	<p>Part 1;</p> <ul style="list-style-type: none"> • Sally Apps, Executive Principal - Cabot Learning Federation <p>Part 2;</p> <ul style="list-style-type: none"> • Louisa Munton, Head Teacher, Shirehampton Primary School 	Cllr Bailes
27-4-22	<p>Part 1;</p> <ul style="list-style-type: none"> • Ruth Pickersgill, Chair, West of England Centre for Inclusive Living (WECIL) • Jo Phillip, Children’s Services Manager, West of England Centre for Inclusive Living (WECIL) <p>Part 2;</p> <ul style="list-style-type: none"> • Museji Takolia, Chair, Bristol Mayoral Commission on Race Equality • Margaret Simmons-Bird, Commissioner, Bristol Mayoral Commission on Race Equality • Fatima Ali, Commissioner, Bristol Mayoral Commission on Race Equality <p>Part 3;</p> <ul style="list-style-type: none"> • Councillor Asher Craig, Deputy Mayor; Children Services, Education and Equalities • Councillor Helen Holland, Cabinet Member; Adult Social Care and Integrated Care System • Hugh Evans, Executive Director, People • Alison Hurley, Director of Education & Skills • Sarah Parker, Director of Children’s Services 	Cllr Weston
28-4-22	<p>Part 1;</p> <ul style="list-style-type: none"> • Rachel Robinson, Chief Executive, Learning Partnership West <p>Part 2;</p> <ul style="list-style-type: none"> • Professor David Berridge, Emeritus Professor of Child and Family Welfare, University of Bristol <p>Part 3;</p> <ul style="list-style-type: none"> • Gerry Bates, Head of Children’s Services, Sirona Care & Health • Nikki Lawrence, Head of Public Health Nursing, Sirona Care & Health 	Cllr Townsend
5-5-22	<ul style="list-style-type: none"> • Dr Rebecca Montacute, Senior Research and Policy Manager, Sutton Trust 	Cllr Kent

Appendix 3

Partners/organisations invited to engage with the working group

Administration and city partners

Bristol City Council Cabinet members - Cllrs Asher Craig, Ellie King and Helen Holland
Executive Director - People, Bristol City Council
Interim Director of Children and Families, Bristol City Council
Director - Education and Skills, Bristol City Council
St Matthias Academy
Bannerman Road Community Academy
Clifton Diocese
Venturers Trust
Diocese of Bristol
Education Reference Group
Learn@MAT
Trust in Learning, Bristol
Broomhill Junior School
Shirehampton Primary School
Cabot Learning Federation
Sirona care and health

Charities, national picture and good practice

Youth Moves
Barnardo's
ACE education
Bristol Disability Equality Commission
Office of the Children's Commissioner
Council for Disabled Children
West of England Centre for Inclusive Living
Growing Futures UK
Creative Youth Network
Learning Partnership West
Local Government Association
Bristol Mayoral Commission on Race Equality
Dr Neil Harrison - Oxford University
National Association for Special Educational Needs
National Autistic Society
Babbasa
Professor Anna Gupta, Royal Holloway University
Professor David Berridge, Bristol University
Regional Schools Commissioner for the South West
Royal National Institute of Blind People
Sutton Trust

People Scrutiny Commission



26 September 2022

Report of: Tim O’Gara, Director - Legal and Democratic Services

Title: Decision of Local Government and Social Care Ombudsman
(Complaint reference 21 007 446)

Ward: N/A

Presenting Report: Ian Hird, Scrutiny Advisor

Recommendation:

That the People Scrutiny Commission note the decision report of the Local Government and Social Care Ombudsman as set out at Appendix A.

The Significant Issues in the Report

As set out in the report.



1. Policy

N/A

2. Consultation

N/A

3. Context

a. On 4 March 2022, the Local Government and Social Care Ombudsman issued a final decision report regarding a complaint against Bristol City Council in relation to delays in the Education, Health and Care (EHC) plan process. The full report is set out at Appendix A.

b. One of the actions requested by the Ombudsman (para. 57) was that the Council agree, within 3 months of the decision, to ‘send a copy of the final decision to the relevant scrutiny committee so there is democratic oversight of the extent of the problems affecting children and families waiting for EHC assessments in Bristol.’

c. As the Ombudsman’s report was issued/published on 4 March, it was not practicable to formally report the decision to the 7 March meeting of the People Scrutiny Commission. To avoid undue delay in meeting the Ombudsman’s request as per para. 57, the Chair of the Overview and Scrutiny Management Board (OSMB) and the Chair of the People Scrutiny Commission agreed that it would be appropriate for the Ombudsman’s decision report to be submitted initially to the 27 July OSMB meeting.

d. As part of OSMB’s consideration of this matter at their 27 July meeting, it was noted that performance against the 20 week target for issuing EHC plans had been an area of concern for both OSMB and the People Scrutiny Commission for a significant period of time and it was suggested that it would be appropriate for the People Scrutiny Commission, mindful of the case highlighted in the Ombudsman’s report, to also receive assurance that longer term outstanding cases were being addressed / resolved.

4. Proposal

The People Scrutiny Commission is asked to note the decision report of the Local Government and Social Care Ombudsman as set out at Appendix A. A separate report on this agenda sets out the latest update position on performance in relation to Education, Health and Care plans.

5. Other Options Considered

N/A

6. Risk Assessment

N/A

7. Public Sector Equality Duties

N/A

8. Legal and Resource Implications

N/A

Appendices:

Appendix A - Local Government and Social Care Ombudsman's final decision in relation to complaint ref. 21 007 446

Appendix B – Minute extract – Overview & Scrutiny Management Board – 27 July 2022

4 March 2022

Complaint reference:
21 007 446

Complaint against:
Bristol City Council

The Ombudsman's final decision

Summary: Ms B complained about delays in the Education, Health and Care (EHC) process. She complained the Council failed to issue her son, C's, final EHC plan within the statutory timeframe. We found fault with the Council. The Council agreed actions to remedy the injustice to Ms B.

The complaint

1. Ms B complained about delays in the Education, Health and Care (EHC) process for her son, C.
2. She also complained the Council failed to consult relevant professionals during its assessment.
3. Ms B said the delay caused distress and frustration. She also said C missed out on provision and her right of appeal was delayed.

The Ombudsman's role and powers

4. We investigate complaints about 'maladministration' and 'service failure'. In this statement, I have used the word fault to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. I refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. (*Local Government Act 1974, sections 26(1) and 26A(1), as amended*)
5. We cannot investigate complaints about what happens in schools. (*Local Government Act 1974, Schedule 5, paragraph 5(b), as amended*)
6. The law says we cannot normally investigate a complaint when someone can appeal to a tribunal. However, we may decide to investigate if we consider it would be unreasonable to expect the person to appeal. (*Local Government Act 1974, section 26(6)(a), as amended*)
7. If we are satisfied with a council's actions or proposed actions, we can complete our investigation and issue a decision statement. (*Local Government Act 1974, section 30(1B) and 34H(i), as amended*)
8. Under the information sharing agreement between the Local Government and Social Care Ombudsman and the Office for Standards in Education, Children's Services and Skills (Ofsted), we will share this decision with Ofsted.

How I considered this complaint

9. I spoke to Ms B and considered the information she provided with her complaint. I made enquiries with the Council and considered its response along with relevant law and guidance.
10. Ms B and the Council had the opportunity to comment on my draft decision. I carefully considered their comments before making a final decision.

What I found

Law and guidance

Education, Health and Care plans (EHCP's)

11. The special education needs and disability code of practice 2015 (The Code) provides statutory guidance on the duties Councils have in relation to part three of the Children and Families Act 2014. It relates to children and young people with special education needs (SEN) and disabled children and young people.
12. A child with special educational needs may have an Education, Health and Care plan (EHCP). This sets out the child's needs and what arrangements should be made to meet them. The EHCP is set out in sections. We cannot direct changes to the sections about education, or name a different school. Only the tribunal can do this.
13. The Council is responsible for making sure that arrangements specified in the EHCP are put in place. We can look at complaints about this, such as where support set out in the EHCP has not been provided, or where there have been delays in the process.
14. If parents or a young person disagrees with the content of an EHCP or the proposed placement, they can appeal the First Tier Tribunal Special Educational Needs and Disabilities (SEND) Tribunal.
15. The process of EHC needs assessment and EHC plan development must be carried out in a timely manner. The time limits are the maximum time allowed.
16. The whole process of EHC needs assessment and EHC plan development, from the point when an assessment is requested until the final EHC plan is issued, must take no more than 20 weeks.

What happened

17. What follows is a brief chronology of key events. It does not contain all the information I reviewed during my investigation.
18. C's school asked the Council to assess him for an EHCP in January 2021. The Council agreed to the assessment and told Ms B in February 2021.
19. As part of the assessment the Council asked for information from social care, health and Bristol Autism Service (BAT).
20. Ms B complained to the Council in May 2021. She complained about the delays and the Council had not told her if it had decided whether to issue an EHCP.
21. The final EHCP should have been issued by 3 June 2021, 20 weeks from when the assessment was requested.
22. Ms B complained again in June 2021. She had not received a response to her complaint and the Council had not met the timeframes to issue the final EHCP.

She also said it had failed to obtain information or advice from the professionals she requested.

23. The Council responded in July 2021. It upheld her complaint about the delays. It partially upheld her complaint about the information and advice from professionals during the assessment. It apologised to Ms B and explained the difficulties it had with the service and some of the steps it was taking.
24. Ms B was not happy with the response. The Council considered the complaint at stage two of its complaint process. It gave its final response in August 2021. It agreed with the stage one response. It said there were other cases that had exceeded the 20-week timeframe and the service was working through them in chronological order. It said it could not prioritise C's assessment as it was not fair on other families. It also said it could not give her a date by which the assessment would be completed.
25. The stage two response explained what services it had requested advice and information from as part of the assessment.
26. In August 2021 the Council chased the response from health about the request for occupational therapy advice and information for the assessment. Health said C was on the waiting list.
27. In November 2021 the Council allocated a case coordinator from the SEN assessment team, officer A.
28. The Council decided to issue an EHCP at its panel in early November 2021. It issued the first draft EHCP the next day.
29. During November and December 2021 officer A and Ms B corresponded about changes to the draft EHCP and schools for consultation.
30. The Council sent Ms B a copy of the revised draft EHCP in January 2022.
31. At the end of January 2022 Ms B agreed for the final EHCP to be issued naming a type of school rather than a specific educational establishment. Ms B agreed and said she was happy with the content of the revised draft EHCP.
32. The final EHCP was issued in February 2022.
33. C remained at his existing school during the period subject of this complaint.
34. Ms B complained to the Ombudsman because she was unhappy with the delays and did not feel the Council's complaint responses properly addressed the issues causing the delays.

My findings

Delays

35. I found fault with the Council for significant delays in the EHC process.
36. The final EHCP for C should have been issued by 3 June 2021. It was issued eight months late.
37. In its response to my investigation the Council explained the SEN team were operating at a reduced capacity from February to July 2021. It recruited additional staff to address the shortfall and a case coordinator was allocated to C in November 2021.
38. The Council said it has made "*considerable progress*" since a joint Ofsted and CQC inspection identified significant concerns about the Council's SEND system

in 2019. The Council produced a written statement of action in response the concerns.

39. The Council said:

“The data and feedback from many families, evidence that we have come a long way since the inspection, but we are acutely aware that many more families are yet to experience real change and are still waiting too long for their children and young people’s needs to be met effectively”.

40. The information the Council provided during my investigation suggests that many other families are experiencing the same delays as Ms B and her case is indicative of a wider service issue. Although the Council has taken steps to improve its SEND system the EHC process is still letting many children and families down because it is failing to meet the statutory deadlines.

Information and advice from other services and professionals

41. I found fault with the Council for delays in obtaining information and advice from other services and professionals during the EHC assessment.

42. Section nine of The Code explains the process for gathering information and advice form relevant professionals for the assessment. It sets out the Council’s duties.

43. It says the Council must gather advice from relevant professionals about the child’s education, health and care needs, desired outcomes and special educational, health and care provision that may be required to meet identified needs and achieve desired outcomes.

44. Advice and information requested by the Council must be provided within six weeks of the request, and should be provided more quickly wherever possible, to enable a timely process.

45. In this case the decision to assess C was made on 23 February 2021. Other than the parental and social care information all the other information the Council requested was not provided within six weeks.

46. Whilst this delay was not because of the Council there was also no evidence of any real effort to progress the case and chase the missing information until Officer A was allocated in November 2021. Officer A actively progressed the case, regularly updated Ms B and replied to all her emails.

47. The occupational therapy information was not provided until February 2022, a year after the decision to assess was made. In cases such as this the Council should consider commissioning its own assessment, if necessary, and recovering the cost from the CCG.

48. The delay obtaining information was fault, but I do not think it was the sole cause of the delay issuing the final EHCP. There were other delays throughout the process that also contributed to a lack of timely progress. Even if the Council had commissioned assessments, I do not think it would have issued the EHCP on time or earlier.

Injustice

49. I found fault with the Council. I considered whether the fault caused injustice to Ms B or C.

-
50. Ms B experienced frustration caused by the significant delays in the EHC process. The Council also delayed responding to her initial complaint in May 2021.
51. The Council found fault during its own investigation. But it missed an opportunity to remedy the injustice to Ms B. Ms B was put to the additional time and trouble of bringing her complaint to us.
52. There are other parts of the complaint where I do not think the fault caused an injustice or I cannot assess the injustice.
53. I cannot say what injustice the delay to Ms B's appeal right caused. This is because I did not know whether Ms B would decide to use her right of appeal.
54. The final EHCP was not issued in the period of time my investigation considered, so I could not assess the potential injustice to C from the delays. I have addressed potential injustice to C in paragraph 56 below.
55. Ms B also has a right of appeal to the Tribunal when the final EHCP was issued.

Agreed action

56. Within one month of my final decision the Council agrees to:
- Compare the provision set out in C's final EHCP with the provision he has had in place since May 2021. If it identifies any gaps in provision the Council should offer Ms B a suitable financial remedy for missing provision during this period.
 - The Council should refer to our Guidance on Remedies to assist its calculation.
 - Pay Ms B £300 to recognise the frustration, time and trouble it caused her.
57. Within three months of my final decision the Council agrees to:
- Update the Ombudsman with the Council's progress in relation to reducing the number of live EHC assessment case that are over the 20-week statutory timescale.
 - Send a copy of the final decision to the relevant scrutiny committee so there is democratic oversight of the extent of the problems affecting children and families waiting for EHC assessments in Bristol.
58. Within six months of my final decision the Council agrees to:
- Develop and implement a mechanism to assist it record when it has chased outstanding information from professionals for EHC assessments.
59. The Council should provide the Ombudsman with evidence it has completed the agreed actions.

Final decision

60. I found fault with the Council causing injustice. I completed my investigation.

Investigator's decision on behalf of the Ombudsman

APPENDIX B

Minute extract – Overview & Scrutiny Management Board (OSMB) – 27 July 2022 – Decision report of the Local Government and Social Care Ombudsman

The Board received, for information, the final decision report of the Local Government and Social Care Ombudsman regarding a complaint against Bristol City Council in relation to delays in the Education, Health and Care (EHC) plan process (complaint reference 21 007 446).

Points raised/noted:

a. The Chair commented that in issuing this decision report, an action requested by the Local Government and Social Care Ombudsman (ref. para. 57) was that the Council agree, within 3 months of the decision, to 'send a copy of the final decision to the relevant scrutiny committee so there is democratic oversight of the extent of the problems affecting children and families waiting for EHC assessments in Bristol.' As the Ombudsman's report was issued/published on 4 March, it had not been practicable to formally report the decision to the 7 March meeting of the People Scrutiny Commission. The next meeting of the People Scrutiny Commission was on 12 September 2022, so to avoid delay in meeting the Ombudsman's request, it had been agreed with the Chair of the People Scrutiny Commission that it was appropriate for the Ombudsman's decision to be formally reported to this meeting of OSMB.

The Chair added that the decision could also be reported to the People Scrutiny Commission at their 12 September meeting. The People Scrutiny Commission had, in any event, requested that a position statement/update on progress in meeting the 20 week target for completing EHC plans be submitted to the 12 September meeting - it would, in his view, be appropriate for the Ombudsman's report to be discussed then bearing in mind the context of the update report that would also be considered.

b. Councillor Gollop, with reference to the quarterly performance progress report (agenda item 10) noted that performance against the 20 week target for issuing EHC plans had been an area of concern for both OSMB and the People Scrutiny Commission for a significant period of time. In his view, it would be important for the People Scrutiny Commission, mindful of the case highlighted in the Ombudsman's report, to also receive assurance that longer term outstanding cases were being addressed / resolved; there was a potential danger that in focusing on achieving a 20 week compliance in new cases, there could be a risk of a loss in focus in the oversight of longer term cases.

c. Councillor Massey supported Cllr Gollop's above comments and also stressed the importance of scrutiny ensuring a focus on longer term, outstanding cases being resolved.

Noting and taking into account the above points, OSMB then **RESOLVED**:

- To note the decision report of the Local Government and Social Care Ombudsman as set at Appendix A, and to agree that the above comments of members from this meeting be forwarded to People Scrutiny Commission members and relevant officers.

People Scrutiny Commission

26 September 2022



Report of: Hugh Evans, Executive Director, People

Title: Education Health and Care (EHC) performance update

Ward: All

Officer Presenting Report: Richard Hanks, Head of Service - Learning City for All & Vikki Jervis, Head of Service Accessible City

Recommendations:

Scrutiny to note the content of this report.

The significant issues in the report are:

- Overall, Education Health and Care (EHC) Plan timeliness target has not been achieved.
- Number of EHC Needs Assessment (EHCNA) completed has improved: 579 in 2021; 423 EHC plans already finalised in the first seven months of 2022.
- Performance continues to be affected by the rise in new EHCNA requests: a 17% increase from 2020 to 2021.
- 20week targets are going to remain under pressure until all overdue cases have been worked through.
- National SEND Review: right support, right place, right time underway - consultation has closed.



1. Summary

Work to improve the timeliness of the Education Health and Care Needs Assessment (EHCNA) process began in the summer of 2019. Following an Ofsted inspection of the effectiveness of the local area’s SEND arrangements in October 2019, the improvement work was formally incorporated in the council’s Written Statement of Action (WSOA) published in 2020.

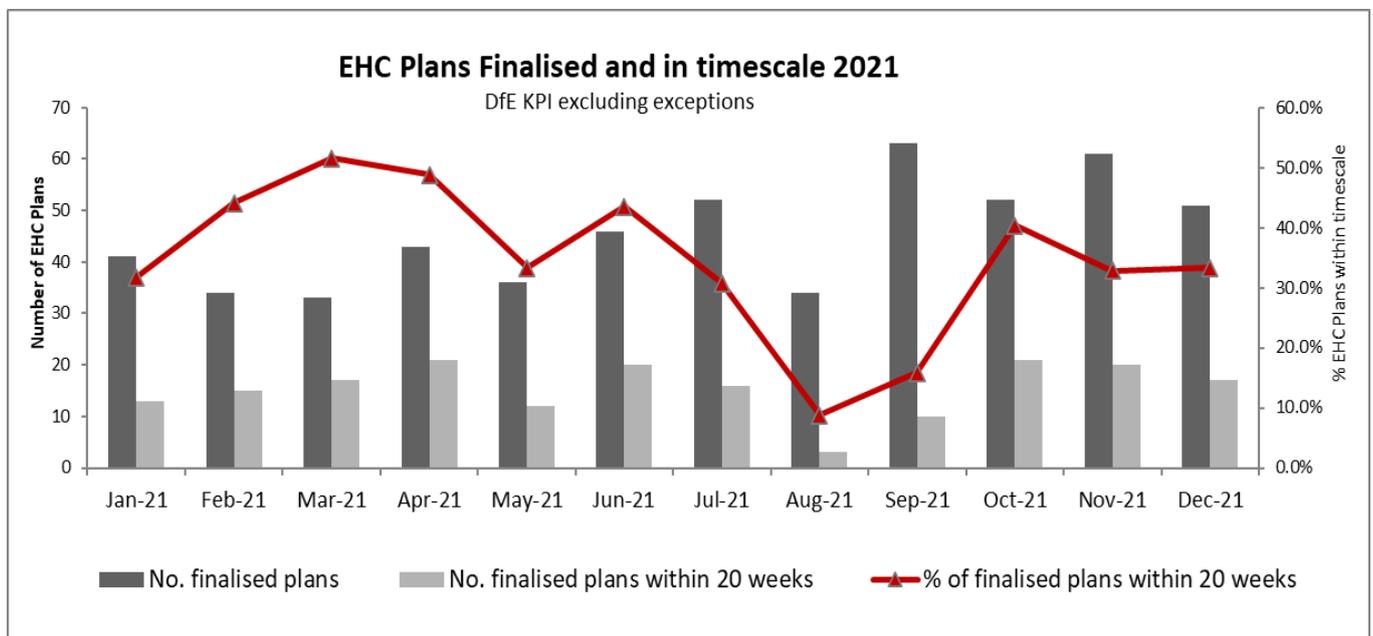
Scrutiny received a report on the 2021 year-end data in March 2022. This report provided

- an update on 2021 timeliness benchmarked against the DfE national SEN2 data sets (published in March 2022)
- an overview of in year timeliness since December 2021
- The challenges, and action being taken to mitigate them.

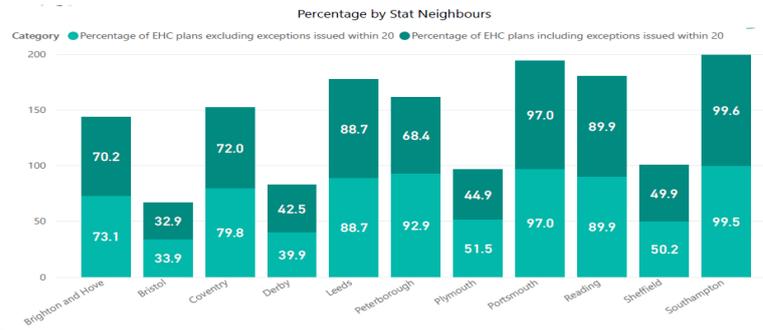
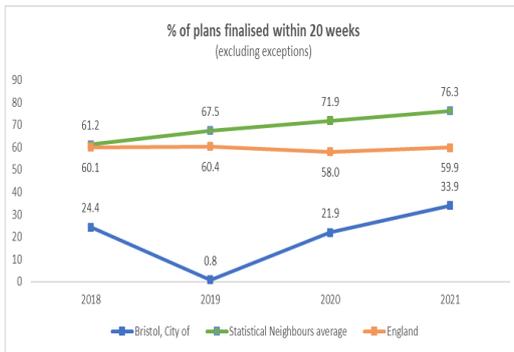
2. Performance

2.1 As reported to People Scrutiny in March 2022, despite the increased resource committed to the Statutory Assessment Team and Educational Psychology Service, the continued increase in new requests for EHCNAs, and varying vacancy levels, meant that overall timeliness fell short of target at year end 2021.

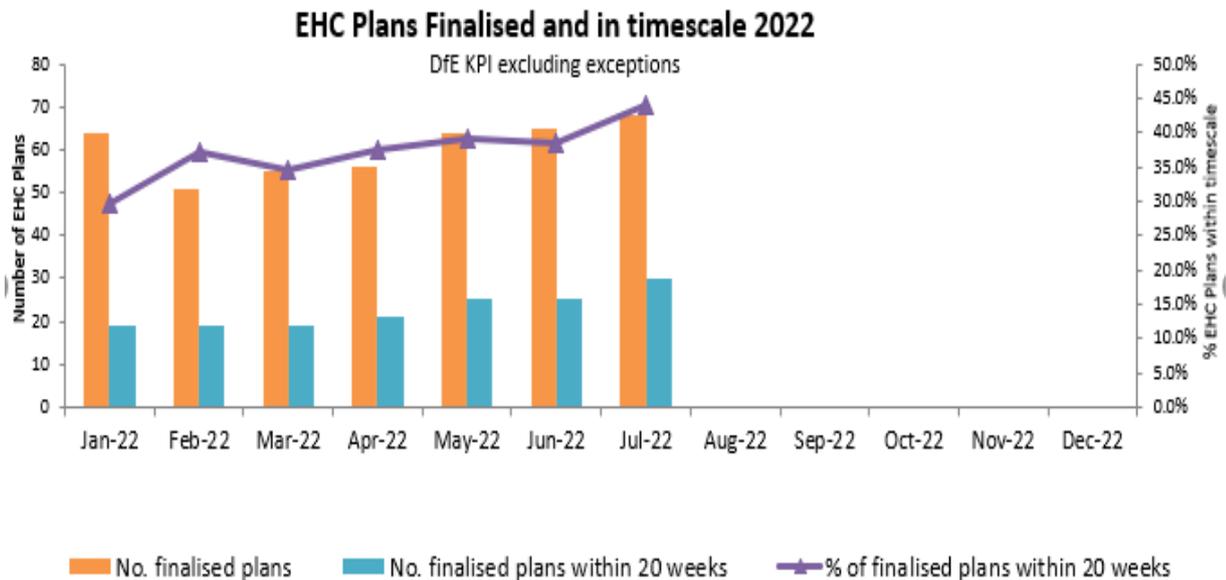
2.1.1 EHC Plan timeliness (excluding exceptions) improved from 0% in 2019 to 33.9% of EHC plans finalised within the 20-week timescale year to end December 2021 (excluding exceptions) but remains below statistical neighbour and national averages.



2.1.2 The next chart shows that nationally, there has been a slight increase in timeliness (1.9 percentage points excluding exceptions) with the statistical neighbour average also increasing from 71.9% to 76.3%.



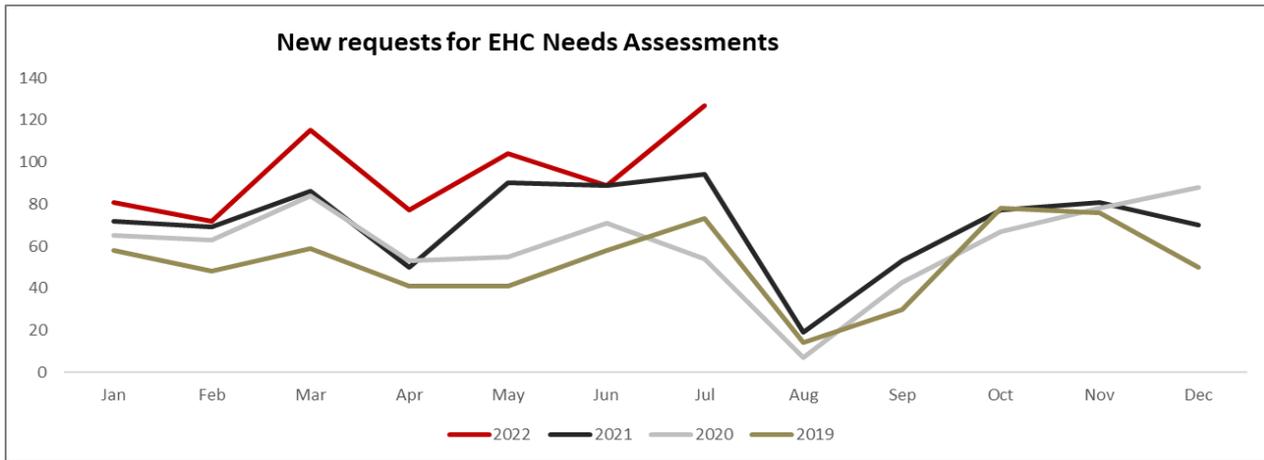
2.2 From January 2022 to end of July 2022, 158 plans were issued within the 20-week timescale, 37.4% cumulative for the year so far.



2.3 Performance continues to be affected by the continued rise in new EHCNA requests.

- In 2020, **728** EHCNA requests were received.
- In 2021, **850** EHCNA requests were received, a 17% increase

2.3.1 There has been considerable work undertaken with schools to strengthen the school-based stages of the code of practice (e.g. issuing of Ordinarily Available Provision Guidance and training, as well as a comprehensive workforce development plan), but this is yet to impact on the rising demand for EHCNAs as shown by the next graph.



From January to the end of July 2022 a total of **665** EHCNA requests have been received, with July alone seeing 127 requests: the highest in any one month so far.

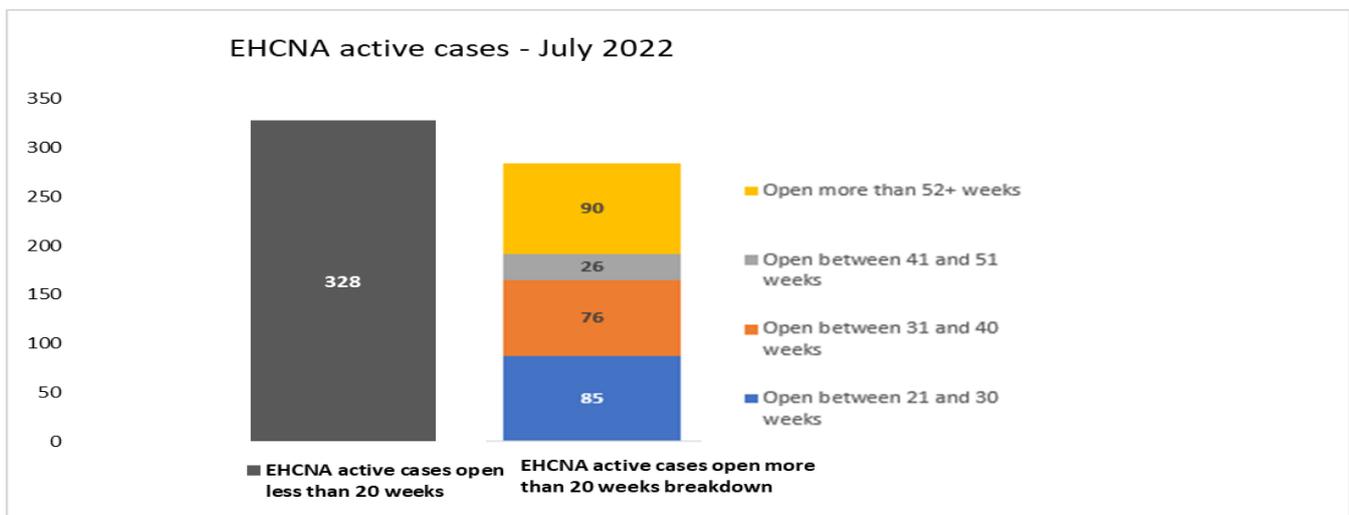
2.3.2 Although there has been an increase in requests, more plans will be completed this year than last year.

- A total of 423 EHC plans have been finalised in the first seven months of 2022
- This compares to 579 which were finalised in total during the whole of 2021.

3. Challenges

3.1 There continues to be a concerted effort to improve the timeliness and quality of contributions across health, social care and education to EHC Needs Assessments. However, with a finite resource, as demand continues to increase, the workloads of statutory teams are once again at full capacity. Local area education, health and care teams continue to be under significant pressure.

3.1.1 As a result, at the end of July there were 605 active EHC Needs Assessments in the system. 328 of these were within 20-week timescales, however 277 were outside of the 20-week timescale as detailed in the next chart.



3.2 The Statutory SEND Team has a dedicated Assessment Team to co-ordinate the EHC Needs Assessment process. The increase in requests for assessment means there are more active cases in the system at any one time, resulting in increased workloads for Statutory SEND team officers. Funding was agreed in 2022 for five additional staff who started in July 2022. These staff will go through a six to eight month period of learning and development before they become fully competent in their role. Retention within the Assessment Team has been high.

4. Ongoing Mitigating Actions

4.1 Processes are in place to monitor the active EHC Needs Assessments that are out of statutory timescales, and additional capacity has been created within the Assessment Team to address the demand issues. Weekly meetings continue to take place between the Statutory SEND service leads and key officers, integral to the process, for example from the Education Psychology (EP) Service and Children’s Social Care. Once a month, Specialist Health Advisors for SEND also join this meeting. The purpose of the meeting is to

- Discuss priorities regarding allocation from week six, which includes for example, Children in Care; Key Stage Transfer; Children Missing Education as well as early identification of children and young people who may need specialist provision
- Review timeliness of professional contributions across the city
- Review data regarding EHCNA requests and the issuing of Final EHCPs for the month
- Plan allocations to EPs and Assessment Coordinators and agree the balance of work between overdue cases and those that can be issued within 20-week timescale.

4.2 A communication strategy was implemented in 2022 ensuring that all parent carers who have not yet been allocated a case officer, or are awaiting an EP assessment, are contacted and kept informed of next steps.

4.3 At the end of July, we have four children of statutory school age who are classed as Children Missing Education, currently proceeding through the EHCNA process. As stated, (in point 4.1) this group are now identified by week six of the 20-week process and prioritised and monitored throughout their journey.

5. Strategy over the next six months

5.1 There is a constant and growing tension between finalising new EHCNA requests within 20 weeks and finalising those already outside 20 weeks. Managers are acutely aware that each number is a child or young person in need of an assessment, and they keep this constantly under review and meet regularly with DfE advisers to talk through the council’s data and approach.

5.2 With an establishment of 20 Assessment Coordinators from September, the team will be split in half so that officers will be allocated either ‘within 20-week’ or ‘overdue’ cases, in an endeavour to achieve further efficiencies.

5.3 To lessen the impact of long waiting times on families, managers have reviewed the balance of work on new and overdue cases to ensure that from 31 July 2022 no further cases will exceed 52

weeks. The 90 cases which have already exceeded this timescale will all be allocated a SEND Assessment Coordinator, with the aim of issuing a draft plan by 30 September 2022 at the latest.

Currently, these children will be accessing ordinarily available provision and in-school support through the graduated response. Out of the 90 cases, over half are in receipt of additional funding to support non-statutory support plans.

5.4 It should be noted, that for as long as there are overdue cases in the system, the 20-week targets are going to be under pressure. As a result of the urgent action being taken to ensure the overall wait time reduces, and no family waits longer than 52 weeks, our modelling shows that our local, year-end target of 50% timeliness within 20 weeks is aspirational rather than realistic. The reality is likely to be closer to 40%.

5.5 To improve performance of quality and quantity of plans, the electronic EHCP template will be rolled out across the local area.

6. The Green Paper – SEND Review: Right Support, Right Place, Right Time

6.1 The Government’s SEND and alternative provision green paper, published 29 March, sets out its vision for a single, national SEND and alternative provision (AP) system that will introduce new standards in the quality of support given to children across education, health and care.

<https://www.gov.uk/government/consultations/send-review-right-support-right-place-right-time>

6.2 The green paper is the result of the SEND Review, commissioned to improve an ‘inconsistent, process-heavy and increasingly adversarial system that too often leaves parents facing difficulties and delays accessing the right support for their child’.

6.3 The plans to reform the system were open for public consultation, from 29 March to 22 July 2022. The council has submitted its response to the Green Paper consultation which closed 22 July 2022.

3. Policy

N/A

4. Consultation

N/A

5. Public Sector Equality Duties

N/A – not for decision

Financial / Legal implications

N/A

Appendices:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers: None

People Scrutiny Commission

26 September 2022



Report of: Hugh Evans, Executive Director: People

Title: School provision - update on:

- * new school provision in Temple Quarter and Knowle;
- * new specialist school places provided over the last year, and those planned for the next 2 years.

Ward: All

Officer Presenting Report: Richard Hanks

Contact Telephone Number: 0117 9224682

Recommendations:

To note progress on new school provision in Temple Quarter and Knowle and new specialist school places being provided.

The significant issues in the report are:

The target opening date for the 2 new secondary free schools is September 2023. Both will initially open on temporary sites.

Details of new specialist provision delivered over the last year as well as that planned for the next 2 years.



1. Summary

Projections indicate that the demand for secondary school places will continue to rise for September 2023 and the delivery of the planned free schools in Temple Quarter and Knowle will be critical in ensuring sufficient places are available. Delivery of these schools is being managed by the Department for Education.

The DfE is working closely with Oasis Community Learning and the council on both new schools with a target opening date of September 2023. Temporary sites have been secured and detailed feasibility is being undertaken prior to the submission of planning applications. Each school will have temporary accommodation to provide up to 180 places in the opening year.

Oasis have been undertaking work on admissions arrangements and the application process. The first year of admission will be outside the co-ordinated arrangements with applications direct to Oasis but it is anticipated that timescales will follow those of the co-ordinated schemes operated by local authorities across England.

In addition to the requirement for secondary school places, there remains an ongoing need to provide further SEND places and in early 2020 the Mayor pledged to create an additional 450 specialist provision places by 2024.

2. Context

1. Demand for places in secondary schools has increased again for September 2022 and schools have supported the Council in ensuring that the statutory duty to offer all pupils a place has once again been met. Projects to enable schools to accommodate the additional pupils are progressing. Rising demand over recent years reflects the previous rise in primary school pupil numbers and reduction in the number of families applying for schools outside the city.
2. A programme of capital works has been undertaken across a number of schools to allow them to accommodate additional pupils. In addition, Trinity Academy opened in 2019 and a further 2 free schools were approved. Delays to the delivery of Oasis Academy Temple Quarter in particular has meant this programme has been more extensive than originally planned.
3. Despite the rising numbers of pupils requiring a place, all pupils have been offered a school place and the proportion receiving an offer of a preference school has remained broadly the same.
4. After lengthy delays, including a Planning Inquiry, the development that includes the Temple Quarter school has now been approved and the DfE is working to enable the school to open on a temporary site from September 2023.
5. Oasis Academy Daventry Road is also planned to open on a temporary site in September 2023 until the new building in Knowle is complete.
6. In September 2020, Cabinet approved a programme of works to create additional capacity within the (SEND) estate to deliver sustainable sufficiency of places as much as possible within Bristol and dramatically improve parts of the existing estate to create a better accommodation for young people with special needs.
7. Completion of a new post 16 building and expansion of year groups 7 to 11 at KnowleDGE has been achieved.
8. The Council receives Basic Need Grant funding (BNGF) and High Needs Grant Funding (HNGF) from the Department for Education. This capital is provided to allow the Council the ability to

work with schools to create additional school places, including SEND provision where required and undertake essential buildings maintenance when needed.

9. The DfE have announced High Needs Grant funding to the sum of £6,372,940 for 2022-2023 and £8,501,243 for 2023-2024. The DfE have also announced Basic Need grant funding of £14.599m for 2023/24 and £1.776m for 2024/25.
10. It is proposed that a second phase of SEND minor works (Appendix A4) is authorised to continue to provide a phased response to the need, bringing forward quick wins and high priority projects that will allow the council to place children and young people with Education Health Care Plans (EHCP's) in local provision over which the council has a high level of control and influence. More children and young people will be able to access appropriate education in their locality as opposed to travelling out of area. This will facilitate improved outcomes for children and young people, a reduced call on the High Needs Block, the ability for the council to deliver on its statutory obligation to provide appropriate provision and to ensure that the provision is of a high educational quality.
11. The first phase of the specialist provision project has created a total of 142 special school places. 82 of these have been delivered already and the remaining 60 will be delivered between September 2022 and January 2023. The second phase of the specialist provision project will deliver the full 450 special school places to meet the mayors pledge by 2024, improving outcomes and attainment as more children and young people with EHCPs will be able to access appropriate education in their locality.
12. Feasibility work to define the project in phase 2 for new specialist provision began in November 2021 and a range of SEND projects have been considered (Appendix A4).

3. Policy

The above links directly to the outcomes of the 2019 SEND Locality Inspection and Written Statement of Action.

4. Consultation

a) Internal

b) External

- The DfE and Oasis Community Learning have undertaken public consultation in line with the requirements for free schools. Further consultation will be undertaken prior to the opening of the schools.
- Full and active consultation has been carried out regarding SEND projects with all schools, the City of Bristol College, parents, pupils, communities and all other stakeholders.
- People Scrutiny Briefing October 2021.
- Department for Education and Regional Schools Commissioner (RSC).
- Sufficiency issues - City leaders and education sector – 9th March 2020.
- Consultation with Elmfield & Claremont Schools and the City of Bristol College to ascertain the brief and develop outline feasibility.
- For the SEND phase 2, Head Teachers, Special Educational Needs Coordinators (SENCO's) have been cited on how many specialist provision places have been created. Fortnightly meetings have been held with the RSC. The BCC SEND team and Schools

Partnership Team have also been kept updated. Refer to Appendix B.

5. Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- 5b) The work discussed within this report is in direct response to the Local Authorities statutory duties in relation to Disability and as such due consideration to equalities duties has been exercised in the relative workstreams discussed.
- An Equality Impact Assessment has been completed, which did not identify any significant negative impacts from this project. However, there are existing disparities for children and young people with special educational needs and disabilities which we will aim to mitigate where possible through this and wider approaches outside the scope of the proposal. The project will impact the following groups:
- All existing and prospective children and young people (CYP) with SEND who may go on to need an EHC Plan and their families.
 - Schools and staff within schools (SENCO's) who have responsibilities for CYP with SEND.
 - All professionals, i.e. Educational Psychologists, caseworkers, senior inclusion officers, health and social care colleagues who support CYP with SEND.

In relation to those with protected characteristics under the Equalities Act, the group affected by this proposal are those with disabilities. As such, this project affects children in educational settings who have or need an EHC Plan.

This project has significant benefits for CYP with SEND and their families. More children and young people with SEND will be education in appropriate specialist settings with access to resources to support their inclusion. There will be fewer CYP travelling out of Bristol to attend specialist placements, therefore less children will be educated in out of county schools. By having more specialist placements where they are needed, CYP will have shorter distances to travel to their education setting.

There are positive impacts if staff see that they are providing an improved service for children and young people with SEND.

Greater job satisfaction, less anxiety and stress due to CYP's needs not being met in provisions which are not appropriate.

All capital works in education settings will comply with fair access legislation.

Financial / Legal implications

Finance Advice:

The capital costs of the new free schools are being met directly by the Department for Education. Current economic and construction market conditions suggest that construction costs are rising in a volatile market, which is being impacted by supply chain, labour market challenges, energy and materials price increases. This makes it difficult to predict potential inflationary impacts on the proposed Education Capital Programme. Any future risks in relation to cost pressures will need to be managed and mitigated within the programme resource envelope as far as reasonably possible. This may prove a significant challenge and appropriate contingencies will need to be made.

There may be revenue implications arising from capital expenditure and it is anticipated that these costs will be met from the Dedicated Schools Grant, with money following the children based on the funding formula.

Legal Advice:

The procurement process must be conducted in line with the 2015 Procurement Regulations and the Councils own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

Appendices:

- Appendix 1 – Specialist Provision Executive Summary
- Appendix 2 – Details of Consultation (below)
- Appendix 3 – Equality Impact Assessment – Specialist Provision Project

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None

SEND SUFFICIENCY & CAPITAL PROPOSALS

APPENDIX 2 – DETAILS OF CONSULTATION

During phase 2 of the Specialist Provision Project, communication about the project and its objectives has been included in multiple head teacher newsletters as well as on the Local Offer website.

The head teachers and SENCOs at any schools interested in becoming a part of the project have received communications through site visits, emails and phone calls. All schools have been cited on how many specialist provision places have been created so far and how many will be in the future through head teachers' briefings.

Fortnightly meetings have taken place with the Regional Schools Commissioner who have been sited on developments with the project.

The SEND team and the School Partnerships Team have also been kept updated through meetings and emails.

Education Capital and Education & Skills

14th June 2022



Working with



Specialist Provision Feasibilities

Bristol City Council

June 2022

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Specialist Provision Feasibilities

Bristol City Council

June 2022

Issue and Revision Record

Revision	Date	Originator	Checker	Approver	Description
P01	01/06/22	R. Wilson	M. Smolinski	P. Waite	For issue
P02	22/06/22	R. Wilson	A. Owen	A. Owen	Updated version

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Executive summary

Mott MacDonald has been commissioned to undertake a series of feasibility studies and cost estimates for the Specialist Provision for Bristol City Council.

The below is a high-level summary of the overarching feasibility report that Mott MacDonald produced on behalf of Bristol City Council, dated 1st June 2022. Thus, reference shall be made to the overarching document.

Broomhill:

Broomhill Junior School is located within Brislington and is recognised by Bristol City Council as being an excellent provider to meet the needs of SEND pupils. The vision is for the school to become a 'Centre of Excellence' and provide outreach support to other local schools. To increase the provision of SEND places Bristol City Council plan to build a further modular unit to be placed on site.

Throgmorton:

The proposed works are on Throgmorton House, an existing primary school which is currently a specialist children services building occupied by Sirona and Ilminster Primary School. The proposed development will allow for an additional 50 students to attend the school through the refurbishment of the existing site.

The proposed medium scale refurbishment of the building will aim to provide more open plan layouts and an improved experience for students.

Ventures:

Bristol City Council have agreed to support Ventures Academy through a capital fund transfer for external area upgrades. The external area upgrades, namely an Astro Turf and fencing will increase the pupils experience at the school through the increase in external space for learning and play. All quotes have been externally verified and considered to be reasonable based on current analysis in May 2022.

CAB:

Cabot Learning Foundation would like to fully utilise an existing building on site to increase the number of SEND pupil places they can offer. The standalone building, Bristol Beacon Centre, is in good structural condition but will need a refurbishment based on its 1997 age. To allow the current tenants (which are not connected to the school) to remain using the building, the control option plans to separate the building to ensure segregation through the creation of a new entrance which will be behind the school's secure line. The scheme aims to increase pupil numbers by approximately 12 through the creation of two new classrooms.

Blaise Caretakers:

Blaise Caretakers is a vacant caretakers house which forms part of the Blaise High School. It is understood to have been vacant for some time. It is proposed to redevelop the house to accommodate a SEND resource for approximately 10 pupils. The proposed development at the Site includes refurbishments to the internal and external parts of the building, the garage and the landscaping.

Sefton Park

Sefton Park Infants and Junior Schools are situated in Ashley Down, Bristol. The proposed building, Block F, and its vacant first floor are proposed to be reutilised to facilitate a SEND

resource for approximately 6 pupils. Notably, the resource will have capacity to facilitate an additional 6 pupils should the demand increase, bringing the total to 12 students, by utilising a spare room as an additional classroom. The developments at this Site will include the refurbishment of the internal and external parts of the building, such as provision of new flooring and repairs to the roof.

Harry Crook Centre

Harry Crook Centre is a facility located in Fishponds, Bristol with a proposed SEND resource for approximately 18 pupils. The Downend Boxing Club utilises some of the rooms at the Site and it is understood that this arrangement will continue. The proposed development at the Site includes the internal and external refurbishments of the main building and notable works associated with the garage and its anticipated conversion to a kitchen diner. In addition, it is proposed to demolish the summer house and the decking and utilise the space to facilitate a modular unit to provide increased student capacity.

St. Christophers

St Christophers School, also known as Aurora Street St Christophers School, is a vacant site that is proposed for redevelopment to residential retirement homes. The provision of SEND is proposed to be located in a two-storey building in the south-east corner of the site boundary. The proposed development requires extensive surveys to capture essential information and extensive works, including internal reconfigurations, notable external repairs, landscaping and potential works associated with the supply of utilities. It is proposed to accommodate a SEND resource of approximately 10-12 pupils.

Orchard

The feasibility of Orchard School has not been produced at the time of writing. However, high level cost estimates have been produced to provide an indicative cost associated with the proposed development.

Extracts of feasibilities produced by others

Briarwood – extract from Stride Treglown memo dated July 2020

To install two storey, traditional built-building to house specialist SEN provision on site. This would be tailored for Post-16 SLD (ambulant) needs to cater for sixth formers from the Briarwood site. The proposed layout is for 2no classrooms, a food tech / life skills room, and associated spaces. The space surrounding the building is limited, so there is no longer space for vehicle drop-off. This has been discussed with the School and agreed that the main school car park can be used. Pupils are likely to be escorted by staff members when travelling between Briarwood Special School (to the south of the site) and the former Caretakers House site.

Long Cross – extract from Beyond Four Walls Ltd feasibility report dated February 2022

Beyond Four Walls Ltd have been appointed by Chris Hodgins of Oasis Community Learning to carry out a feasibility study to explore options for the expansion of the Special Education Needs and Disability (SEND) provision at Oasis Academy Long Cross.

Based upon the brief received on 05 November 2021, we understand the school would like to expand their current SEND provision by two classrooms which will accommodate an additional fourteen pupils.

On 15 December 2021, Joe Connor of Beyond Four Walls met with the senior leadership and estates team to further develop the brief and gain a better understanding of how the current

SEND Provision operates and interacts with the main school. In addition to this we carried out a tour of the area of the school earmarked for expansion.

New Oak – extract from Beyond Four Walls Ltd budget estimate dated May 2022

Oasis Academy New Oak is a single form of entry primary school located in the South Bristol area for children between the ages of 4 and 11 years. The school is comprised of a number of interlinked buildings ranging in age from 1960s / 1970s to new build areas. The school has a Special Education Needs and Disability (SEND) department which caters for children with learning difficulties and a separate unit for those with hearing impairments.

Beyond Four Walls Ltd have been appointed by Oasis Community Learning to carry out a feasibility study examining the options to increase the SEND provision by two further classrooms to accommodate 16 additional pupils. With this, the works will also include the addition of further support and ancillary spaces not already provided elsewhere.



Title: Specialist Provision Project	
<input type="checkbox"/> Policy <input checked="" type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input checked="" type="checkbox"/> Changing
Directorate: People	Lead Officer name: Emma Lloyd
Service Area: Education & Skills, Accessible City	Lead Officer role: Interim Head of Service (Inclusive City)

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The SEND Code of Practice provides statutory guidance on duties, policies and procedures relating to Part 3 of the Children and Families Act 2014. It relates to Children and Young People (aged 25 and under) with special educational needs (SEN) and disabled children and young people (CYP). The specialist provision project and the proposed increase in special school provision is designed to ensure that we continue to comply with our statutory duties and improve our services for children and families with SEN.

A child or young person has special educational needs if they have a learning difficulty or disability which calls for special educational provision to be made for them. Special educational provision is provision that is additional to or different from that which would normally be provided for children or young people of the same age in a mainstream education setting.

An Education, Health and Care Plan (EHCP) describes the child or young person’s special educational needs and/or disability (SEND) and the provision to be implemented to help them meet their outcomes. An EHCP also includes any health and care needs and the provision required. It is a legal document written by the local authority and names the setting where the child and young person will be or is enrolled. This setting has a legal duty to provide all the provisions in the plan.

A small proportion of our children and young people with Education, Health and Care Plans will require specialist education provision, e.g., special schools or resource bases. However, currently the supply of specialist provision does not meet the demand for all the children and young people in Bristol who require it. This has led to many issues including:

- Children and young people attending mainstream settings which are not appropriate, thus receiving fixed term exclusions
- Children and young people travelling across Bristol every day to attend a provision
- Children and young people being educated out of county

- The Local Authority has had to engage with the independent market, resulting in a strain on finances
- Some children and young people have been missing education.

The specialist provision project aims to identify the types and location of learning need within Bristol and engage with specialist settings who would be willing to expand their provision. This will increase the number of children and young people who will be able to access a specialist provision. By approaching special schools and asking them to increase their capacity, the specialist provision project aims to:

- Minimise travel time for children attending/requiring specialist placements
- Result in less children being educated in out of county schools and educated within their own local communities
- Provide flexible Specialist Resource Base provision across the city that is able to meet the city’s forecasted demand presently and in future years
- Offer increased and more comprehensive local offer, in Bristol.

1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If ‘No’ explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If ‘Yes’ complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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n/a

Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Special Schools Place Planning Spreadsheet	This spreadsheet combines data around all of the children and young people who have an EHCP maintained by Bristol and either want to be placed in a special school, need to be placed in a special school, or want to change from one special school to another. Personal data is captured, type of needs of the child or young person and which special schools have been consulted and their responses. Placement Planning Panel looks at this data and prioritises the children and young people when allocating spaces in special schools. The spreadsheet also includes a map of the different wards across Bristol showing how many children and young people with social, emotional and mental health needs, autistic spectrum condition needs, cognition and learning needs, speech language and communication needs and physical disabilities are in each ward.
Decision Spreadsheet	This spreadsheet records any decisions made by placement panel as to which children and young people are placed in special schools and the reasons for the decisions.
LAS: Liquid Logic Children System (live reporting schedule).	EHM holds all of the data about the population in Bristol. It is possible to run a report at any time to analyse how many children and young people have EHCPs, areas of need, location and education settings attended.
Bristol City Council Corporate Strategy 2018 - 2023	The Bristol City Council Corporate Strategy for 2018 – 2023 highlights the importance to improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and a transparent admissions process. The plan sets out to reduce the gap between disadvantaged pupils (including pupils with special educational needs, disabilities and children in care) and the Bristol Average at Key Stage 4 and increase overall educational performance (Attainment 8). The ambition is for all children in Bristol to enjoy equality of access to good or better schools and to achieve excellent outcomes that places Bristol schools in the top quartile of schools nationally. With a growing population we also need more school places. Following a large increase in pupil numbers in primary schools, the focus has moved to secondary schools as the increased numbers of pupils get older. In order to meet growing demand, we are working with partner schools and academies and the Education

	and Skills Funding Agency to increase the supply of secondary school places across the city.
Bristol Key Facts 2021	Bristol has 41 areas in the most deprived 10% in England, including 3 in the most deprived 1%. The greatest levels of deprivation are in Hartcliffe & Withywood, Filwood and Lawrence Hill.
Ward Profiles 167.71.132.100/wards/Ashley/education	This website shows how many children and young people who have Special Education Needs live in each ward across Bristol. Hartcliffe and Withywood has the highest percentage of children and young people with SEND, and Clifton has the lowest. It is possible to analyse the disproportionate percentage of SEND across the different communities in Bristol. The average percentage of children and young people with SEND in Bristol is 16%, with 15 wards exceeding this average. It is also possible to see the general trend line, and the increase in SEND in Bristol over the years.
<ul style="list-style-type: none"> • The Local Authority Interactive Tool (LAIT) • National school census and published DfE statistics • Bristol SEND data dashboard 	<ul style="list-style-type: none"> • Around 1 in 20 children and young people in Bristol have been identified as needing SEN support; just over 1.5% with an EHCP (Education Health and Care Plan) • In education for 5-19 year olds in Bristol¹: <ul style="list-style-type: none"> ○ Just over a quarter of children and young people with EHCPs are in mainstream schools ○ 42.2% of children and young people with EHCPs are in special schools (England average: 38.6%). ○ 22.9% of children and young people with EHCPs are in post 16 provision (England Average: 16.2%). ○ 0.61% of children and young people with EHCPs attend hospital education (England Average: 4.3%). ○ 23% of pupils receiving SEN support achieved the expected standard in reading, writing and maths combined in Key Stage 2 (KS2), just below the England average of 24%. ○ 5% of children with EHCPs achieved the expected standard in reading, writing and maths combined in KS2, compared to 9% for England. ○ 13.3% of children received SEN support at Key Stage 4 (KS4) where the average score was 32 at Attainment 8, in line with the England average of 32.2. <p>4.3% of children with EHCPs in KS4 where the average score was 12.5 at Attainment 8, below the England average of 13.5.</p>
Additional comments:	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

¹ Based on pre-COVID-19 data from SEND JSNA Spotlight Report [https://www.bristol.gov.uk/media/2688b-ca40-fe94-c4821b03f152/bristol.gov.uk](#)

Every school in England has a statutory duty to complete the school census each term. The characteristics which are to be reported on include gender, ethnicity, free school meal eligibility and pupil SEN provision.

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

There are gaps in overall diversity data at a local and national level for some characteristics where this is not included in statutory reporting. EHM collects data about the population of Bristol, but there are gaps in this data when running a report and there is not available data for all 9 of the protected characteristics.

The Special Schools Place Planning Spreadsheet requires officers to update the data accurately, therefore there may be anomalies and gaps.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

- Detailed dialogue with education settings, as well as with children, young people and families – Various, as required
- Regional Delivery Directorate: South West, Department for Education - Fortnightly
- People Scrutiny Commission – 19/07/21
- Schools Forum - Various
- Special Schools Head Teachers – 03/02/21
- Corporate Leadership Board – 02/02/21, 01/07/21
- Head Teachers Update – Various, as required
- Collaborative Problem Solving as City Leaders – 09/03/20
- Head Teachers Briefings - Various, as required

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

- Continue to analyse data across the city as to which types of need are more prevalent in certain areas.
- Target special schools in the most densely populated areas of Bristol with children and young people with SEND, to ascertain whether they would be interested in expanding their provision.
- The specialist places manager oversees the development and expansion of special schools in Bristol and leads on communication with stakeholders about the specialist provision project.
- Detailed dialogue with individual education settings to establish the quality of proposed specialist placements.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
<p>Whilst we have not identified any significant negative impacts from this project, we are aware of existing disparities for children and young people with special educational need and disabilities which we will aim to mitigate where possible through this and wider approaches outside the scope of the proposal. The project will impact the following groups:</p> <ul style="list-style-type: none"> • All existing and prospective children and young people (CYP) with SEND who may go on to need an EHC Plan and their families. • Schools and staff within schools (SENCO's) who have responsibilities for CYP with SEND. • All professionals, i.e. Educational Psychologists, caseworkers, senior inclusion officers, health and social care colleagues who support CYP with SEND. <p>In relation to those with protected characteristics under the Equalities Act, the group affected by this proposal are those with disabilities.</p> <p>As such, this project effects children in educational settings who have or need an EHC Plan.</p>	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Young people will be affected by this project as EHCPs are written for CYP between the ages of 0 and 25. As the project is about creating more school places, the people it impacts most will be of school age.
Mitigations:	See above.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	SEND provision has a disproportionate impact on disabled people. The most common primary needs by SEND provision in Bristol for school age children are Social, Emotional and Mental Health needs, Autistic Spectrum Condition; Moderate Learning Difficulty; and Multi-sensory impairment.
Mitigations:	See above.
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

Potential impacts:	Disproportionate impact on boys. As of January 2019 (school census data); 3,227 (35.4%) pupils with SEN are female and 6,289 (64.6%) are male. Of those with EHCPs, 26.6% are female and 73.4% are male.
Mitigations:	See above.
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	There are significant inequalities in SEND across the city by ethnicity ² . The support in schools for families from minority ethnic groups (including Gypsy, Roma and Traveller communities) that have a high incidence of special educational needs may not be sufficient or suitable.
Mitigations:	See above
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	A disproportionate number of children with SEND are eligible for free school meals. Nationally 30.9% of pupils with an EHC plan and 24.5% of pupils on SEN Support are eligible for free school meals compared to 13.6% with no special educational need.
Mitigations:	See above.
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

This project has significant benefits for CYP with SEND and their families. More children and young people with SEND will be educated in appropriate specialist settings with access to resources to support their inclusion. There will be fewer CYP travelling out of Bristol to attend specialist placements, therefore less children will be educated in out of county schools. By having more specialist placements where they are needed, CYP will have shorter distances to travel to their education setting.

There are positive impacts if staff see that they are providing an improved service for children and young people with SEND. Greater job satisfaction, less anxiety and stress due to CYP's needs not being met in provisions which are not appropriate. All capital works in education settings will comply with fair access legislation.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:

- New developments within existing education settings could cause disruption to staff and students within the setting. Capital works will be planned around the school's timetable with works being planned in school holidays where possible.
- For CYP with SEND that are currently in a mainstream placement, the Mainstream Awaiting Placement Panel will discuss each case in detail and create a plan to support the CYP in the interim.

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

- All developments will adhere to public sector equalities duties including fair access.
- CYP will have appropriate provision in their area of the city, will have an increases sense of belonging and will spend less time travelling.
- CYP with SEND will have access to appropriate provision leading to better educational outcomes.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
We have identified a need for a panel process for children, young people and their families who require a specialist setting but are not able to access one at this time. This panel (Mainstream Awaiting Placement Panel) will discuss each case in detail and create a plan to support the CYP in the interim.	SEND Operational Manager	Ongoing
The SEND team have created a new panel process where CYP are allocated to each specialist provision fairly. This provides robust scrutiny, so that when a provision increases its capacity, the CYP chosen to attend that setting will be the most vulnerable.	SEND Operational Manager	Ongoing
Projections of future need for specialist provision in each area of the city inform the location of future developments.	Specialist Placements Manager	Ongoing
All legal agreements between the local authority and education settings will reinforce public sector equality duties regarding fair access.	Specialist Placements Manager	Ongoing

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

The LA continues to engage with DfE and NHS England advisers regularly where they review progress, and a revisit inspection in the autumn is anticipated.

There is a SEND partnership plan currently in development that will take actions forward from the original Written Statement of Action based on priorities identified in consultation with parents and stakeholders.

The indicator of the success of the Specialist Provision project will be a reduction in Out of Authority placements and use of Independent non-maintained provision.

Parent Carer Surveys

In August 2021 the LA published the results of a parent carers survey. The survey was co-designed with Bristol parent carers and Supportive Parents. A similar survey was designed with young people's groups at the same time. The report was completed by 370 parents and carers who took parent carer survey that will be run by BCC and the Parent Carers forum. This survey contains questions that are directly related to the EHCP process. The first survey was in March and has given the LA some benchmark responses from which the LA can gauge future successes. The surveys will be carried out every six months so that the LA can continue to monitor progress and impact.

The Ordinarily Available Provision (OAP) document sets out what provision should be available as a minimum in all Bristol Schools. This document is key to identifying gaps and inconsistencies in relation to what is being offered across all Bristol schools for CYP with SEND. There will also be some training and development packages to train SENCOs in schools so that every school has had some support to understand the OAP document and OAP provision.

Internal governance arrangements

An Education Group meets weekly to monitor progress on delivery of specialist placements. This group will ensure good quality placements are delivered in the right parts of the city to ensure all CYP have appropriate provision. The SEND Improvement Board is the formal mechanism for reviewing impact, led by independent LGA chair. Corporate KPIs identifies 450 specialist places and is reported quarterly.

Scrutiny

The specialist provision project regularly reports data for scrutiny purposes.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director³.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off: Richard Hanks
Date: 22/08/2022	Date: 22.08.22

³ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.

People Scrutiny Commission

26 September 2022



Report of: Hugh Evans, Executive Director, People

Title: Adult Social Care Transformation Update

Ward: All

Officer Presenting Report: Juliet Blackburn, Interim Director of Adult Social Care Transformation

Contact : juliet.blackburn@bristol.gov.uk

Recommendations:

Scrutiny notes the overview of the reset Adult Social Care (ASC) transformation programme set out in this report and specifically the approach being taken to ASC In-house services.

The significant issues in the report are:

- The ASC programme has been reset and is progressing activity across eleven workstreams and four areas of continuous improvement. It aims to increase the local availability of progressive care and support which enables independence.
- The programme incorporates the ASC savings within the Council's MTFP.
- The programme is operating within a very challenging context: growing demand (under 65s especially), significant financial challenges, market fragility, workforce pressures, national Adult Social Care charging and assurance reform, and health and social care integration.
- The ASC transformation topic focus for this meeting is the Council's ASC In-house services. These services are included in the programme and present good opportunities for being part of the provision of modern, progressive care in the city, working with the external provider market.



1.0 Summary

1.1 Bristol City Council has delivered a range of improvements through its previous Adult Social Care (ASC) transformation activity. The programme was reset in May 2022 with delivery structured around eleven workstreams and four areas of continuous improvement. The programme incorporates the Adult Social Care savings for 2022/23 in the Medium-Term Financial Plan.

1.2 This report provides an overview of the transformation work covering the following.

- Description of the reset transformation programme
- Governance and reporting of the programme
- Topic focus on how In-house services are incorporated in the transformation programme

2.0 Context

2.1 What is the reset transformation programme?

2.1.1 Transformation of Bristol’s Adult Social Care (ASC) has been delivered in several phases. The current programme builds upon the previous activity with a ‘reset’ around eleven workstreams and four areas of continuous improvement. The programme is funded through a range of sources including the Council’s ASC Innovation Reserve, the Council’s Corporate Change and Transformation Reserve, and grant funding from a number of sources. It is delivered under the management of an interim Director working with dedicated programme and project management capacity.

2.1.2 The ASC Transformation overview presented to the Scrutiny Commission meeting on 7 March 2022 identified the key drivers for Bristol’s ASC transformation:



2.1.3 The reset Transformation Programme has a timeframe of three years (April 2022 to March 2025). It has the following objectives.

1. To develop sufficient, local provision to meet all types of care and support needs, enabling independent living for as long as possible (see the Care Ladder at **Appendix 1** to explain the different tiers of provision).
2. People-centred, progressive processes which enable individuals to easily access appropriate support as their needs change, moving to integrated, whole system solutions whenever possible.
3. Establishing a new delivery model for Adult Social Care which also achieves corporate objectives for organisation change.
4. Delivering the ASC savings requirements set out in the MTFP, and establishing business practices which enable financial stability and control.

2.1.4 The programme activity is structured around eleven workstreams, some of which are linked directly to achieving savings in the Council's MTFP. In addition the programme monitors four areas of continuous improvement which are delivering MTFP savings. These are set out in Table 1 on the following page. The MTFP ASC savings are summarised at **Appendix 2**.

Table 1 – ASC Transformation Workstreams and Continuous Improvement

Ref	Transformation Workstreams	MTFP 2022/23 Saving £
1	Increase provision of long-term care alternatives – Technology Enabled Care, Shared Lives and Direct Payments	300,000
2	Learning Disability and Autism Strategic Partnering, including Concord Lodge	350,000
3	Home First and Discharge to Assess (D2A) programme, including admission prevention redesign. This is a programme managed by the Integrated Care Board (ICB) and is not a stand-alone BCC programme.	
4	Transformation of In-house services provision (focus of this Scrutiny Paper)	650,000
5	Increased provision and access to Specialist and Supported Housing, and supporting people to live independently in General Needs homes	800,000
6	Develop Voluntary Community Social Enterprise ASC offer in order to prevent need for residential or long-term care	
7	Growth of strengths-based practice in frontline delivery	
8	Intelligence-led decision making, digitalisation and Power BI	
9	Pricing Control - reduce cost of care through systematic review of care pricing and controls	800,000
10	Commissioning review and implementation	
11	Children to Adult Transitions	
	Continuous Improvement	
1	Direct Payments Contingency repayment	500,000
2	Increase S117 Funding (reducing cost of S117 packages, joint project with ICB)	200,000
3	Increase Continuing Health Care Funding	350,000
4	City Wide Reviews	1,000,000
	TOTALS	4,950,000

2.1.5 The programme reflects the local health and social care integration agenda and the priorities of the newly formed Integrated Care Board (ICB). The ICB presents opportunities for truly transformational integrated work between the Council's People activities and health partners, both city wide and at a locality level. This includes joint commissioning, joint operational teams and pooled budgets. Early priorities are joint work on Learning Disability and Autism, and hospital discharge and admission prevention.

2.2 Governance and reporting

- 2.2.1 The ASC transformation programme is embedded in a number of priorities in the Council’s Corporate Strategy (see section 4 below). Progress is reported as part of the Corporate Strategy and through the Council’s financial monitoring reports.
- 2.2.2 The programme is operated as part of the Council’s Corporate Change methodology which includes project boards where appropriate. There is an ASC Transformation Board which is chaired by the Cabinet lead. Membership includes the Chief Executive Officer and Executive Director: People.
- 2.2.3 The People Scrutiny Commission will receive a report on a different aspect of the transformation programme at each of its meetings. The remainder of this report focuses on the topic of ASC In-house services as part of the Transformation Programme. It is proposed that the topic for the next meeting is the joint work between ASC and Housing, and the following topic is transforming joint work between the Community and Voluntary sector and ASC.

3.0 ASC In-house services in the Transformation Programme

3.1 What are ASC In-house services?

- 3.1.1 ASC is structured around three service areas, one of which is In-house services: services that are directly provided by the Council. This section includes services which are not statutory provision for the Council and are not provided or operated routinely by all Local Authorities. It is most helpful to think of these services as part of the ASC provider market, but ones which the Council is providing directly itself and not commissioning externally. The diagram below summarises what these are in Bristol City Council:



3.2 Why does the transformation programme include In-house services and what is in scope?

- 3.2.1 The purpose of including a number of the In-house services in the scope of the transformation programme is to review the delivery model for each and ensure this is the optimum way to achieve outcomes for service users and their families, value for money, and ways of working for staff.
- 3.2.2 Each of the In-house services in scope is different in nature and a bespoke approach is being taken to reviewing delivery and identifying the right model for the future. However, the key questions for each service are the same:
- 2.1 What is the current and forecast need and demand for this service?
 - 2.2 What is the external provider market for this service in Bristol, and what are its strengths, weaknesses and opportunities?
 - 2.3 What are the strengths, weaknesses and opportunities for innovation in our current in-house services?
 - 2.4 In light of the external market and our current provision, is there a continued role for the Council to provide these services?
 - 2.5 Is it right to expect the service to be cost neutral, or is it a service which will require subsidising?
- 3.2.3 The last question is potentially challenging, but it recognises that running in-house services presents the Council with the opportunity to have direct control of provision in a care and support market which has gaps, can be fragile, and expensive. Running services in-house presents the opportunity for creativity, innovation and to be a 'provider of last resort' i.e. guaranteeing provision which, if we had to rely on the market, risks being more costly and potentially sited 'out of area'. The benefits of the Council being a direct provider have to be balanced with financial risks, and the fact that, as part of the Council, the service is subject to factors which do not apply to private providers.

3.3 In-house services and the ASC Transformation programme

3.3.1 **Table 2** below sets out how each element of the In-house services are linked to the Transformation Programme and comments on progress and issues.

Table 2 – In-house services and the Transformation Programme

In-house Service	Link to Transformation	Progress comments
Bristol Community Meals	The ambition is to grow the service so it is self-sustaining and able to generate a profit. Options for growth include expanding into evening meals, diversifying the meals offered, and generally increasing referrals from the community and partners. There is a project to enable this growth which is part funded by grant from Public Health and is managed by a project board.	Business planning support is in place to support the growth of the service, as well as new marketing and communication. The biggest issues for the service are the increasing costs of ingredients, fuel, gas and electricity. Prices charged to customers have not increased. Difficulties in recruiting drivers places additional challenges on the capacity of the service to grow.
Bristol Community Links (BCL)	The Council is preparing for the recommissioning of day opportunities and community services. Needs and demand analysis have been undertaken, as well as market engagement and review. The Council's BCL model is being reviewed alongside this recommissioning work. The BCL review is also linking to the Council's asset and estates review as it operates from two Council-owned buildings.	The BCL review is a new project which has just started and a project team established. The aim is to engage with staff, users, families and carers as well as other providers in the market in the Autumn 2022. This will inform a decision if there are any changes needed to BCLs by early 2023. A full engagement programme is currently being designed.
Shared Lives	The intention is to grow Bristol's Shared Lives provision as a sustainable alternative to long-term residential care. Investment has been included in the programme to enable this.	Bristol's current service is relatively small compared to other Local Authorities. To achieve growth the project is seeking to increase rates for carers which are historically low. Detailed planning is underway to look at ways of attracting new carers and increasing and diversifying referrals made to the service from practitioners.
Concord Lodge	Concord Lodge is being considered as part of the Learning Disability and Autism (LDA) workstream. This workstream focuses on how to increase the provision of progressive LDA services in the City, reducing the need for long-term institutional care which is often out of area. Concord Lodge is an important part of local provision, so it is being considered within the LDA market development.	LDA provider engagement has been undertaken to identify opportunities for increasing local provision. Work to grow the market will continue, jointly between the Council and Health partners. Savings related to Concord Lodge had been included in the MTFP for 2022/23 but these are being met by in year vacancy underspends. This provides sufficient time to develop the right delivery model for Concord Lodge as part of the wider market development.

In-house Service	Link to Transformation	Progress comments
Reablement / Intermediate Care and Redfield Lodge	These services are a significant part of the Discharge to Assess (D2A) and Home First programme which are jointly delivered and governed with the Integrated Care Board (ICB), including Sirona. The focus is ensuring a ‘whole system’ approach which maximises the flow of patients from hospital into appropriate care, either at home, in intermediate care, or residential care where necessary.	<p>The D2A and Home First programmes are an established part of the ICB work. There is a focus now on preparation for winter and the additional pressures this will bring to the system. Opportunities for using East Bristol and Redfield Lodge further to support this work are being developed as part of the Home First programme.</p> <p>It is important to note that the Council’s reablement service undertakes a significant amount of community referral work, not just hospital discharge.</p>
Rehabilitation Services	<p>Work has been undertaken this year to close the Council’s South Bristol Rehab Centre and secure ongoing provision at the South Bristol Community Hospital (provided by Sirona Care and Health).</p> <p>Consideration will also be given to the opportunities to develop the role of East Bristol Rehabilitation Centre, in collaboration with Health partners.</p>	<p>The South Bristol Rehab service was closed in July and the management of change process for the affected staff is due to complete at the end of this month. Important lessons have been learned in relation to working with health partners and the impact on staff during this process, and these will be applied to future work.</p>

4. Policy

4.1 Activity in the Adult Social Care Transformation programme is embedded in the Council’s Corporate Strategy through a number of the priorities:

1. ES5 - Digital Inclusion (increased use of Technology Enabled Care)
2. HCW1 – Transforming Care
3. HCW2 – Mental Health and Wellbeing
4. HC1 – Housing Supply (enabling people with social care needs to live independently in their communities and increasing the supply of specialist and supported housing)
5. HC4 – Disability (improve transition between childhood and adulthood for children and young people with special educational needs and disabilities)
6. EDO3 – Employer of Choice (healthier working environment for social care workforce)

5. Consultation and Communication

5.1 Clear directed communication and consultation is key for the delivery of the Transformation Programme. A programme wide communication plan has been developed and consultation will be undertaken in two key areas:

a) Internal

Internal consultations are undertaken for Transformation activities at key points,

depending on the nature of the changes being proposed. This is particularly relevant where the proposals include changes to staffing.

b) External

External consultations are undertaken for Transformation activities at key points, depending on the nature of the changes being proposed. This is particularly relevant where the proposals include changes to service provision. This will include service users, their families and carers, specialist groups and organisations representing equalities communities, external providers and delivery partners.

6. Public Sector Equality Duties

- 6a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- 6b) Equality Impact Assessments are undertaken for projects within the Transformation programme at the appropriate point in the project’s development and implementation. They are also undertaken for the budget proposals in the MTFP for 2022/23.

Appendices:

Appendix 1 – Care Ladder Model

Appendix 2 – Summary of MTFP savings for 2022/23 relevant to Adult Social Care

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None

CARE LADDER MODEL

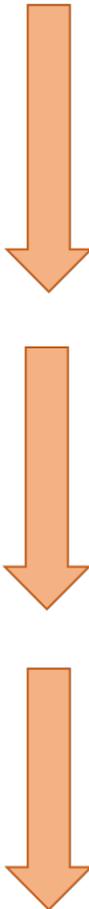
Review and re-assessment ← - - - - -

Tier 3 - Long Term care

Social Work Assessment ← - - - - -

Tier 2 – Short Term Intervention

Tier 1 – Prevention



- The ladder sets out the different types of care and support activity, starting with Tier 1 / Universal advice and progressing up to Tier 3 / Long Term as level of need increases).
- Associated data on budget / activity / unit prices is shown for each care type.
- The ambition is to drive volume of activity and cost down to the optimal level, avoiding unnecessarily high-level institutional services
- This enables the service to manage costs more effectively, whilst supporting individuals to achieve better outcomes and maximise their independence

Appendix 2 – 2022/23 MTFP savings in Adult Social Care

Saving Name	Description	Savings 2022/23 £000	Savings Reference
Increase return of unused direct payment funds.	Support people who receive a Direct Payment to return any unused contingency funds	(500)	ASC2
Review local Section 117 funding arrangements for care and support services under the Mental Health Act 1983	This proposal involves reviewing after care arrangements for people who have been detained under the Mental Health Act, where their care is jointly funded by the local authority and the clinical commissioning group. A saving should come from more efficient commissioning and better use of resources.	(200)	ASC10
Review the Bristol Community Meals Service	Review how the Bristol Community meals service is run and identify how to transition this into a self-funded service by attracting new service users.	(100)	ASC11
Manage and control cost of care for people with care and support needs	Work with care providers to implement agreed pricing tools to ensure consistent costings for care services for both adults with complex needs and older people who use social care services. Develop joint commissioning arrangements with NHS partners to deliver better value and outcomes for people who are eligible for social care services.	(800)	ASC3
Undertake Care Act reviews	Undertake planned Care Act reviews for people who are receiving care services to ensure we are helping people to maximise independence, access the right support, make best use of community resources and technology-enabled care. This will help ensure people get the best value for money from care services	(1,000)	ASC4
Increase access to Continuing Health Care Funding	Implement a dedicated Continuing Health Care (CHC) team to ensure packages that are CHC eligible are appropriately funded.	(350)	ASC9
Increase the use of Technology Enabled Care	Invest in the use of Technology Enabled Care (TEC) as alternative to traditional care and support through continued development of the TEC team and innovation work.	(300)	ASC5
Review Concord Lodge service delivery and consider alternative model	Review of service model delivered at Concord Lodge and consider transfer to alternate provider. Concord Lodge is a facility with self-contained flats for adults who have learning difficulties and complex needs	(350)	ASC12
Review Shared Lives Services delivery and consider alternative model	Review of alternative commissioning models to deliver the Shared Lives service.	(50)	ASC13
Review Home Choice processes and criteria	Review process and criteria for the Home Choice register (our housing waiting list) to enable people with adult social care needs to be prioritised and access appropriate housing more quickly.	(800)	ASC14
Transfer rehabilitation services to external partner	Transfer rehabilitation service delivery to the community health partner Sirona and close the South Bristol Rehabilitation Centre, subject to cabinet agreement, consultation with staff, trade unions and partners	(500)	ASC6

People Scrutiny Commission



Report of: Performance team, on behalf of People Executive Director

Title: Quarterly Performance Progress Report (Quarter 4 2021/22)

Ward: All wards

Officer Presenting Report: Pete Franklin - Strategic Intelligence & Performance Advisor

Contact Telephone Number: N/A

Recommendation

That Scrutiny note the progress made against the relevant Key Performance Indicators (Appendix A1) and that Scrutiny members and Directors discuss measures to address any performance issues.

The significant issues in the report are:

Highlighted in section 2 below, and noted within the suite of KPIs set out in appendix A1.

Of all People Scrutiny portfolio measures reported this quarter:

40% are on or better than target

55% are performing the same or better than at the same time last year



1. Background context

This performance progress report and appendix is part of the standard reporting arrangements around the Bristol City Council (BCC) [Business Plan 2021/22](#). The [Performance Framework](#) and reporting arrangements for 2021/22 were approved by CLB and noted by Cabinet and OSMB in Feb-March 2021.

The Key Performance Indicators (KPIs) included here are the relevant indicators for the People Scrutiny Commission, as listed in detail in Appendix A1; this includes Business Plan measures (coded as BP) and others agreed with Directorate leadership teams, adjusted to reflect Scrutiny areas of responsibility. A list of short definitions for each measure is in Appendix A2.

Please note: Each KPI is only reported to one Scrutiny Commission. Following a Council restructure in 2018 there is no standard management report for Communities, so the suite of KPIs for each Scrutiny Commission is based on the agreed areas of Scrutiny oversight, not on management lines of reporting.

BCC measures and City-wide measures - This year we continue to differentiate between indicators wholly owned by BCC, so are direct measures of our performance, and those where BCC is a key player but performance is dependent on other partners or factors. Indicators are listed accordingly.

Impact of Covid-19 – Covid-19 renewal and recovery has been embedded into the commitments that underpin our Business Plan and is being delivered across all areas of the council. Adjusted targets are set to take account of this, including some which appear counter-intuitive compared to last year's outturn due to Covid-19 impact (see [BCC 2021/22 Performance Targets](#)). Details for individual indicators are in the management comments (see Appendix A1).

2. Summary

In terms of performance in Q4 for People Scrutiny, progress is as follows:

Performance summary

Taking the available KPI results for those performance measures within the People Scrutiny portfolio this quarter, and noting the BCC / City-wide differentiation:

- **40% of all People Scrutiny measures** (with established targets) **are performing on or better than target** (16 of 340)
 - 21% of BCC-only measures (3 of 14)
 - 50% of city-wide measures (13 of 26)
- **55% of all People Scrutiny measures** (with a comparison from 12 months ago) **have remained the same or improved** (21 of 38)
 - 43% of BCC-only measures (6 of 14)
 - 63% of city-wide measures (15 of 24)

***NOTE:** These summary figures are not for the full spectrum of the People Directorate and therefore reports only those specific indicators reported to this Scrutiny Commission (listed in the detailed Appendix below). For the People Directorate just over 20% the performance indicators are reported to Communities Scrutiny so do not appear in the detailed Appendix for this report.

Adult Social Care

- 3 x PIs (shaded in grey) are included, even though they are not the direct responsibility of this division; this is to clearly show how performance and outcomes are impacted through the work of more than one division. All three of these KPIs are performing better than target.
- Last year the service acknowledged that there had to be a better way to see how 'long-term care' performance is managed and created 6 x new KPIs DPEB001a – 003b. Whilst most are presently performing worse than target, the service is continuing to try and maximise people's independence and reduce overreliance on permanent care.
- The percentage of BCC regulated CQC Care Service providers where provision is rated 'Good or Better' is presently at 95.5%, this is the highest percentage recorded in the last 4 years.

Children, Families & Safer Communities

- 74% of 17 - 18 year-old care leavers in were in Employment, Education or Training as at 31 December '21. This is impressive performance when considered against the national average of 65%.
- The percentage of Missing Children offered a return interview (81.2%) falls short of the annual target of 90%. Part of the issue relates to recording issues, which is being addressed; This, along with further staff training should see improved performance next year.
- Percentage of Children in Need cases open for more than 2 years has steadily reduced over the last 5 years, which is largely due to consistent approach to ensuring good outcomes for children.

Educational, & Skills

- The percentage of Educational Health Care Plans that are issued within timescales has improved slightly on the previous quarter and better than the 2020/21 outturn. However, performance remains significantly worse than target. Over the year, there has been increased demands for service and capacity issues, the latter is being addressed and future improvements are anticipated in 2022/23 once appointments and training have been completed.
- The amount of Bristol City Council Apprenticeship Levy spent is now significantly ahead of schedule and has exceeded expectations, especially following a global pandemic. The programme has been a success to-date and the expectation is to increase the spend next year.
- Work in the area to increase the work opportunities for priority groups is also a success story. The numbers of people benefitting from this service is heartening (6,192).

Communities & Public Health

- The level of alcohol related admissions to hospital is a concern, there are initiatives underway to reduce and/or prevent harm caused by alcohol, including encouragement of no/low alcohol options.
- The number of people taking part in community development work continued to thrive throughout the year and has achieved the highest figure recorded in 7 years.
- Breastfeeding at 6-8 weeks as a percentage of all children with a known feeding status (71.1%) is better than target and better than any reporting period since 2015/16. The plan is to achieve a Gold UNICEF Baby Friendly Accreditation.

3. Policy

Performance is reported as part of quarterly governance process as soon as possible after gathering all the necessary data. All Business Plan KPIs contained within Appendix A1 are designed to demonstrate our progress towards the Corporate Strategy 2018-23.

4. Consultation

a) Internal

Performance progress has been presented to relevant Divisional Management Teams (DMT), Executive Director Meetings (EDM) and Cabinet Member briefings prior to the production of this report.

b) External

Not applicable.

5. Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- 5b) Not applicable

Appendices:

Appendix A1: Performance Progress Update

Appendix A2: A list of short definitions for each measure shown in Appendix A1

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers: None

People Directorate [Scrutiny Portfolio] – Qtr 4 2021/22 Performance Summary

ADULT SOCIAL CARE		
Title	Target status	DoT
BPB280: Increase the % of people who contact Adult Social Care and then receive Tiers 1 & 2 services	47.7%	↓
DPEB001b: Number of service users (aged 65+) in Tier 3 (long term care) [Snapshot]	2,593	↑
DPEB002b: Of service users (aged 65+) who receive Tier 3 (long term care), increase the percentage receiving care at home or tenancy	60.7%	↓
DPEB003b: Reduce the average weekly cost of service users (aged 65+) in Tier 3 (long term care) [SNAPSHOT]	£548	↓

CHILDREN & FAMILIES SERVICES		
Title	Target status	DoT
BPC216: Percentage children becoming the subject of a child protection plan for a second/subsequent time	23.9%	↓
BPC217: Improve the % of 17 - 18 year old care leavers in EET (statutory return - recorded around birthday)*	74%	↑
DPEC007: Percentage of Pathway Plans are reviewed on a six monthly basis or less	88%	↑
DPEB014: Percentage of Missing Children offered a return interview	82.1%	↓

OVERALL SUMMARY:

40% (16) PIs are On or better than target
55% (21) PIs are the same or better than Q4 last year

EDUCATION & SKILLS		
Title	Target status	DoT
BPB225e: Increase the percentage of Final EHCPs issued within 20 weeks excluding exception cases *	33.9%	↑
BPB265a: Increase the amount of Bristol City Council Apprenticeship Levy spent	£1,077,821	↑
BPC266: Increase % of adults with learning difficulties known to social care who are in paid employment	6.4%	↑
BPC270: Increase experience of work opportunities for priority groups	6,192	↑
BCP263a: Reduce the % of young people of academic age 16 to 17 years who are NEET & destination unknown	5.9%	↑

COMMUNITIES & PUBLIC HEALTH		
Title	Target status	DoT
BPC251: Reduce the rate of alcohol-related hospital admissions per 100,000 population	886	↓
BPC311: Maintain the levels of engagement with community development work	10,149	↑
DPEC123: Breastfeeding at 6-8 weeks as a percentage of all children with a known feeding status	71.1%	↑
DPEC128: Increase the number of food outlets holding a 'Bristol Eating Better Award' in priority wards	40	↑

DoT = 'Direction of Travel' compared to this time last year



People EDM - Quarter 4 (1st April - 31 March '22) Performance Progress Report

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
Adult Social Care											
Bristol City Council (BCC) owned performance indicators:											
EC3	BPB280	Increase the % of people who contact Adult Social Care and then receive Tier 1 and 2 services	+	55.9%	56.0%	55.9%	47.0%	47.8%	47.7%	↓	We have worked with our Voluntary Community and Social Enterprise (VCSE) providers a lot to promote their services and so now mainly people contact their local VCSE services directly without needing to be signposted by the council at all. This is actually a good outcome for the person and us in terms of the cost of redirecting to the VCSE and this KPI doesn't take that work into account. As outlined in the Q3 comments we are trying to develop a better measure to capture how we manage contacts effectively. We are looking at the amount of contacts that we address effectively without the need for a long term state funded care services through finding alternative strength based solutions. The new KPI being developed for 2022/23 would be something like 'The % of contacts each quarter that results in a Tier 3 (long term) care service'. We think this is a better measure of how we are managing demand and addresses contacts as they come into our front door.
EC3	BPB281	Reduce the number of service users aged 65+ in permanent Residential & Nursing Care [Snapshot]	-	New KPI 2021/22	Establish Baseline	1,039	1,032	1,041	1,020	n/a	In order to reduce service user placements made to residential and nursing homes, community alternatives need to both developed and put in place. We have focused our efforts on gaining a better understanding of where the opportunities are within our existing community commissioned offer to provide a community and asset based alternative to bedded placements. We have recently co-produced a framework for tighter governance as part of the assessment and support planning process, to ensure that all alternatives (new and emerging) are considered before bedded placements are considered (as early as possible and during the options appraisal phase) and that when placements are made in exceptional cases, we adhere to our costing parameters and quality controls. When the staff vacancy issues are resolved, we can progress our aim to reduce bedded placements and develop our community alternative offer, still further.
EC3	BPB285	Increase the number of people receiving home care	+	New KPI 2021/22	Establish Baseline	1,349	1,295	1,256	1,290	n/a	As part of our work underway to transform our community offer home care is central. Currently the following developments are underway; <ul style="list-style-type: none"> •Work alongside voluntary and community sector enterprises to support care act eligible citizens whom do not require care quality commissioned support. •Work with in-house provision leads, health colleagues and local citizens to co -design an integrated offer that offers a preventative, enabling, person centred and health and social care offer for those requiring short to medium term support to remain well and supported at home and to prevent hospital or a care home admission. The transformation of home care is expected to increase the number of citizens receiving home care and to extend to citizens, who would have traditionally been offered a care home placement, support at home.
EC3	BPB307	Increase the number of people enabled to live independently through home adaptations	+	3,120	3,400	842	1,632	2,399	3,302	↑	Performance slightly behind target as a result of the backlog of cases and limited contractor capacity for the first three quarters of the year. A performance improvement plan is in place, additional procured contractors are now working. Performance will improve going forward over the coming months.
WC2	BPB308	Increase number of people able to access care & support through the use of Technology Enabled Care	+	511	753	166	284	445	657	↑	Performance behind target, even though there has been an increase in the installation of TEC products by 28% since 2020-21, through targeted work. Additional TEC installers being recruited to increase pace of delivery in 2022-23 to meet an 80% increase in installations in 2022-23
	DPEB001a	Reduce the number of service users (aged 18-64) in Tier 3 (long term care) [Snapshot]	-	2,465	2,395	2,447	2,538	2,540	2,541	↓	After significant growth in previous financial years and earlier this year the last 3 quarters have seen a stabilisation of service users aged 18-64. As we come out of Covid there seems to be stabilisation of this age group although its too early in the cycle to confirm that as a trend. New authorisation processes within operations have also taken every opportunity to to explore Tier 1 and Tier 2 alternatives (short term preventative care as opposed to long term 'Tier 3' care packages and placements).

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
	DPEB001b	Reduce the number of service users (aged 65+) in Tier 3 (long term care)	-	2,679	2,675	2,757	2,664	2,619	2,593	↑	The over 65s age group continues a long established trend of reduction in long term packages and placements of care. There was an initial spike at the start of the year coming out of COVID but that has since stabilised and now numbers are comfortably below the end of the previous year. New authorisation processes additional Discharge to assess capacity and rebalement have had an impact on being able to continue the long term trend.
	DPEB002a	Of service users (aged 18-64) who receive Tier 3 (long term care), increase the percentage receiving care at home or tenancy	+	82.1%	83.2%	82.7%	82.8%	83.0%	83.2%	↑	This remains very stable and on track. However this means that 17% of 18-64 are still supported in residential and nursing care and the ambition is to continue to reduce this in the coming years. Work is underway with the LD commercial modelling work but this shift will require a different commissioning support for supply which will be a 2-5 year programme of work. The ambition is to reduce the use of residential care overtime. Top councils are achieving 90% and that remains the long term ambition.
	DPEB002b	Of service users (aged 65+) who receive Tier 3 (long term care), increase the percentage receiving care at home or tenancy	+	62.3%	65.3%	62.8%	61.3%	60.5%	60.7%	↓	It is worth noting on this although the % supported in their own home has moved slightly in the wrong direction this year by 1.6% the actual numbers of service users has fallen by about 200 over the past 4 years. The percentage split to some extent demonstrates the level of complexity as social care supports older people later in their care journey with tier 3 services having first exhausted preventative and short term support options such as tech in the home rebalement and respite. That said the ambition is still to stabilise this trend line and to continue to target closer to 65% supported in their own home.
	DPEB003a	Reduce the average weekly cost of service users (aged 18-64) in Tier 3 (long term care) [SNAPSHOT]	-	£705	£686	£707	£710	£726	£731	↓	This year prices rose by £26 or 3.69% this remains comfortably within existing inflationary pressures and most of these uplifts are within contractual agreements. Pressures will heighten in this area as central government implements its policy of care accounts and looks to "enable local authorities to begin preparing local markets for reform" it will change the current market fundamentals between private and state funded care being purchased from our local provider market and this will have an impact on unit costs. However this along with inflationary pressures mean it is unlikely this averages will reduce in the short to medium term on unit cost alone more likely is to shift how service users are supported across the care ladder to control cost pressures
	DPEB003b	Reduce the average weekly cost of service users (aged 65+) in Tier 3 (long term care) [SNAPSHOT]	-	£527	£523	£533	£541	£550	£548	↓	This year prices rose by £21 or 3.98% this remains comfortably within existing inflationary pressures and most of these uplifts are within contractual agreements. Pressures will heighten in this area as central government implements its policy of care accounts and looks to "enable local authorities to begin preparing local markets for reform" it will change the current market fundamentals between private and state funded care being purchased from our local provider market and this will have an impact on unit costs. However this along with inflationary pressures mean it is unlikely this averages will reduce in the short to medium term on unit cost alone more likely is to shift how service users are supported across the care ladder to control cost pressures.
	DPEB005a	Increase the percentage of adults receiving direct payments	+	22.4%	25.0%	22.2%	22.1%	22.2%	22.2%	↓	We recognised that the percentage of individuals receiving care and support via a Direct Payment continues to decline which is concerning. One of the main contributory factors has been shortage of available care workforce as a result of Covid-19 pandemic and Brexit limiting our ability to recruit suitable Personal Assistants (PA's). We have drafted a new DP and personalisation strategic plan with a specific focus on simplifying the DP process, stimulating the PA market and developing alternative DP delivery methods such as using VCSE orgs to act as Introductory agencies for self-employed PA's. We have also been able to give 4% uplift of our DP rates this year. There is continued joint work between care management, commissioning and finance in our DP / Personalisation steering group to enact our strategic priorities in relation to improving DP take-up. We have also rolled out further training to care management staff to improve practitioner confidence in setting up and reviewing DP's.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
City Wide Performance Indicators that BCC contributes to:											
WC3	BPC266	Increase % of adults with learning difficulties known to social care who are in paid employment	+	5.3%	6.0%	6.3%	6.1%	6.8%	6.4%	↑	The impact of our WE WORK for Everyone employment support programme is slowly having an impact upon this KPI. The inability to see our client base face to face during the pandemic severely effected our progress. We currently have a strong pipeline of participants who are about to enter employment and this will begin to filter through in the first quarter. The most important thing is to make sure that the movement into employment is captured in the right place within the Adult Social Care CRM system to ensure that the into work trend is reported upon. We have discussed this with the Adult Social Care Teams before but need to ensure that frontline teams are constantly reminded about the importance of accurate reporting.
	DPEC004	Increase % of BCC regulated CQC Care Service providers where provision is rated 'Good or Better'	+	91.3%	91.0%	92.1%	94.7%	95.5%	95.5%	↑	The Bristol CQC ratings have maintained at above target
	DPEC005	Percentage of adult social care service users who feel that they have control over their daily life	+	Suspended C-19	78.0%	n/a	n/a	n/a	77.2%	n/a	The annual survey where we get this information was cancelled in 2020/21 due to COVID. It has since been reinstated and is being issued in January 2022 for 2021/22. The Survey findings: I have as much control over my daily life as I want = 33.0% I have adequate control over my daily life = 44.1%
	DPEC006	Increase the percentage of young people who have received transitional planning from Pathway to Independence.	+	n/a	Establish Baseline	28.2%	31.4%	31.8%	30.0%	n/a	The Pathway to Independence team are working with 30% of 14-18 year olds who have been identified as requiring a Transition plan. Some work is needed to understand how the team are prioritising young people and how long young people are waiting for an assessment. This will be picked up as part of the planning for Transformation of Transitions to adulthood.
Children, Families & Safer Communities											
Bristol City Council (BCC) owned performance indicators:											
	DPEB009	Percentage of Children in Need cases open for more than 2 years (snapshot figure)	-	7%	8%	5%	7%	6%	6%	↑	1,096 children in need aged under 18 were open to teams other than Through Care on 31/03/2022. Of these 64 had been open for 2 years or more. The data is reflective of the ongoing scrutiny applied to this area of planning for our children of Bristol. The consistency of application from a strategic to a practice level indicates a consistency of practice and of good outcomes for children. The methodology of the scrutiny will continue over the forthcoming year.
	DPEB012	Increase the percentage of children referred who are seen promptly by children & family services	+	55.7%	70.0%	59.1%	62.2%	62.6%	64.5%	↑	2,538 referrals where the child progressed to CIN or CP started between 01/04/2021 and 31/03/2022. Of these 1,638 were seen in their two or five day time period. as previously noted this is a new performance target and we have seen an increase in the percentage attainment against target over the last 3 quarters. However this activity remains below target and does not reflect the practice standards/expectations of the Service. An increased focused on performance management in this area of practice is required with the application of enquiry from a senior and operational management perspective.
	DPEB013	Child protection plans lasting 2 years or more	-	0.3%	1.0%	4.9%	3.1%	3.2%	2.3%	↓	301 Child Protection Plans ended between 01/04/2021 and 31/03/2022. Of these, 7 had lasted for two years or more. All these children were subject to concurrent court proceedings and maintaining the multi-agency child protection plan was appropriate decision while court processes determined permanency for the children.
	DPEB014	Percentage of Missing Children offered a return interview	+	90.8%	90.0%	70.0%	82.0%	82.9%	81.2%	↓	187 children were eligible for a Return Home Interview at 31/03/2022. Of these 152 were offered an interview. This is a reduction in performance. In reviewing this there is evidence of significant improvement in children in care being offered RHI following investment in another missing engagement worker in Safer Options however there is a worsening position for children living at home. Auditing this has identified issues with recording quality by staff and there are therefore a group of children who have been offered and received a return home interview which are not reflected in this data. This has been addressed by weekly manual reports being run and sent to the service to enable them to address concerns where a child is not being shown as having been offered a return home interview. There are also issues in low understanding of RHI requirements with high turnover of staff in First Response and Area teams. Training sessions are being put in place for staff and a review of our missing services is being undertaken by commissioning to develop a new structure for responding to children missing from home.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
City Wide Performance Indicators that BCC contributes to:											
EC1	BPC200	Increase the number of in-house Foster Care placements (not including Kinship) [snapshot]	+	New KPI 2021/22	Establish Baseline	526	560	526	579	n/a	Total Number of Current numbers of places = 445 + 134 (kinship) = 579 Children in placement = 335 Actual vacancies are 12. The other places are staying put alternative carers carers currently on hold. We continue to have a reduction of vacancies as a result of COVID. However having increased our fees for our foster carers we have launched a campaign across the city to invite new applicants to foster. We will continue to work with our carers on hold to support them to return to fostering at the earliest possibility.
EC1	BPC216	Percentage children becoming the subject of a child protection plan for a second/subsequent time	-	20.4%	22.0%	22.6%	25.6%	25.2%	24.5%	↓	347 Child Protection Plans started between 01/04/2021 and 31/03/2022. Of these, 85 had a previous plan at any time. There has been a decrease in the number of children with a repeat child protection plan compared to the previous three quarters. There has been focus on improving the quality of work with families affected by domestic abuse in the CP process supported through Safe and Together in this period which may be contributing to improvements.
FI3	BPC217	Improve the % of 17 - 18 year old care leavers in EET (statutory return - recorded around birthday)*	+	71.0%	72%	76%	74%	74%	See Qtr 3	↑	Of the 57 Care Leavers aged 17 and 18 whose birthdays fell in the report period 1 Apr 2021 to 31 Dec 2021 42 were ETE at the time of the 'Birthday Contact'. This measure does not include 8 young people who are recorded as being Returned Home or Deceased. This represents very good performance and is in the top quartile nationally and significantly better than the national average (65%)
FI4	BPC248	Number of hate crimes	OFF	1,940	1,950	614	1,315	1818	2,353	n/a	535 hate crimes reported in this period bringing the total figure for the year to 2353. This data shows reporting trends and an increase of 32 reports from previous quarter. Bristol North and Central LPA accounted for 39.9% of all reports, followed by Bristol East (31%) and Bristol South (29.1%). The most common offence type was Public Order (53.8%), followed by Violence Against the Person (37%). The most common type of hate crime reported was Racial (64.1%), followed by Sexual Orientation (13.5%) and Disability (12.4%). Drawing analysis from this data remains challenging and changes in patterns of reporting can be reflective of shifts in present community tensions. The Strategic Partnership Against Hate Crime continues to analyse the data and address themes at a partnership level.
	DPEC007	Percentage of Pathway Plans are reviewed on a six monthly basis or less	+	87%	88.0%	87%	81%	79%	88%	↑	There were 297 care leavers aged under 21 with open referrals on 31 March 2022 of these 261 have a pathway plan completed in the previous 6 months. Following the remodelling of the teams and an improved focus on care leavers the performance has improved in this area
	DPEC010	Percentage of Repeat Referrals to children's social work	-	21.5%	23.0%	26.5%	25.4%	26.6%	25.4%	↓	935 referrals were received between 01/01/2022 and 31/03/2022. Of these 237 had a previous referral in the preceding 12 months. The data indicates a slight reduction in the percentage rate of re-referral activity over the last quarter nonetheless above the target level of 23%. The audit activity and subsequent practice response informing of the quarter 3 outcome continues to have a positive impact on the trajectory of this target figure. A recent overview of this activity was initiated in April 2022 that culminated in an action for our operational managers to apply rigorous oversight and analysis of risk upon intended case closures. This practice requirement will ensure that the understanding of stability and projection for a continued safe environment for children is understood.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
Education & Skills											
Bristol City Council (BCC) owned performance indicators:											
FI2	BPB225e	Increase the percentage of Final EHCPs issued within 20 weeks excluding exception cases *	+	20.8%	60.0%	42.1%	42.7%	33.6%	33.9%	↑	During the period January to December (year to date) 2021 546 EHC plans were finalised of which 185 were within time scales which is 33.9%. 164 new EHC plans were finalised in Q4 (October to December) of which 58 were within the 20-week timescale (35.4%). This is the DfE cohort excluding plans with a mediation and/or tribunal before the final plan is issued and excludes exception cases (those cases when a decision is made not to issue a plan/reconsidered/changes and subsequently a plan is issued). The number of EHCPs produced in the 20-week period has increased in comparison to Q3 . Whilst we are reporting a slight increase, this is against the back drop of an increase in requests experienced, coinciding with recruitment and retention issues in the SEND and EP teams, the subsequent time needed to invest in training and development for new starters, and the ongoing effects of the pandemic. A further growth bid for the team has been successful and recruiting new staff is underway. This new recruitment will be reflected in improved performance as the year progresses.
FI3	BPB265a	Increase the amount of Bristol City Council Apprenticeship Levy spent	+	£647,299	£1,000,000	£227,285	£485,776	£774,270	£1,077,821	↑	Council staff take up of apprenticeship opportunities have escalated with Departments and Teams developing their understanding and reliance on the scope and benefit of the offer 272 apprenticeships are active this is an increase of 93% on same period 2021. In addition the Council is supporting apprenticeships for other employers including Health & Social Care Police Force and SME through apprenticeship levy share which creates social value from our intervention. It is expected levy spend will increase to £1.25m in 2022/23 so that all funds invested are fully spent during £ year
City Wide Performance Indicators that BCC contributes to:											
EC1	BPC222	Increase the take-up of free early educational entitlement by eligible 2 year olds	+	62.0%	66.0%	57.0%	n/a	n/a	n/a	↓	The January 2022 headcount data showed that 71% of eligible 2 year olds were taking up a place. This was made up of 1046 (69%) of children living in Bristol and a further 37 children (2%) who attend a Bristol setting but live in another LA. The financial sustainability of 2 year old provision remains an issue and affects sufficiency of places in some parts of the city. Alongside Covid absence and increasing recruitment and retention issues, sufficiency pressures are increasing. Currently there are 97 eligible children who are on a waiting list.
FI2	BPC246	Increase percentage of schools and settings rated 'Good' or better by Ofsted (all phases)	+	79%	86%	79%	79%	81%	81%	↑	The proportion of schools judged good or better remained at 81% at the end of Quarter 4. Inspections have continued and the vast majority of schools have been judged good with a continued acknowledgement of the development of curriculum and leadership. However, many schools were already judged good prior to their most recent inspection so has not affected the overall percentage. There are still a number of requires improvement schools awaiting inspection that we anticipate will be good on re-inspection.
FI3	BPC263a	Reduce the % of young people of academic age 16 to 17 years who are NEET & destination unknown	-	6.9%	4.9%	7.4%	9.6%	7.8%	5.9%	↑	No data quality issues - figures remain steady reflecting activities in the Participation team to track and improve EET figures. Throughout the year we have seen an increase in the number of year 13's who have dropped out of education and the team are working hard to get them re-engaged back into EET. Those that are year 12 and NEET we are making contact now to ensure that they have a place secured for Sept or if they need additional help and support. The percentage of CSNK has been the lowest it has been due to the data clean work the teams have done. Currently this rests at 1.33%.
WC3	BPC266	Increase % of adults with learning difficulties known to social care who are in paid employment	+	5.3%	6.0%	6.3%	6.1%	6.8%	6.4%	↑	The impact of our WE WORK for Everyone employment support programme is slowly having an impact upon this KPI. The inability to see our client base face to face during the pandemic severely effected our progress. We currently have a strong pipeline of participants who are about to enter employment and this will begin to filter through in the first quarter. The most important thing is to make sure that the movement into employment is captured in the right place within the Adult Social Care CRM system to ensure that the into work trend is reported upon. We have discussed this with the Adult Social Care Teams before but need to ensure that frontline teams are constantly reminded about the importance of accurate reporting.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
WC3	BPC268	Increase the number of adults in low pay work & receiving benefits accessing in-work support	+	845	850	203	315	512	881	↑	Our Future Bright in work support programme has continued to grow over the year and after being effected by the pandemic has now returned to profile. The impact of the current economic crisis is having a profound impact upon many people and families across the City. It is key that we work across the Council Teams to deliver programmes of support. By connecting with Housing, Welfare rights and money advice service, Community Development Revenues and Benefits etc we can make Bristol Citizens aware of our services.
EC3	BPC270	Increase experience of work opportunities for priority groups	+	2,570	2,800	1,672	2,098	2,997	6,192	↑	We have exceeded our target this quarter and this academic year. The number we have exceeded it by is slightly unexpected but reflects the demand from schools and provisions to provide opportunities for those most in need and to access meaningful experiences of work. Part of the exceed in target is due to the expansion of the WORKS project and also the increase of delivery officers in the team. This term was exceptionally high due to a coordinated and planned for National Careers Week in March which accounted for over 1800 experiences of work. Similarly all projects have expanded and typically this is a busy period of delivery each year. For our core WORKS sessions this quarter has included workshops work experience tasters dream big project and a range of roadshow and curriculum masterclasses. As part of the numbers this quarter this reflects: 2921 experiences of work in schools 112 of these supporting young people with an education and health care plan 138 experiences of work through our delivery partner Sixteen who have delivered workshops weekly and created a sensory discovery box for learners 108 young people have been supported through our curriculum work (22 of these are pre 16 with an EHCP) 37 young people being supported as part of career coach and we offered 2 work experience placements.
	DPEC119a	Increase the take-up of free early educational entitlement for 3 & 4 year olds	+	91.0%	93.0%	88.0%	n/a	n/a	n/a	↓	The headcount and census data from January 2022 shows that 84% of eligible 3&4 year old children are taking up a place. This is a reduction from the previous term of 87.2% which is a surprise. The Early Years Team are currently undertaking some analysis to identify explanations and agree any actions required.
	DPEC120	Increase digital skills development of those 19+ with no or few qualifications	+	88.0%	90.0%	93.0%	93.0%	92.0%	90%	↑	This represents the percentage of courses that include basic digital support for learners. This support facilitates the development of digital skills to improve independent living learning and basic employability. The support also includes: distribution of laptops tablets and data bundles to ensure learners can continue to attend courses and learn either face to face or digitally.
	DPEC121	No of adults aged 19+ who progress from all employment support activities into employment or better	+	503	550	120	351	615	701	↑	A strong end of year performance that exceed target driven by our growth in employment support programmes and activities including One Front Door Kickstart WE WORK for Everyone Move On Move In Move Up and our jobs fairs / pop up events . In 22-23 we expect this to increase as two new programmes in Health & Social Care / Parks and Green Spaces come on stream at the end of Q1.

Communities & Public Health

City Wide Performance Indicators that BCC contributes to:

W1	BPC250	Reduce the percentage of people in Bristol who report below national average Mental Wellbeing (QoL)	-	19.7%	20.0%	n/a	n/a	20.5%	n/a	↓	We continue to work with high risk communities and groups to support mental health, working with partners such as schools, universities, workplaces and VCSE.
W1	BPC251	Reduce the rate of alcohol-related hospital admissions per 100,000 population	-	845	839	833	859	n/a	886	↓	The rate of hospital admissions due to alcohol has risen in the last 5 years, with fluctuations over this period. It is known that the harms from alcohol have been rising nationally and Bristol is no exception. the harms from alcohol increased significantly during the pandemic. There are a number of pieces of work ongoing including reviewing the alcohol liver disease pathway and working with the night time economy in encouraging no/low alcohol options. We need clear ownership within the ICS and to address this target.
W3	BPC258	Reduce the percentage of households which have experienced moderate or worse food insecurity (QoL)	-	4.2%	7.2%	n/a	n/a	4.6%	n/a	↓	This measure is updated annually through the Quality of Life survey. Challenges remain in ensuring food security for the residents of Bristol due to ongoing impacts of COVID-19 and there has been significant work across the city to support those worst affected. Headline results for 2021/22 show little change over the past 2 years in this figure. A Food Equality Strategy has been developed and currently work is underway on the action plan to achieve the goals set out in this strategy. Food Equality Champions are also being recruited to encourage co-design and community ownership of this work.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
W3	BPC259	% of households in the most deprived areas using a food bank or charity in the last year (QoL)	-	8.4%	6.0%	n/a	n/a	4.8%	n/a	↑	This measure is updated annually through the Quality of Life survey. [Note - target was previously published incorrectly at the City-wide level of 2% this has been corrected to 6% target for the most deprived areas]. Challenges remain in ensuring food security for the residents of Bristol due to ongoing impacts of COVID-19 and there has been significant work across the city to support those worst affected. Headline results for 2021/22 (2%) show little change over the past 2 years in the City-wide average figure but do show a significant reduction in use of food banks in the most deprived areas (4.8%) compared to last year (8.4%). A Food Equality Strategy has been developed and currently work is underway on the action plan to achieve the goals set out in this strategy. Food Equality Champions are also being recruited to encourage co-design and community ownership of this work.
EC4	BPC311	Maintain the levels of engagement with community development work	+	4,394	5,000	2,038	4,410	7,117	10,149	↑	This records engagement by the City Councils Community Development Team. The team have been at the heart of the COVID 19 response: reaching out to communities experiencing the greatest inequity to build confidence lateral flow test and vaccination take up. As emergency volunteer support was coming to an end the team worked one to one with hundreds of people to connect them from emergency volunteers to more sustainable community connections. The team has grown a highly successful network of community champions. In the latter part of the year the team has been able to resume face to face community building work. This outturn is exceptional made possible by a deeply committed team going above and beyond and additional temporary staffing to support the COVID response.
W3	BPC334	Reduce the percentage of the population living in Fuel Poverty	-	9.8%	9.0%	n/a	n/a	n/a	13.8%	n/a	13.8% refers to 2019 and is the latest data available. This a changed method of calculating the performance, as it now records (low income, low energy efficiency) as opposed to the low income, high cost methodology. Therefore trend data is not comparable. [National average was 13.4%]
	DPEC123	Breastfeeding at 6-8 weeks as a percentage of all children with a known feeding status	+	70.3%	70.0%	70.3%	70.6%	70.6%	71.1%	↑	Q3 is the latest data available the rates have improved again since Q2 reflecting enhanced provision within our commissioned Health Visiting and Breastfeeding Support Services in addition to ongoing efforts across the system including public health input to work towards Gold UNICEF Baby Friendly Accreditation.
	DPEC126	Increase the percentage of target schools who have achieved one or more healthy schools awards	+	Suspended C-19	35.0%	29.7%	20.2%	23.0%	15.0%	n/a	Engagement in the Healthy Schools programme continues to be low due to ongoing pressures schools are experiencing with staff and pupil absence during the covid19 recovery phase. Healthy schools awards are valid for 3 years and a number of awards are now expiring throughout 2021/22. 11 out of 74 target schools (15%) now currently hold an award. This is a reduction from Q3 as 6 additional awards have since now expired. 5 target schools (7%) are however registered as actively working towards achieving a current award. Ongoing support is being offered to schools that are in a position to work towards an award, and we are planning a further relaunch in September 2022, working with the education team'
	DPEC127	Prevalence of child excess weight in 10-11 year olds	-	33.9%	33.0%	n/a	n/a	n/a	n/a	n/a	The NHS National Child Measurement Programme (NCMP) is carried out annually and has fully restarted for 2021/22 following a pause to the programme during 2020/21. Bristol level data for 2020/21 NCMP is not available as only a 10% sample was taken for 2020/21 which does not meet the 75% or more threshold required for the data to be reliable and comparable to previous years. Data for 2021/22 will be available in Dec 2022.
	DPEC128	Increase the number of food outlets holding a 'Bristol Eating Better Award' in priority wards	+	35	40	n/a	37	n/a	40	↑	Annual target has been met and 3 of the new Early Years Bristol Eating Better Awards (BEBA) are in priority postcode areas. There will be more exploration of how to access businesses in priority postcodes such as diversifying into food retail so we can support improvement to food offers in more deprived areas of the city. The BEBA scheme is currently being updated with a re-launch and associated promotion planned for 2022.
	DPEC130	Reduce the percentage of people aged 15 and over presenting with HIV at a late stage of infection	-	39.6%	39.0%	n/a	n/a	n/a	40.7%	↑	Bristol has an active Fast Track Cities programme which aims to accelerate work towards ending HIV by 2030. We have 3 workstreams to improve testing reduce stigma and to provide system leadership. Late diagnosis appears to be reducing slightly however data is a 3 year average of the preceding 3 years and the effect of our additional work and internal and external investment (from successful bids) will not yet be fully realised. We have a strong focus on people of African and Caribbean heritage through our Common ambition Bristol project.

Corp Plan KC ref	Code	Title	+/-	2020/21 Outturn	2021/22 Target	Q1 Progress	Q2 Progress	Q3 Progress	Q4 Progress	Comparison over last 12 months	Management Notes
	DPEC135	Increase the percentage coverage of MMR2 vaccination coverage in 5 year olds	+	87.3%	88.0%	n/a	n/a	82.9%	n/a	↓	This is an annual performance measure reported in Qtr 3. The latest data available there has been a decrease in the coverage rates since the last year. The pandemic has affected MMR vaccination uptake rates. The WHO safe coverage level for MMR vaccination is 95% and accelerated efforts are being made to work towards this target. Public health are now taking a system wide leadership role to increase vaccination uptake of all immunisations identified as a concern including MMR. A multiagency steering group has been established and an action plan building on the work to increase covid-19 vaccination rates is being developed.
	DPEC140	Reduce the Suicide Rate per 100,000 population	-	11.4	11	n/a	n/a	12	n/a	↓	In the period 2018-2020 the rate of suicide in Bristol is 12.3 per 100,000 similar to the England average. There is currently no evidence that rates have risen as a result of Covid (the rates were already rising pre covid – at a national level also). We continue to work with partners on our suicide prevention plans including schools universities workplaces and communities. Zero Suicide training continues to be promoted widely across the city to help reduce the stigma of talking about mental health and suicide. Over 10 families are being supported by the new suicide bereavement service.



Progress Key
Significantly better than target
Better than target
On Target
Worse than target
Significantly worse than target

Improvement Key	
↑	Direction of travel IMPROVED compared to same period in the previous year
=	SAME as previous same period in the previous year
↓	Direction of travel WORSENE D compared to same period in the previous year

[Corporate Strategy - Key Commitments](#)

Empowering & Caring	
EC1	Give our children the best start in life by protecting and developing children's centre services, being great corporate parents and protecting children from exploitation or harm.
EC2	Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.
EC3	Provide 'help to help yourself' and 'help when you need it' through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.
EC4	Prioritise community development and enable people to support their community.
Fair & Inclusive	
FI1	Make sure that 2,000 new homes (800 affordable) are built in Bristol each year by 2020.
FI2	Improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and with a transparent admissions process.
FI3	Develop a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.
FI4	Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.
Wellbeing	
W1	Embed health in all our policies to improve physical and mental health and wellbeing, reducing inequalities and the demand for acute services.
W2	Keep Bristol on course to be run entirely on clean energy by 2050 whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.
W3	Tackle food and fuel poverty.
W4	Keep Bristol a leading cultural city, helping make culture, sport and play accessible to all.
Well-Connected	
WC1	Improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system.
WC2	Make progress towards being the UK's best digitally connected city.
WC3	Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.
WC4	Work with cultural partners to involve citizens in the 'Bristol' story, giving everyone in the city a stake in our long-term strategies and sense of connection.
Workplace Organisational Priorities	
WOP1	Redesign the council to work effectively as a smaller organisation.
WOP2	Equip our colleagues to be as productive and efficient as possible.
WOP3	Make sure we have an inclusive, high-performing, healthy and motivated workforce.
WOP4	Be responsible financial managers and explore new commercial ideas.

Defintions and reporting timescales for Performance Indicators

2021/22 People: Adult Social Care

PI ref	Measure	Frequency/period reported	Method of calculation
Bristol City Council (BCC) owned performance indicators:			
BPB280	Increase the percentage of people who contact Adult Social Care and then receive Tiers 1 & 2 services	Quarterly (Snapshot)	There is a count of count of requests for Adult Social Care support requests and also a record of how many were either signposted to alternate support or provided with lower level support. The inverse percentage being the percentage of requests for support that went onto receive the higher levels of support. Performance is reported on a quarter by quarter basis e.g. Q1 - 55%, Q2 58% etc
BPB281	Reduce the number of service users aged 65+ in permanent Residential & Nursing Care (Snap-shot)	Quarterly (Snapshot)	This records the total number of service users who are in a permanent Residential or Nursing setting who are 65 years or older at the end of the quarter, as a snapshot figure. The formula is: $N = X - Y$ Where x = Number of service users at the end of the quarter who were 65 years and older who are receiving a care home service of either Nursing or Residential Care Where y = Number of service users at the end of the quarter who were 65 years and older who are receiving a care home service of either Nursing or Residential Care who are a carer or receives long-term inhouse service
BPB285	Increase the number of people receiving home care	Quarterly (Snapshot)	This indicator is being measured to demonstrate how BCC commission and utilise alternative Tier 3 (long term care) provision to continue to maximise people's independence at home. This ultimately will reduce the reliance on more traditional Tier 3 care home service which have the highest unit cost. It records the total number of service users who receive externally commissioned home care at the end of the quarter (Excluding carers & in house services) and is reported as a snapshot figure.
DPEB001a	Total number of service users (aged 18-64) in Tier 3 (long term care) [Snapshot]	Monthly (Snapshot)	This indicator is being measured to demonstrate how BCC is managing it's use of Tier 3 (long term care). It is a count of the number of Service users (aged 18-64) receiving "Long Term Care" as defined above on last day of the month. Excludes carers. Includes Longterm Inhouse Care. "Long Term Care is defined here as any of Nursing, Residential, Homecare, ECH, Day Services, Supported Accom, Supported Living, Shared Lives, Direct Payments (Not one off)" excludes Longterm Inhouse Care.
DPEB001b	Total number of service users (aged 18-64) in Tier 3 (long term care) [Snapshot]	Monthly (Snapshot)	This indicator is being measured to demonstrate how BCC is managing it's use of Tier 3 (long term care). It is a count of the number of Service users (aged 65+) receiving "Long Term Care" as defined above on last day of the month. Excludes carers. Includes Longterm Inhouse Care. "Long Term Care is defined here as any of Nursing, Residential, Homecare, ECH, Day Services, Supported Accom, Supported Living, Shared Lives, Direct Payments (Not one off)" excludes Longterm Inhouse Care.
DPEB002a	% of service users aged 18-64 receiving Tier 3 (long term care) at home or tenancy [snapshot]	Monthly (Snapshot)	This indicator is being measured to demonstrate how BCC is commissioning and utilising alternative Tier 3 (long term care) provision to continue to maximise people's independence. Excludes carers and inhouse care. The formula is: $N = (x / y)100 = \%$ where the numerator x = Number of 18-64 Service Users at end of period receiving long term care at in their own home or tenancy and denominator y = Number of 18-64 Service Users at end of period receiving long term care.
DPEB002b	% of service users aged 65+ receiving Tier 3 (long term care) at home or tenancy [snapshot]	Monthly (Snapshot)	This indicator is being measured to demonstrate how BCC is commissioning and utilising alternative Tier 3 (long term care) provision to continue to maximise people's independence. Excludes carers and inhouse care. The formula is: $N = (x / y)100 = \%$ where the numerator x = Number of 65+ Service Users at end of period receiving long term care at in their own home or tenancy and denominator y = Number of 65+ Service Users at end of period receiving long term care.
DPEB003a	Average weekly cost of all service users in Tier 3 (long term care) (18 - 64) [SNAPSHOT]	Monthly (Snapshot)	Average Weekly Cost of 18-64 Service users receiving "Long Term Care" as defined above on last day of the month. Excludes carers & In-house Care Includes Inhouse Longterm Services. This is reported as a MONTHLY snap-shot to show the average weekly cost (eg Q2 will report the last weekly avg at the end of September only)
DPEB003b	Average weekly cost of all service users in Tier 3 (long term care) (65+) [SNAPSHOT]	Monthly (Snapshot)	Average Weekly Cost of 65+ Service users receiving "Long Term Care" as defined above on last day of the month. Excludes carers & In-house Care Includes Inhouse Longterm Services. This is reported as a MONTHLY snap-shot to show the average weekly cost (eg Q2 will report the last weekly avg at the end of September only)
DPEB005a	Increase the percentage of adults receiving direct payments	Quarterly (Snapshot)	This measures the proportion of service users who receive a direct payment either through a personal budget

City Wide Performance Indicators that BCC contributes to:

BPC277	Increase the percentage of adult social care service users, who feel that they have control over their daily life	Annual (Survey)	Performance is recorded as a result of service users survey questionnaires, compiled throughout the year and reported at year end.
DPEC004	Increase % of BCC regulated CQC Care Service providers, where provision is rated 'Good or Better'	Quarterly (Snapshot)	This monitors on a quarterly snap-shot basis these Adult Care Services regulated by CQC, in Bristol..eg: • Care Homes • Home Care • Some Supported Living The formula is: $(X/Y)x100$ Where x = Number of registered Care Service providers whose CQC rating is good or better Where y = Total number of registered Care Service providers
DPEC006	Increase the number of young people who have transition input into plans at year nine review.	Quarterly (Cumulative)	This indicator is being measured to demonstrate how BCC prepare young people to move into the most appropriate adult service at the right time: The formula is $(x/y)*100$ x = Number of young people who are 14 - 18 that have been worked with by to P21 team for transition planning at the end of each quarter. y = Total number of young people who are 14 - 18 at the end of each quarter that have been identified via the P21 dashboard as requiring transition planning

2021/22 People: Children & Families Services

PI ref	Measure	Frequency/period reported	Method of calculation
Bristol City Council (BCC) owned performance indicators:			
DPEB009	Percentage of Children in Need cases open for more than 2 years (snapshot figure)	Quarterly (Snapshot)	This measures the percentage of Bristol Children in Need at a given time, open for more than 2 years. The formula is $(x/y)*100$ Where X = Open CIN that are over 2 years old at x date Where Y = All open CIN at x date

PI ref	Measure	Frequency/period reported	Method of calculation
DPEB012	Increase the percentage of children referred who are seen promptly, by children & family services	Quarterly (Cumulative)	This measures The number of working days between the date that a decision is made in the referral to either go to s47 or to go to statutory assessment. If the decision is made to go to S47 the first visit must be within 2 working days, for statutory assessment a visit is required within 5 working days. Transfer in ICPCs (initial child protection conferences) will be excluded The formula is: $N = ((A+B) / Y)100 = \%$ Where A = Number of referrals where the decision is made to go to S47 who are visited within 2 working days Where B= the number of referrals where the decision is made to go to Statutory assessment who have a visit within 5 working days Where Y = total number of referrals received with the decision to go to S47 or statutory assessment (excluding transfer in initial child protection conferences)
DPEB013	Child protection plans lasting 2 years or more	Quarterly (Cumulative)	The percentage of children ceasing to be the subject of a Child Protection Plan during the year ending 31 March, who had been the subject of a Child Protection Plan continuously for two years or longer. The formula is: $(x/y) * 100$ Where: X = Of the children in the denominator, the number who had been the subject of a Child Protection Plan continuously for two years or longer (i.e. for more than 729 calendar days including days of cessation). Where y = The number of children ceasing to be the subject of a Child Protection Plan during the year ending 31 March. This may count a child more than once if they ceased to be the subject of a child protection plan more than once a year
DPEB014	Percentage of Missing Children, offered a return interview	Monthly (Snapshot)	The percentage of all children who went missing and were entitled to a Return Interview were offered a return interview and recorded accurately on the LCS database.
City Wide Performance Indicators that BCC contributes to:			
BPC200	Increase the number of in-house Foster Care placements (not including Kinship)	Quarterly (Snapshot)	This records the total number of foster care placements that can potentially be available at maximum capacity in-house excluding any that are approved for kinship placements. This number is larger than the number of foster households as it records 'placements' on any given date, as a snapshot.
BPC216	Percentage children becoming the subject of a child protection plan for a second/subsequent time	Quarterly (Cumulative)	The percentage of children who became subject to a Child Protection Plan at any time during the year, who had previously been the subject of a Child Protection Plan, or on the Child Protection Register of that council regardless of how long ago that was.
BPC217	Improve the % of 17 - 18 year old care leavers in EET (statutory return - recorded around birthday)*	Quarterly (Cumulative & 3 months in arrears)	Performance is reported with a 3 month data lag owing to the way the statutory measure is recorded. The percentage of former care leavers aged 17 - 18 who were looked after under any legal status (excl V3 or V41) on 1 April in their 17th year, who were in education, employment or training. These figures also include those care leavers who we are not in contact with.
BPC248	Number of hate crimes	Quarterly (Cumulative)	Hate Crime data recorded by Avon & Somerset Police
DPEC007	Percentage of Pathway Plans are reviewed on a six monthly basis or less	Quarterly (Cumulative)	Percentage of open pathway plans that are reviewed within 6 months of previous review of all open pathway plans.
DPEC010	Percentage of Repeat Referrals to children's social work	Quarterly (Snapshot)	The percentage is calculated as the number of referrals that were repeat referrals (within 12 months) for the last year / Number of referrals to children's social care for the last year.
2021/22 People: Education & Skills			
PI ref	Measure	Frequency/period reported	Method of calculation
Bristol City Council (BCC) owned performance indicators:			
BPB225e	Increase the percentage of Final EHCPs issued within 20 weeks excluding exception cases *	Quarterly (Cumulative & 3 months in arrears)	Number of Education Health Care Plans in the last quarter that were issued within 20 weeks, excluding exception cases, as a percentage of all such statements issued throughout the calendar year. The reported data aligns with the SEN Census reporting (ie a Calendar year)... This means that this KPI is reporting cumulatively and 3 months in areas: Q1 reports Jan – Mar / Q2 reports Jan – June / Q3 reports Jan – Sept / Q4 reports Jan - Dec
City Wide Performance Indicators that BCC contributes to:			
BPC222	Increase the take-up of free early educational entitlement by eligible 2 year olds	Annual (Previous Financial Year)	This measure reports on the percentage of take-up of free early educational entitlement by eligible 2 year olds. Performance is reported annually in July; owing to Department for Education (DFE) publication dates and it is for the previous financial year outturn i.e. the figure reported in 21/22 will be for the financial year 20/21.
BPC246	Increase percentage of schools and settings rated 'Good' or better by Ofsted (all phases)	Quarterly (Snapshot)	This records the present percentage of schools, across all phases, where the Ofsted inspection rating is 'Good' or better. The DfE published this information at: https://www.gov.uk/government/statistical-data-sets/monthly-management-information-ofsted-school-inspections-outcomes#history
BPC263a	Reduce the percentage of young people of academic age 16 to 17 years who are NEET & destination unknown	Quarterly (Snapshot)	This measures the percentage of 16 to 17 year olds who are not in education, employment or training (NEET). AND Destination Unknown. Whilst this records data quarter by quarter, unusually the DfE return (and therefore the Q4 figure) is the snapshot for the 3 month period 1st December - last day of February.
BPB265a	Increase the amount of Bristol City Council Apprenticeship Levy spent	Quarterly (Cumulative)	This measure the amount of budgeted levy money spent on apprenticeships by Bristol City Council as an organisation.
BPC266	Increase the percentage of adults with learning difficulties known to social care, who are in paid employment	Quarterly (Cumulative)	The measure shows the proportion of adults with a learning disability who are "known to the council", who are recorded as being in paid employment. The information would have to be captured or confirmed within the reporting period 1 April to 31 March. The definition of individuals 'known to the council' is restricted to those adults of working age with a primary support reason of learning disability support who received long term support during the year. The measure is focused on 'paid' employment. Voluntary work is excluded from the measure. Paid employment is measured using the following two categories: • Working as a paid employee or self-employed (16 or more hours per week); and, • Working as a paid employee or self-employed (up to 16 hours per week).
BPC268	Increase the number of adults in low pay work & receiving benefits accessing in-work support	Quarterly (Cumulative)	This is a cumulative count to show the growth of the Future Bright in work support programme and the new Get Well - Get On programme which focusses on supporting people in work who have mental health of muscle, joint or bone conditions.
BCPC270	Increase experience of work opportunities for priority groups	Quarterly (Cumulative)	This measures the number of people who gain experiences of work for identified priority groups - Young people at risk of and currently not engaging in education, employment and training, Children in care or Care leavers (CIC/CL), people with a Learning difficulty and/or disability, people with a disability, Black, Asian and other non-white minority backgrounds (BAME), Returning to work, living in the 25% most deprived lower super output areas, over 55'.
DPEC119	Increase the take-up of free early educational entitlement for 3 & 4 year olds	Annual (Previous Financial Year)	This measure reports on the percentage of take-up of free early educational entitlement by eligible 3 & 4 year olds. Performance is reported annually in July; owing to Department for Education (DFE) publication dates and it is for the previous financial year outturn i.e. the figure reported in 21/22 will be for the financial year 20/21.
DPEC120	Increase digital skills development of those 19+ with no or few qualifications	Quarterly (Snapshot)	This measures the percentage of learners taking part in Community Learning courses where digital skills and online learning are course outcomes throughout the academic year August - July. The formula is: $N=(x/y)*100$ Where x = Total learners on courses Where y = Total learners with digital skills outcomes

PI ref	Measure	Frequency/period reported	Method of calculation
DPEC121	No of adults aged 19+ who progress from all employment support activities into employment or better employment	Quarterly (Cumulative)	This performance indicator monitors the number of adults who progress from all employment support activities into employment or better employment. It is a cumulative count, throughout the year of people entering employment or improving employment through activities of work programme / care-leavers programme and other commissioned services
2021/22 People: Public Health			
PI ref	Measure	Frequency/period reported	Method of calculation
City Wide Performance Indicators that BCC contributes to:			
BPC250	Reduce the percentage of people in Bristol who report below national average Mental Wellbeing (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BPC251	Reduce the rate of alcohol-related hospital admissions per 100,000 population	Quarterly (Rolling year 3 months in arrears)	This indicator measures the rate of alcohol related admissions per 100,000 population using Hospital Episode Statistics. The rate is calculated using data on those finished in-year admissions that are classified as ordinary or day cases and that have a primary or subsidiary diagnosis code. Q1 covers April to March, Q2 = July to June, Q3 = October to September, Q4 = January to December.
BPC258	Reduce the percentage of households which have experienced moderate or worse food insecurity (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BPC259	Percentage of households in the most deprived areas who have used a food bank or charity in the last year (QoL)	Annual (Survey)	The Quality of Life (QoL) survey is carried out annually and asks Bristol residents about a wide range of topics such as health, lifestyles, community, local services and living in Bristol.
BPC334	Reduce the percentage of the population living in Fuel Poverty	Annual (2 year lag)	Fuel poverty in England is measured using the Low Income High Costs (LIHC) indicator where a household is considered to be fuel poor if: - They have required fuel costs that are above average (the national median level) and were they to spend that amount, they would be left with a residual income below the official poverty line. The data for this measure is supplied by the Department of Business, Energy and Industrial Strategy The data is reported with a 2 year data lag eg 219/20 reports the year 2017 2020/21 report the year 2018 2021/22 reports the year 2019
DPEC123	Breastfeeding at 6-8 weeks as a percentage of all children with a known feeding status	Annual (Previous Financial Year)	This is the percentage of infants that are totally or partially breastfed at age 6-8 weeks. Totally breastfed is defined as infants who are exclusively receiving breast milk at 6-8 weeks of age - that is, they are not receiving formula milk, any other liquids or food. Partially breastfed is defined as infants who are currently receiving breast milk at 6-8 weeks of age and who are also receiving formula milk or any other liquids or food. Not at all breastfed is defined as infants who are not currently receiving any breast milk at 6-8 weeks of age. The numerator is the count of the number of infants recorded as being totally breastfed at 6-8 weeks and the number of infants recorded as being partially breastfed. The denominator is the total number of infants due a 6-8 weeks check. Source: Public Health England National Child and Maternal Health Intelligence Network
DPEC126	Increase the percentage of target schools who have achieved one or more healthy schools awards	Quarterly (Snapshot)	This measures the number of target schools "engaged" as a percentage of all target schools. Engagement is defined as actively working towards a HSP badge. Definition of target schools = PRUs, special schools and secondary schools and 4th and 5th quintile primaries. Only schools that are holding one or more "in-date" awards are counted. "in-date" is defined as those schools that have achieved an award in the last 3 years (HS awards are only valid for 3 years).
DPEC127	Prevalence of child excess weight in 10-11 year-olds	Annual (1 year lag)	This performance data is measured by NHS Digital, National Child Measurement Programme and records 10-11 year olds Proportion of children aged 10-11 classified as overweight or obese. Children are classified as overweight (including obese) if their Body Mass index (BMI) is on or above the 85th centile of the British 1990 growth reference (UK90) according to age and sex.
DPEC128	Increase the number of 'Bristol Eating Better Awards' issued to food outlets in priority wards	Bi-annual cumulative	This is a count of the number of food outlets with a Bristol Eating Better Award in 10 priority wards (with high levels of deprivation and obesity) The Bristol Eating Better (BEB) award is a tool used to reward and support food businesses across the city to offer healthier food options and promote sustainability. The BEB award is awarded at Bronze, Silver or Gold level. There are 30 'core actions' to be met in order to achieve the Bronze Level. Progress is reported twice a year (Q2 & Q4)
DPEC130	Reduce percentage of people, aged 15 and over, presenting with HIV at a late stage of infection	Annual (3 year lag)	This performance indicator reports the percentage of people presenting with HIV at a late stage of infection; it records the percentage of adults (aged 15 years or more) diagnosed with a CD4 cell count less than 350 cells per mm3 among all newly diagnosed adults with CD4 cell count available within 91 days of diagnosis. (Source: HIV and AIDS Reporting System (HARS), Public Health England, via Public Health) The period reported is over 3 years and starts 3 years prior to the start of the financial year (ie 2021/22 will record 2018 - 2020 data)
DPEC135	Increase the percentage coverage of MMR vaccination coverage in 5 year olds	Annual	Percentage coverage of MMR vaccination coverage in 5 year olds... X = 5 Year olds with MMR vaccination Y = All 5 year olds $(X / Y) * 100$
DPEC140	Reduce the Suicide Rate, per 100,000 population	Annual	Number of Suicides (Persons) / 100,000 population

People Scrutiny Commission

26 September 2022



Report of: Risk and Insurance Senior Officer

Title: People Risks on the Corporate Risk Management Report – Q1 2022/23

Ward: Citywide

Recommendation

For the People Scrutiny Commission to note the attached People Risks from Corporate Risk Management Report Q1 2022/23 and Appendix A – Risk Summary Report for People scrutiny commission that contains a summary of People risks contained within the Corporate Risk Report that went to Cabinet on 12th July 2022.



1. Policy

- 1.1. The Accounts and Audit Regulations 2015 require the council to have in place effective arrangements for the management of risk. These arrangements are reviewed each year and reported as part of the Annual Governance Statement (AGS). The Council is required to comment on the effectiveness of its arrangements in this regard. The statement must also identify any significant governance issues that may have resulted from failures in governance and risk management.
- 1.2. Risk Management is an integral part of good governance to which the Council is committed. Risk Management provides the framework and processes that enables the Council to manage uncertainty in a systematic way. As part of the Risk Management arrangements the Council reviews the Risk Management Assurance Policy on an annual basis.
- 1.3. It is considered good practice to regularly review and update the Risk Management Assurance Policy to ensure it strengthens the Council's approach to its risk management and assurance arrangements.
- 1.4. Ensuring that the Corporate Risk Report (CRR) is soundly based will help the council to ensure it is anticipating and managing key risks to optimise the achievement of the council's objectives and prioritise actions for managing those risks.
- 1.5. The CRR provides assurance to management and Members that the Bristol City Council's significant risks have been identified and arrangements are in place to manage those risks within the tolerance levels agreed.
- 1.6. The CRR is a management tool and needs regular review to ensure that the occurrence of obstacles or events that may put individual's safety at harm, impact upon service delivery and the council's reputation are minimised, opportunities are maximised and when risks happen, they are managed and communicated to minimise the impact.
- 1.7. The CRR has been prepared and presented in line with the Risk Management Assurance Policy that was approved by Cabinet in January 2019.

2. Consultation

Internal - First to fourth tier managers, Extended Leadership Team, Corporate Leadership Team, Cabinet Member, Finance, Governance and Performance.

External - None

3. Context

Corporate Risk Register (CRR)

- 3.1. The Corporate Risk Report (CRR) is a key document in the council's approach to the management of risk; it captures strategic risks set out in the Corporate Strategy 2018-2023. It also provides a context through which Directorates construct their own high-level risk assessments and is used to inform decision

making about business planning, budget setting, transformation and service delivery.

- 3.2. The CRR provides assurance to management and Members that Bristol City Council's significant risks have been identified and arrangements are in place to manage those risks within the tolerance levels agreed. It should be noted that 'risk' by definition includes both threats and opportunities, which is reflected in the CRR.
- 3.3. The Accounts and Audit Regulations 2015 require the council to have in place effective arrangements for the management of risk. These arrangements are reviewed each year and reported as part of the Annual Governance Statement (AGS). Ensuring that the Service Risk Registers (SRR), Directorate Risk Reports (DRR) and the Corporate Risk Reports (CRR) are soundly based will help the council to ensure it is anticipating and managing key risks to optimise the achievement of the council's objectives and prioritise actions for managing those risks.
- 3.4. The registers and reports are a management tool. They need regular review to ensure that the occurrence of obstacles or events that may put individual's safety at harm, impact upon service delivery and the council's reputation are minimised, opportunities are maximised and when risks happen, they are managed and communicated to minimise the impact.
- 3.5. The CRR summary of People risks is attached to this report at Appendix A is the latest position following a review by managers and Directors.

Summary of People Corporate Risks:

- 3.6. The CRR sets out the critical, significant and high rated risks both threats and opportunities. All other business risks reside on the Service Risk Registers.
- 3.7. The Q1 22-23 Corporate Risk Report (CRR) as at June 2022 contained the following risks that are the responsibility of the People directorate:

Threat Risks	Opportunity Risks	External / Contingency Risks
<ul style="list-style-type: none"> • 0 critical • 4 high • 2 medium • 0 new • 1 improving • 0 deteriorating • 0 closed 	<ul style="list-style-type: none"> • 0 significant • 0 high • 0 medium • 0 new • 0 improving • 0 deteriorating • 0 closed 	<ul style="list-style-type: none"> • 1 critical • 1 high • 0 medium • 0 new • 0 improving • 0 deteriorating • 0 closed

- 3.8. A summary of risks (Threat and Opportunities) for this reporting period are set out below.
- 3.9. There is one improving threat risk:
- 'CRR10 - Safeguarding Adults at Risk with Care and support needs'. The risk rating improved from 3*7 = 21 'High' risk to 3*5 = 15 'High' risk in Q1.
- 3.10. There is one new critical external risk for Q1:
- 3.11. BCCC5 - Cost of Living Crisis impact on Citizens and Communities'. The risk

rating is $4 \times 7 = 28$ 'Critical' risk.

3.12. For more detail on individual risks and their management, please see the attached Appendix A.

3.13. All risks on the CRR have management actions in place.

3.14. It is not possible to eliminate the potential of failure entirely without significant financial and social costs. The challenge is to make every reasonable effort to mitigate and manage risks effectively, and where failure occurs, to learn and improve.

4. Proposal

- People Scrutiny Commission receive and note the Risk Management update.
- People Scrutiny Commission review and comment upon the Corporate Risk Report (CRR) People Directorate Risks as a source of assurance that risk management arrangements are in place.

5. Other Options Considered

5.1. None necessary. Having robust risk management processes in place is a requirement of the City Council. The CRR has been developed in line with the Risk Management Assurance Policy.

6. Risk Assessment

6.1. The Risk Management Assurance Policy and the CRR will further develop risk management assessment within the City Council, and help the management of risk arrangements embed.

7. Summary of Equalities Impact of the Proposed Decision

No Equality Impact anticipated from this report.

8. Legal and Resource Implications

Legal

Not Applicable

Financial

Not Applicable

Land

Not Applicable

Personnel

Not Applicable

Appendices:

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

Risk Management Assurance Policy.

Risk Scoring Matrix

		Threat Impact (Negative risks)					Opportunity Impact (Positive Risk)						
Threat Likelihood	Almost certain	4	4 (Low)	12 (Medium)	20 (High)	28 (Critical)	28 (Significant)	20 (High)	12 (Medium)	4 (Low)	4	Almost certain	Opportunity Likelihood
	Likely	3	3 (Low)	9 (Medium)	15 (High)	21 (High)	21 (High)	15 (High)	9 (Medium)	3 (Low)	3	Likely	
	Unlikely	2	2 (Low)	6 (Medium)	10 (Medium)	14 (High)	14 (High)	10 (Medium)	6 (Medium)	2 (Low)	2	Unlikely	
	Rare	1	1 (Low)	3 (Low)	5 (Medium)	7 (Medium)	7 (Medium)	5 (Medium)	3 (Low)	1 (Low)	1	Rare	
			1	3	5	7	7	5	3	1			
			Minor	Moderate	Major	Critical	Exceptional	Significant	Modest	Slight			

Threat Level	Opportunity Level	Level of Risk	Actions Required
1-4	1-4	Low	May not need any further action / monitor at the Service level.
5-12	5-12	Medium	Action required, manage and monitor at the Directorate level.
14-21	14-21	High	Must be addressed - if Directorate level consider escalating to the Corporate Risk Report, if Corporate consider escalating to the Cabinet Lead.
28	28	Critical / Significant	Action required - escalate if a Directorate level risk, escalate to the Corporate Level, if Corporate bring to the attention of the Cabinet Lead to confirm action to be taken.

LIKELIHOOD AND IMPACT RISK RATING SCORING

Likelihood Guidance

Likelihood	Likelihood Ratings 1 to 4			
	1	2	3	4
Description	Might happen on rare occasions.	Will possibly happen, possibly on several occasions.	Will probably happen, possibly at regular intervals.	Likely to happen, possibly frequently.
Numerical Likelihood	Less than 10%	Less than 50%	50% or more	75% or more

Severity of Impact Guidance (Risk to be assessed against all of the Categories, and the highest score used in the matrix).

Impact Category	Impact Levels 1 to 7			
	1	3	5	7
Service provision	Very limited effect (positive or negative) on service provision. Impact can be managed within normal working arrangements.	Noticeable and significant effect (positive or negative) on service provision. Effect may require some additional resource, but manageable in a reasonable time frame.	Severe effect on service provision or a Corporate Strategic Plan priority area. Effect may require considerable /additional resource but will not require a major strategy change.	Extremely severe service disruption. Significant customer opposition. Legal action. Effect could not be managed within a reasonable time frame or by a short-term allocation of resources and may require major strategy changes. The Council risks 'special measures'. Officer / Member forced to resign.
Communities	Minimal impact on community.	Noticeable (positive or negative) impact on the community or a more manageable impact on a smaller number of vulnerable groups / individuals which is not likely to last more than six months.	A more severe but manageable impact (positive or negative) on a significant number of vulnerable groups / individuals which is not likely to last more than twelve months.	A lasting and noticeable impact on a significant number of vulnerable groups / individuals.
Environmental	No effect (positive or negative) on the natural and built environment.	Short term effect (positive or negative) on the natural and or built environment.	Serious local discharge of pollutant or source of community annoyance that requires remedial action.	Lasting effect on the natural and or built environment.
Financial Loss / Gain	Under £0.5m	Between £0.5m - £3m	Between £3m - £5m	More than £5m
Fraud & Corruption Loss	Under £50k	Between £50k - £100k	Between £100k - £1m	More than £1m
Legal	No significant legal implications or action is anticipated.	Tribunal / BCC legal team involvement required (potential for claim).	Criminal prosecution anticipated and / or civil litigation.	Criminal prosecution anticipated and or civil litigation (> 1 person).
Personal Safety	Minor injury to citizens or colleagues.	Significant injury or ill health of citizens or colleagues causing short-term disability / absence from work.	Major injury or ill health of citizens or colleagues may result in. long term disability / absence from work.	Death of citizen(s) or colleague(s). Significant long-term disability / absence from work.
Programme / Project Management <i>(Including developing commercial enterprises)</i>	Minor delays and/or budget overspend but can be brought back on schedule with this project stage. No threat to delivery of the project on time and to budget and no threat to identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones, and/or budget overspends. No threat to overall delivery of the project and the identified benefits / outcomes.	Slippage causes significant delay to delivery of key project milestones; and/or major budget overspends. Major threat to delivery of the project on time and to budget, and achievement of one or more benefits / outcomes.	Significant issues threaten delivery of the entire project. Could lead to project being cancelled or put on hold.
Reputation	Minimal and transient loss of public or partner trust. Contained within the individual service.	Significant public or partner interest although limited potential for enhancement of, or damage to, reputation. Dissatisfaction reported through council complaints procedure but contained within the council. Local MP involvement. Some local media/social media interest.	Serious potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Dissatisfaction regularly reported through council complaints procedure. Higher levels of local or national interest. Higher levels of local media / social media interest.	Highly significant potential for enhancement of, or damage to, reputation and the willingness of other parties to collaborate or do business with the council. Intense local, national and potentially international media attention. Viral social media or online pick-up. Public enquiry or poor external assessor report.

Appendix A – Corporate Risk Register as at June 2022

Threat Risk Performance Summary

Risk	Page Number	Q2 Rating	Q2 Risk Matrix	Q3 Rating	Q3 Matrix	Q4 Rating	Q4 Matrix	Q1 Rating	Q1 Matrix
CRR9 - Safeguarding Vulnerable Children	13	28 		21 		21 		21 	
CRR39 - Adult and Social Care major provider/supplier failure	14	21 		21 		21 		21 	
CRR10 - Safeguarding Adults at Risk with Care and support needs	23	21 		21 		21 		15 	
CRR23 - Adult and Social Care (ASC) Transformation Programme 2020/21-2021/22	33	15 		15 		15 		15 	
CRR36 - Risk to delivering required improvements from Ofsted/CQC SEND Inspection	36	10 		10 		10 		10 	
CRR45 - Failure to deliver statutory duty in respect of the safeguarding of Children	37			9 NEW RISK		9 		9 	

External and Civil Contingency Risk Summary

Risk	Page Number	Q2 Rating	Q1 Risk Matrix	Q3 Rating	Q3 Matrix	Q4 Rating	Q4 Matrix	Q1 Rating	Q1 Matrix
BCCC5 - Cost of Living Crisis impact on Citizens and Communities	40							28 NEW RISK	
BCCC4 - COVID-19 – Population Health	41			15 NEW RISK		15 		15 	



Risk Trend Key

Arrow	Description
	The risk rating has improved from the previous quarter, having reduced in its severity.
	The risk rating has deteriorated from the previous quarter, having increased in its severity.
	The risk rating has not changed from the previous quarter.

Appendix A – Corporate Risk Register as at June 2022

Threat Risks

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR9 - Safeguarding Vulnerable Children</p> <p>Description: The council fails to prevent increased risk of harm to children, resulting in harm or death to a vulnerable child.</p>	<p style="text-align: center;">Constant</p>	<p style="font-size: 2em;">21</p> <p>Likelihood = 3 Impact = 7</p>		<p style="font-size: 2em;">7</p> <p>Likelihood = 1 Impact = 7</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Demand for services exceeds service capacity and capability. -Inadequate controls result in harm. -Increase in child protection, complex safeguarding risks, criminal exploitation, serious youth violence and gang affiliation. -Hidden harm resulting from periods of lockdown, increased stress in families and service disruption during COVID -Placement failure due to COVID infection across children's home or fostering households. -An increase in demand of 6% evident across care population - specific pressures are clear for teenagers and unaccompanied children requiring our care <p>Risk Consequences:</p> <ul style="list-style-type: none"> -Harm - serious injury or death of a children -Regulatory enforcement action -Litigation -Other unpredicted financial cost to the Local Authority <p>Risk Owner(s): Executive Director People, Director Children's and Families Services.</p>	<p>Existing Controls</p>					<p>Mitigating Actions</p>
	<p>Control</p>		<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>	
	<ul style="list-style-type: none"> • DCS quarterly assurance report to Corporate Leadership Board • Inspections and Peer Reviews • Quality assurance and performance framework in place – which has been strengthened over the past quarter. • The Keeping Bristol Safe Board provides independent scrutiny of children's safeguarding and safer communities' arrangements in the city and holds BCC and partner agencies to account. • Strategic Risk assurance 	<p>Reviewing areas of specific vulnerability and implementing improvements</p> <p>Reviewing national serious case reviews on the back of recent high profile child deaths through multiagency safeguarding arrangements</p> <p>Additional training in relation to professional curiosity</p> <p>New Quality Assurance Processes – including targeted mentoring and training for social workers</p> <p>Mapping Gaps on service provision – working with Police to address capacity issues identified in targeted services</p>	<p>December 2022</p> <p>June 2022</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	<p>Ongoing</p> <p>30%</p> <p>10%</p> <p>50%</p> <p>50%</p>		
<p>Portfolio Flag: Children's Services, Education & Equalities</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Wellbeing.</p>	<p>Summary of Progress: Quality Assurance and performance framework in place and reported on at regular intervals through to cabinet members and Scrutiny. Independent Audit undertaking review of our QA and performance framework. Drafting action plan to respond to the findings. DCS quarterly assurance report to Corporate Leadership Board and action taken to address areas for improvement. The Keeping Bristol Safe Board provides independent scrutiny of children's safeguarding and safer communities' arrangements in the city and holds BCC and partner agencies to account. Services and structure aimed at ensuring delivery of a safe system of work for safeguarding children and communities. Recent inspection activity (Inspection of Local Authority Children's Services) and peer review indicates that progress has been made across services in ensuring children/adults are safeguarded. (Sep 2018 and Dec 2021)</p>					

Appendix A – Corporate Risk Register as at June 2022

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR39 – Adult and Social Care major provider/supplier failure</p> <p>Description: Failure or potential degradation of ASC service provision linked to a complex set of internal / external risks causing service interruption or cessation. Failures or closures in the supply chain mean insufficient supply to source adequate appropriate support and meet Care Act needs.</p>	<p>Constant</p>	<p>21</p> <p>Likelihood = 3 Impact = 7</p>		<p>14</p> <p>Likelihood = 2 Impact = 7</p>		
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Provider goes into liquidation or ceases operations -Provider unable to meet demand due to recruitment / workforce/ or organisational issues. 	<p>Existing Controls</p>					<p>Mitigating Actions</p>
<p>Risk Consequences:</p> <p>Citizens (many of whom are very vulnerable) may have services ended or reduced without much notice putting them at risk and causing distress</p> <p>Lack of suitable local provision may mean people moving away from community, support networks</p> <p>Lack of alternative provision should mean not meeting statutory duties under Care Act</p> <p>Pressures on ASC workforce (social work, contracts, brokerage commissioning etc) to review and find alternative provision in timely manner</p> <p>Financial pressures as demand may drive prices up</p> <p>Lack of suitable provision resulting people moving to inappropriate more costly provision (e.g. care home instead of home care)</p>	<p>Control</p> <ul style="list-style-type: none"> • Daily review of supply and sustainability issues and x3 week business continuity meetings across operations • Twice weekly Operational Business continuity meetings • Weekly ASC Business continuity meeting – DMT level • Weekly produced Sit Rep with information on Covid Outbreak Management, supply, demand, provider quality • Regular information received from D&B Credit ratings to help assess financial risk • Each major contract (Home Care, Care Homes, Community Support Services, ECH) has a multi-disciplinary Business Relations team which assess risks to those provisions and plan response whether QA or Commissioning • Provider Sustainability Panel is a forum where ASC can assess the financial issues facing individual provider and consider support options • Regular meetings with a) key Strategic Providers in the city b) all provider forums and regular dialogue with Care and Support West Care Association • Daily assessment of supply - via Brokerage team, Business relationship team and Contracts • Strategic Planning and information sharing with CCG, other LAs and other key stakeholders - Great integration across BNSSG and joint problem solving, sharing of information and resources. 	<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>		
<p>Risk Owner(s): Executive Director People, Director Adult Social Care.</p>		<p>Review of Provider Financial Sustainability process</p>	<p>December 2022</p>	<p>25%</p>		
		<p>Proud to Care Programme</p>	<p>March 2023</p>	<p>50%</p>		
		<p>Fair Cost of Care exercise</p>	<p>October 2022</p>	<p>10%</p>		
<p>Portfolio Flag: Adult Social Care & Integrated Care System</p>	<p>Summary of Progress: Since March there has been care providers handing back contracts but in a planned way so whilst there has been service interruption has been mitigated. The council has received significant number of communications from providers outlining their financial difficulties particularly with significant recent energy cost rises on top of underlining difficulties.</p>					
<p>Strategic Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>						

Appendix A – Corporate Risk Register as at June 2022

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level		
<p>Risk Title: CRR10 - Safeguarding Adults at Risk with Care and Support Needs</p> <p>Description: The council fails to ensure adequate safeguarding measures are in place for adults at risk.</p>	<p>Improving</p>	<p>15</p> <p>Likelihood = 3 Impact = 5</p>		<p>7</p> <p>Likelihood = 1 Impact = 7</p>		
<p>Risk Causes:</p> <p>Adequacy of controls. Management and operational practices. Demand for services exceeds capacity and capability. Poor information sharing. Lack of capacity or resources to deliver safe practice. Reduction in or lack of supply of commissioned care. Failure to commission safe care for adults at risk. Failure to meet the requirements of the 'Prevent Duty' placed on Local Authorities. Increased destitution in families, impacting on mental ill health, managing increased infection within the population. (COVID19) Increased isolation. (COVID19) Increase identification of self-neglect and complexity. Carer strain / resilience. (COVID19)</p>	<p>Existing Controls</p>					<p>Mitigating Actions</p>
<p>Risk Consequences:</p> <p>Financial damage Legal liability Death/Injury Reputational damage</p>	<p>Control</p> <ul style="list-style-type: none"> Annual report shared with Elected Members to allow for scrutiny of progress of the Keep Bristol Safe Partnership (KBSP). Training for all key staff in the essentials of safeguarding. Twice weekly business continuity meeting around supply of commissioned care and active management of waiting list. Improved Data through PowerBI – capturing safeguarding concerns feeding into monthly management operational meetings Safeguarding Discussion Forum – multi-agency held monthly – sharing information on high risk/complex cases 	<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>		
<p>Risk Owner(s): Executive Director People, Director Adult Social Care.</p>		<p>Development and delivery of Safeguarding Hub as a priority for the partnership.</p>	<p>December 2022</p>	<p>80%</p>		
		<p>Review of Safeguarding Pathways and creation of Standard Operating Procedures and Performance Clinics.</p>	<p>December 2022</p>	<p>100%</p>		
		<p>Internal Audit Actions – feeding into existing controls</p>	<p>March 2022</p>	<p>95%</p>		
		<p>Developing a Risk Enablement Tool</p>	<p>August 2022</p>	<p>50%</p>		
		<p>Develop Self-neglect pathway – providing training, tools to better escalate cases of neglect</p>	<p>August 2022</p>	<p>60%</p>		
<p>Portfolio Flag: Adult Social Care & Integrated Care System</p>	<p>Summary of Progress: Significant progress made – as such risk rating has reduced.</p>					
<p>Strategic Theme: Strategy Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>	<p>Launched Standard Operating procedures - releasing new forms and webinars around the new standard operating procedures. Launched guidance on capture of safeguarding concern, launched guidance on protection planning meetings, releasing the webinars of self-neglect, filmed webinar on domestic abuse and focused inter-familial harm. Launched management operational meeting which utilises improved performance data allowing for better management and oversight of caseloads.</p>					

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR23 - Adult and Social Care (ASC) Transformation Programme 2020/21-2021/22</p> <p>Description: Failure to deliver the required outcomes and savings from the new 2020/21 ASC Transformation Programme</p>	<p>Constant</p> 	<p>15</p> <p>Likelihood = 3 Impact = 5</p>		<p>5</p> <p>Likelihood = 1 Impact = 5</p>	
<p>Risk Causes:</p> <p>Wider factors impacting on demand: Rapid increased demand and complexity due to COVID-19. Increase of needs due to more health services being delivered in the community without appropriate funding following the patient. Increased complex needs across our demographics that must be met under the Care Act</p> <p>Wider factors impacting on supply: Financial pressures on an already vulnerable provider market during sustained changes forced on provider during COVID-19. Time to commission and embed alternative Tier 3 services as another option to traditional care homes, such as Extra Care housing, supported Living, shared lives Time to commission and develop genuine step up/ step down alternatives to Tier 3 long term care (Home first, VCSE, reablement for all). Ability to joint fund this supply using the BCF with NHS (National Health Service) partners working in an Integrated Care System model. Ability to prioritise the programme under one city plans and to have the corporate support and investment needed alongside ASC staff to deliver on the proposed solutions</p>	<p>Existing Controls</p>		<p>Mitigating Actions</p>		
	<p>Control</p>		<p>Action Title</p>	<p>Due Date</p>	<p>Progress</p>
	<p>Change Agent roles created to champion change</p>		<p>Additional priorities workstreams for revised programme</p>	<p>January 2023</p>	<p>0%</p>
	<p>Improving Business Intelligence - ASC PowerBI accelerators developed</p>		<p>Future Service Priorities Developed</p>	<p>July 2023</p>	<p>0%</p>
	<p>Inhouse services reviewed by Mutual Ventures</p>		<p>Key Workstreams for Revised Programme</p>	<p>December 2022</p>	<p>0%</p>
	<p>Transformation Programme Board established - New transformation programme board to be chaired by Executive Director of People. Each workstream will have a Senior Responsible Officer (SRO) to ensure ownership of progress. This will be at Deputy Director (DD) and Head of Service (HoS) level.</p>		<p>Various actions taken to address budget pressures</p>	<p>December 2022</p>	<p>100%</p>
<p>Risk Consequences: Agreed programme outcomes are not met and citizens are not supported with the right care and support which maximises independence. Programme savings are not delivered causing Adult Social Care to overspend on agreed budget. Programme has gone into exception and now considering more radical savings options under the corporate 5% savings plan</p>	<p>Procure Care Cubed to improve pricing control of providers</p>				
	<p>Realignment of operations</p>				
	<p>Interim Actions to Address Budget Pressures</p>				
<p>Risk Owner(s): Director Adult Social Care</p>					
<p>Portfolio Flag: Adult Social Care & Integrated Care System</p>	<p>Summary of Progress: The Transformation programme has continued with delivery of in-house service redesign, strength-based practice, developing a knowledge function, and also market testing to secure a Learning Disability and Autism strategic partner. This is alongside a number of service-led transformation projects. In recognition of the scale of the financial challenges facing the service, the need to develop a more preventative and personalised model of care, and the scale of change within the Social Care White Papers, the transformation programme is being re-set for 2022/23 onwards. An interim Director of ASC Transformation has been appointed for 12 months, and a revised mandate and resourcing plan is being developed. This is alongside the continued delivery of the existing programme, as well as additional savings-focused projects.</p>				
<p>Strategic Theme: Our Organisation, Empowering others and Caring, Fair and Inclusive, Well connected, Wellbeing.</p>					

Appendix A – Corporate Risk Register as at June 2022

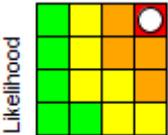
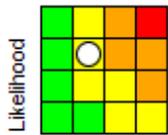
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR36 - Risk to delivering required improvements from Ofsted/CQC SEND Inspection</p> <p>Description: Delivery of the recovery plan with agreed priorities and actions and clear milestones forming the Written Statement of Action (WSOA) following the SEND local area OFSTED inspection in October 2019.</p>	<p>Constant</p>	<p>10 Likelihood = 2 Impact = 5</p>		<p>5 Likelihood = 1 Impact = 5</p>	
<p>Risk Causes: Covid-19 delaying ability to complete actions and creating increased pressure across the locality partnership. Increasing demands for services outweighing current capacity to clear the backlog on statutory assessments. Judicial Review or similar legal actions causing attention to be diverted from BAU. Unprecedented national and local demand for Statutory assessment. Recruitment and retention including national shortage of Educational Psychologists.</p> <p>Risk Consequences: The OFSTED reinspection resulting in requirement for accelerated improvement plan Worsening of parental confidence in Bristol’s SEND system and associated reputational damage / increased potential litigation / Judicial Reviews</p> <p>Risk Owner(s): Director Adult and Social Care, Service Director Education and Skills</p> <p>Portfolio Flag: Children’s Services, Education & Equalities</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	Committed to further follow up monitoring visits, beyond the life of the WSoA, with DfE and NHS advisers		Develop next iteration of SEND action plan	December 2022	0%
	Focus on early identification and intervention		Develop separate accelerated action plan	April 2022	100%
	Ongoing governance and monitoring activity including Scrutiny.		Developing a service user engagement and co-production framework	June 2022	0%
	SEND Improvement Board Established		Phase 1 SEND Improvement	July 2021	100%
			Quality Assurance Activity	July 2021	100%
			Re-structured and re-focused the work of the statutory SEND team and invested in key areas	June 2022	100%
		All EHCP systems and processes reviewed and remodelled	August 2022	100%	
		<p>Summary of Progress: The SEND Improvement work continues beyond the end date (July 2021) of the Written Statement of Action, along with continued monitoring visits from the DfE and NHS England. Work is underway on the SEND Partnership Plan, which is being developed through a co-produced model with key stakeholders. The window for an Ofsted re-visit has been open since early Spring. However, this has not prevented a continued focus on systemic improvement.</p>			

Appendix A – Corporate Risk Register as at June 2022

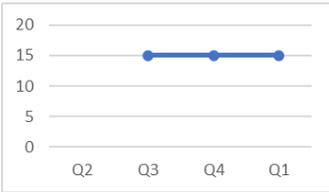
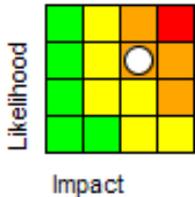
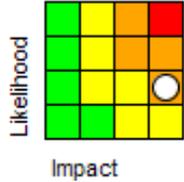
Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: CRR45 - Failure to deliver statutory duty in respect of the safeguarding of children</p> <p>Description: Failure to deliver statutory duty in respect of the safeguarding of children resulting in harm or death to a child or other unmitigated risk to the local authority</p>	<p style="text-align: center;">Constant</p>	<p style="font-size: 24pt;">9</p> <p>Likelihood = 3 Impact = 3</p>		<p style="font-size: 24pt;">6</p> <p>Likelihood = 2 Impact = 3</p>	
<p>Risk Causes: Staffing failure: recruitment and retention COVID failure: business continuity plans fail due to higher infection/isolation Management failure: failure to oversee and respond in a timely way to child protection concerns, leaving children at risk</p> <p>Risk Consequences: Harm or death of a child inspection failure and regulatory action litigation and reputational damage other unpredicted costs to the LA</p> <p>Risk Owner(s): Executive Director People, Director Children's and Families Services.</p> <p>Portfolio Flag: Children's Services, Education & Equalities</p> <p>Strategic Theme: Our Organisation, Empowering and Caring, Wellbeing.</p>	Existing Controls		Mitigating Actions		
	Control		Action Title	Due Date	Progress
	1. Benchmarking salaries with regional levels		Commissioned independent peer review of the statutory safeguarding arrangements to ensure that the council's statutory officers are executing their responsibilities and undertaking due diligence in a legal and appropriate way.	May 2022	70%
	2. Investing in training and development		Revising recruitment and retention strategy	May 2022	100%
	3. Over-recruiting where required				
	4. Reviewing system pressures and taking action on a weekly basis				
	5. Systemic unit model and integrated locality arrangements				
	6. Skilled and stable workforce with low use of agency workers				
	7. Strong multiagency children's safeguarding partnership under Keeping Bristol Safe arrangements				
8. Scrutiny of statutory safeguarding partners					
	<p>Summary of Progress: We are: Revising the recruitment and retention strategy in response to evidence of turnover and vacancies in areas of particular pressure (front door, experienced social workers and frontline managers). Benchmarking salaries with regional levels. Over-recruiting where required. Investing in training and development. Proposed business case to increase apprenticeships. Reviewing system pressures and taking action on a weekly basis.</p>				

Appendix A – Corporate Risk Register as at June 2022

External and Civil Contingency Risks

Threat Risk	Trend	Current Risk Assessment		Risk Tolerance Level	
<p>Risk Title: BCCCS - Cost of Living Crisis impact on Citizens and Communities</p> <p>Description: Failure of the council and its one-city partners to mitigate against, and provide adequate services to, citizens experiencing increases in living costs including fuel and food leading to increased poverty, inequity and worsening health & wellbeing as a result of the ongoing cost of living crisis.</p>	NEW RISK	<p style="text-align: center;">28</p> <p style="text-align: center;">Likelihood = 4 Impact = 7</p>	 <p style="text-align: center;">Likelihood</p> <p style="text-align: center;">Impact</p>	<p style="text-align: center;">9</p> <p style="text-align: center;">Likelihood = 3 Impact = 3</p>	 <p style="text-align: center;">Likelihood</p> <p style="text-align: center;">Impact</p>
<p>Risk Causes:</p> <ul style="list-style-type: none"> -Supply chains disruption -Global COVID-19 Pandemic -Brexit -War in Ukraine -Leading to rapid inflation <p>Risk Consequences:</p> <ul style="list-style-type: none"> -Destitution - homelessness -Inability for citizens to pay general services and utilities -Increased debt for citizens and the council -Health and well-being deterioration -Inequity deepening -Increased demand on services across the council and community and voluntary sector partners leading to failure to meet this demand -Community cohesion deteriorates 	Existing Controls				
<p>Risk Owner(s): Executive Director People, Director Communities & Public Health</p>	Control		Action Title	Due Date	Progress
	1. Baseline / impact assessment to understand potential impact on Bristolians		Update baseline assessment following gov announcement 26 May 22	July 2022	In Progress
	2. Creation of monitoring framework with 'red flag' indicators		Work with Quartet to ensure COVID recovery /health inequity funding is directed to response and building community resilience	July 2022	In Progress
	3. Development of civic & community asset map		Communication plan	July 2022	In Progress
	4. Development of framework for targeted action		Establish network of community hubs and 'city offer' by September	September 2022	In Progress
	6. Established One Council Group to monitor impact and coordinate action (meeting appx every 3 weeks)				
	7. Established One City Coordination Group				
<p>Portfolio Flag: Public Health and Communities</p>	<p>Summary of Progress: Impact assessment v2 is complete Developing interactive map and dashboard for monitoring One Council group established meeting every 2-3 weeks One City Group established meeting weekly (attended by all key sectors – advice, food, BCC Revs & Bens, energy etc BCC Communications lead prioritising website and 'preparing for winter' (working with partners). Developing staff briefing cascade across all sectors – we all know the top 5 things we can do/where we can get help to be delivered by start of summer holidays Summary document setting out our one city approach Working with City Funds and Bristol Funders Network to take a strategic approach to funding Work underway to establish 26 community hubs (following COVID model); join up/extend advice support to establish working model by September. Governance - Health and Wellbeing Board to take overview as part of One City approach</p>				
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>					

Appendix A – Corporate Risk Register as at June 2022

External and Civil Contingency Risk	Trend	Current Risk Assessment		Risk Tolerance Level									
<p>Risk Title: BCCC4 – COVID-19 Population Health</p> <p>Description: Covid 19 poses multiple risks to population health. Directly from infection; indirectly through social and economic impacts; and through pressures on the health and care system. On 21ST Feb 2022 the Gov announced Living with Covid Strategy which includes withdrawal of population testing and contact tracing. Isolation and other compliance is voluntary. New risks are:</p> <ul style="list-style-type: none"> • Reduced ability to see infection • Negative impacts on business continuity and health from high levels of circulating infection • Harms to high-risk individuals and risks within high consequence settings • Emergence of harmful new variant 	<p>Constant</p> 	<p style="text-align: center;">15</p> <p>Likelihood = 3 Impact = 5</p>		<p style="text-align: center;">14</p> <p>Likelihood = 2 Impact = 7</p>									
<p>Risk Causes: Covid 19 poses multiple risks to population health. Directly from infection; indirectly through social and economic impacts; and through pressures on the health and care system. Removal of Covid controls reduces ability to contain infection.</p>	<p style="text-align: center;">Existing Controls</p> <table border="1"> <thead> <tr> <th data-bbox="680 679 1039 711">Control</th> </tr> </thead> <tbody> <tr> <td data-bbox="680 711 1039 751">1. Daily Situation Reports – weekly from April 2022</td> </tr> <tr> <td data-bbox="680 751 1039 807">2. Investment in Infection Prevention and Control -</td> </tr> <tr> <td data-bbox="680 807 1039 863">3. Local Outbreak Management and Response Plan – weekly outbreak management group</td> </tr> <tr> <td data-bbox="680 863 1039 927">4. Ongoing Community Engagement and Mental Health Work</td> </tr> </tbody> </table>					Control	1. Daily Situation Reports – weekly from April 2022	2. Investment in Infection Prevention and Control -	3. Local Outbreak Management and Response Plan – weekly outbreak management group	4. Ongoing Community Engagement and Mental Health Work	<p style="text-align: center;">Mitigating Actions</p> <table border="1"> <thead> <tr> <th data-bbox="1039 679 1783 711">Action Title</th> <th data-bbox="1783 679 2007 711">Due Date</th> <th data-bbox="2007 679 2141 711">Progress</th> </tr> </thead> <tbody> <tr> <td colspan="3" data-bbox="1039 711 2141 1120">There are 12 COVID Population Health Sub risks with multiple mitigating Actions</td> </tr> </tbody> </table>	Action Title	Due Date
Control													
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2. Investment in Infection Prevention and Control -													
3. Local Outbreak Management and Response Plan – weekly outbreak management group													
4. Ongoing Community Engagement and Mental Health Work													
Action Title	Due Date	Progress											
There are 12 COVID Population Health Sub risks with multiple mitigating Actions													
<p>Risk Consequences: Infection from Covid, proportion of severe illness, long Covid and deaths. Disruption to work, school, university. Emotional and mental health impacts, for all ages including loneliness. Food poverty.</p>	<table border="1"> <tbody> <tr> <td data-bbox="680 927 1039 983">5. Priority Programmes focussed on Mental Health, Well-Being and Food Poverty</td> </tr> <tr> <td data-bbox="680 983 1039 1031">6. Protecting Health Function</td> </tr> <tr> <td data-bbox="680 1031 1039 1062">7. Weekly Death Management and Vaccine Reports</td> </tr> </tbody> </table>	5. Priority Programmes focussed on Mental Health, Well-Being and Food Poverty	6. Protecting Health Function	7. Weekly Death Management and Vaccine Reports									
5. Priority Programmes focussed on Mental Health, Well-Being and Food Poverty													
6. Protecting Health Function													
7. Weekly Death Management and Vaccine Reports													
<p>Risk Owner(s): Executive Directors & Director of Public Health</p>													
<p>Portfolio Flag: Mayoral Portfolio</p>	<p>Summary of Progress: There has been a significant upswing in infections for Q1, therefore, despite all national restrictions having been lifted, and general vaccination uptake in Bristol having been high, the risk remains at 3*5 = 15.</p>												
<p>Strategic Theme: Our Organisation, Empowering and Caring, Fair and Inclusive, Well Connected, Wellbeing</p>													

Bristol City Council - Scrutiny Work Programme 2022 / 2023 (Formal Public Meetings)

People Scrutiny Commission (PSC)	Health Scrutiny – Sub-Committee (of the PSC)	Communities Scrutiny Commission (CSC)	Growth & Regeneration Scrutiny Commission (G&RSC)	Resources Scrutiny Commission (RSC)	Overview & Scrutiny Management Board (OSMB)
July 2022					
					27th July, 2.30pm
					Annual Business Report: To include confirmation of Scrutiny Work Programme, Working Groups and Inquiry Days
					Liveable Neighbourhoods Inquiry Day (TBC)
					Q4 21/22 Corporate Performance Report
					Q1 Risk Report 22/23
					Forward Plan – Standing Item
					WECA – Joint Scrutiny minutes – standing item
					Local Government and Social Care Ombudsman Report
August 2022					
September 2022					
12 September, 5.00 pm		15th September, 10am	29th September, 5pm		26th September, 5.30pm
Annual Business Report		Annual Business Report	Annual Business Report		Q1 22/23 Performance Report
New schools provision (Temple Quay and The Park) and specialist school places provision update)		Home Choice Review	Planning Enforcement		
Inclusive Educational Practice (PSC Working Group Report)		Parks and Open Space Strategy	Temple Quarter (site visit before)		
LG Ombudsman report on EHC plan case (further to OSMB on 27 July)			Previously taken Emergency Key Decisions: <ul style="list-style-type: none"> Electricity Contract Procurement and Renewals Half Hourly Electricity Supply Contract Extension’. 		
EHC plans – update/position statement		Allotment Strategy	Risk Report		
Adult Social Care Transformation – (part 1)		Risk Report	Performance Report		
Risk Report		Performance Report			
Performance Report					
October 2022					
	Date TBC				27th October, 9am
	NHS Waiting Lists; access to planned health care (including				One City

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Agenda Item 16

People Scrutiny Commission (PSC)	Health Scrutiny – Sub-Committee (of the PSC)	Communities Scrutiny Commission (CSC)	Growth & Regeneration Scrutiny Commission (G&RSC)	Resources Scrutiny Commission (RSC)	Overview & Scrutiny Management Board (OSMB)
	access to GP services, NHS dentist capacity)				
	Update on Integrated: <ul style="list-style-type: none"> Health and Care Care System Care Partnerships and Community Mental Health Framework 				Provisional item – Committee Model Working Group
					Q2 Risk 22/23
November 2022					
28 November, 5.00 pm		17th November, 5pm			Date TBC
Safeguarding Children and Young People / Adults - Assurance		Ecological Emergency Action Plan			Equalities and Inclusion Strategy - provisional
Family Hubs (Early model designs for scrutiny input)		BCC Tree Strategy Update and CSC Trees Working Group Recommendations			Work Programme – standing item
Disproportionality in Youth Justice System (note - potential deep dive)		Tenant Participation Review			Forward Plan – standing item
Adult Social Care Transformation (part 2)					WECA – Joint Scrutiny minutes – standing item
December 2022					
	Date TBC			1st December, 5pm	Date TBC
	Children's Mental Health / Child and Adolescent Mental Health Services – early intervention Note – Invite People SC Members. (Potential closed session)			Annual Business Report	Gender Identity and Transition Policy - provisional
				Collection Fund - Financial Surplus/Deficit Report	Work Programme – standing item
				Debt Position Across the Organisation (incl pandemic impacts)	Forward Plan – standing item
				Finance Up-date Report	WECA – Joint Scrutiny minutes – standing item
				Council Tax Base Report	
				Performance Report	
				Risk Report	
January 2023					
			5pm, 25th January, 2023 (TBC)		Date TBC
			Active Travel/Walking and Cycling Strategy (implementation of WECA Strategy)	Budget Scrutiny	Companies Business Plans (Jan/Feb TBC)
			Culture Review: To include:		Work Programme – standing item

People Scrutiny Commission (PSC)	Health Scrutiny – Sub-Committee (of the PSC)	Communities Scrutiny Commission (CSC)	Growth & Regeneration Scrutiny Commission (G&RSC)	Resources Scrutiny Commission (RSC)	Overview & Scrutiny Management Board (OSMB)
			<ul style="list-style-type: none"> Covid-19 recovery Equalities & Diversity Geographic Delivery 		
			Housing Delivery - Progress of Project 1000		Forward Plan – standing item
			High Streets Recovery		WECA – Joint Scrutiny minutes – standing item
February 2023					
		27th February, 2pm		Date TBC	Date TBC
		Waste Transformation: <ul style="list-style-type: none"> Village Model Review Street Cleaning Review Commercial Waste 		Budget Scrutiny	Scrutiny Annual Report to Full Council
		Keeping Bristol Safe Partnership			Work Programme – standing item
		<i>Libraries Working Group</i>			Forward Plan – standing item
					WECA – Joint Scrutiny minutes – standing item
					Work Programme – standing item
March 2023					
03 March, 5.00 pm	Date TBC		5pm, 22nd March 2023 (TBC)		Date TBC
SEND (Value for Money & Outcomes / Exclusions) - TBC	Update from Public Health (on work to encourage healthy weight and eating)		Bristol Flood Risk Strategy (Statutory Item)		Bristol City Council’s Business Plans (to include Scrutiny Workshop)
Sir Stephen Bubb Report - Update			Strategic Transport / City Region Sustainable Transport Settlements (CRSTS) <ul style="list-style-type: none"> Including Brabazon Arena 		Forward Plan – standing item
Adult Social Care Transformation (part 3)			Zero Emissions Transport Bid		WECA – Joint Scrutiny minutes – standing item
			Frome Gateway		Work Programme – standing item
April 2023					
	Quality Accounts - Sirona; AWP; NBT; UHBW; SWAS (closed briefings)				
Provisional items / to be scheduled					
Children in Care (National report – implications for Bristol) – likely to be a briefing	Update on NHS Structures (briefing - 26 July)	Public Toilets	Western Harbour		City Leap

