



Haverling

L O N D O N B O R O U G H

CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE AGENDA

7.00 pm

Wednesday
27 April 2016

Committee Room 1-
Town Hall - Town Hall

Members 9: Quorum 4

COUNCILLORS:

Gillian Ford (Chairman)
Carol Smith (Vice-Chair)
Jason Frost

Nic Dodin
John Glanville
Joshua Chapman

Philippa Crowder
John Wood
Keith Roberts

CO-OPTED MEMBERS:

**Statutory Members
representing the Churches**

Jack How, Roman Catholic
Church
Lynne Bennett, Church of
England

**Statutory Members
representing parent
governors**

Linda Beck, National
Association of Headteachers
Julie Lamb, Special Schools
Emma Adams, Primary
Lynda Rice, Secondary

Non-voting members representing local teacher unions and professional associations:
Keith Passingham (NASUWT) and Ian Rusha (NUT)

**For information about the meeting please contact:
Wendy Gough 01708 432441
wendy.gough@onesource.co.uk.**

Protocol for members of the public wishing to report on meetings of the London Borough of Havering

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

What is Overview & Scrutiny?

Each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements. Each overview and scrutiny sub-committee has its own remit as set out in the terms of reference but they each meet to consider issues of local importance.

The sub-committees have a number of key roles:

1. Providing a critical friend challenge to policy and decision makers.
2. Driving improvement in public services.
3. Holding key local partners to account.
4. Enabling the voice and concerns to the public.

The sub-committees consider issues by receiving information from, and questioning, Cabinet Members, officers and external partners to develop an understanding of proposals, policy and practices. They can then develop recommendations that they believe will improve performance, or as a response to public consultations. These are considered by the Overview and Scrutiny Board and if approved, submitted for a response to Council, Cabinet and other relevant bodies.

Sub-Committees will often establish Topic Groups to examine specific areas in much greater detail. These groups consist of a number of Members and the review period can last for anything from a few weeks to a year or more to allow the Members to comprehensively examine an issue through interviewing expert witnesses, conducting research or undertaking site visits. Once the topic group has finished its work it will send a report to the Sub-Committee that created it and will often suggest recommendations for the Overview and Scrutiny Board to pass to the Council's Executive.

Terms of Reference

The areas scrutinised by the Committee are:

- Pupil and Student Services (including the Youth Service)
- Children's Social Services
- Safeguarding
- Adult Education
- Councillor Calls for Action
- Social Inclusion

AGENDA ITEMS

1 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

2 DISCLOSURE OF INTERESTS

Members are invited to disclose any interests in any of the items on the agenda at this point of the meeting. Members may still declare an interest in an item at any time prior to the consideration of the matter.

3 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

4 MINUTES (Pages 1 - 10)

To approve as a correct record the minutes of the meetings of the Sub- Committee held on 15 March 2016 and 31 March 2016 and authorise the Chairman to sign them.

5 MULTI-AGENCY SAFEGUARDING HUB (MASH)

The Sub-Committee will receive an update on the MASH. *(To follow)*.

6 EARLY HELP

The Sub-Committee will receive a presentation on Early Help and the challenges.

7 DEMAND MANAGEMENT CLUSTER NAVIGATOR (Pages 11 - 14)

The Sub-Committee will receive a report on the Demand Management Cluster Navigator. *(report attached)*

8 FUTURE AGENDAS

Committee Members are invited to indicate to the Chairman, items within this Committee's terms of reference they would like to see discussed at a future meeting. Note: it is not considered appropriate for issues relating to individuals to be discussed under this provision.

9 URGENT BUSINESS

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which shall be specified in the minutes, that the item should be considered at the meeting as a matter of urgency.

**Andrew Beesley
Committee Administration &
Member Support Manager**

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**MINUTES OF A MEETING OF THE
CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE
Committee Room 1-Town Hall - Town Hall
15 March 2016 (7.00 - 8.45 pm)**

Present: Councillors Gillian Ford (Chairman), Nic Dodin, John Glanville, Joshua Chapman, John Wood, Dilip Patel and Linda Trew

Co-opted Members: Jack How, Julie Lamb and Lynne Bennett

Non-voting Member: Ian Rusha

The Chairman advised those present of action to be taken in the event of an emergency evacuation of the building becoming necessary

34 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

Apologies were received from Councillor Philippa Crowder (Councillor Dilip Patel substituting), Councillor Keith Roberts and Councillor Carol Smith (Councillor Linda Trew substituting).

35 DISCLOSURE OF INTERESTS

Jack How declared an interest on matters relating to schools. His wife was a teacher at Marshalls Park School.

36 CHAIRMAN'S ANNOUNCEMENTS

The Chairman gave details of action to be taken in the case of fire or other event that should require the evacuation of the meeting room.

37 MINUTES

The minutes of the meeting held on 14 January 2016 were agreed as a correct record and signed by the Chairman.

38 ATTENDANCE AND EXCLUSION DATA

The Alternative Provision & Looked After Children Education Manager presented to the Sub-Committee a report on school attendance and exclusion in the borough.

It was noted that good school attendance was important because poor attendance was linked to poorer educational outcomes which also resulted in a safeguarding concern where a child was not in school during term time.

The Sub-Committee noted that in Havering, the issue of taking children out of school for holidays in term time continued to be a concern and from the latest data available, it outlined that Havering schools were still authorising more absence than schools in London and England averages.

The report indicated that unauthorised absence had fallen, as had persistent absence (PA) over the past few years. This had been reflected in a higher figure for penalty notices/fines over the past two years and showed the importance of keeping focussed on reducing these two factors in particular. The Government had changed the threshold for PA from below 85% to below 90% attendance from September 2015, which would translate to an increase in the numbers/percentage of pupils falling within the definition of PA from this academic year.

The Sub-Committee noted that in relation to exclusions, head teachers had the power to exclude pupils for any breaches of the school behaviour policy. Concerns around educational outcomes and safeguarding for pupils who were excluded meant that the Local Authority had a legal duty to provide alternative education for such pupils who were permanently excluded.

The Alternative Provision & Looked After Children Education Manager added that permanent exclusion from a school could have a long lasting (sometime lifelong) impact on a young person. The rate of permanent exclusion in Havering in previous years had been higher than the London and England average in secondary schools and there had been increased pressures on primary schools to use permanent exclusion as a way to deal with challenging behaviour. An additional concern in Havering was that the Pupil Referral Service was currently in Special Measures.

There had been work over the past year that had focussed on improving support, challenge and protocols with schools. Measures included improving alternative provision offer for schools, strengthening the In Year Fair Access Panel (IYFAP) for young people at risk of exclusion or without a school place, and supporting the Havering Pupil Referral Service towards academisation and improving the quality of the education offered in the interim.

In response to a question from the Sub-Committee on how much importance schools needed to consider the data, the Interim Assistant Director Learning & Achievement commented that it was important that Members received aggregated data on attendance and exclusions and that it was equally important that the service drilled down to understand whether

the data for any specific groups of young people were respectively lower or higher than their peers.

The Sub-Committee accepted that schools had different tolerance levels whilst also recognising that the value of service provided by the IYFAP to children in Year 7 to Year 10. Officers were of the view that the use of fixed term exclusion could work positively to reduce permanent exclusion. The Sub-Committee was advised of the production of a threshold document on exclusions with 3 different levels, support and examples of intervention. If one level fails it was escalated up to the next level.

The Sub-Committee was also informed that 85% of young people in the Youth Offending System were likely to have been excluded from a school.

The Chairman requested for data collection and feedback for special schools be circulated to the Sub-Committee.

The Sub-Committee **NOTED** the report.

39 **OVERVIEW OF SCHOOL ADMISSIONS AND EXPANSION PLANS, NOT IN EDUCATION, EMPLOYMENT AND TRAINING (NEET) AND THE RAISING OF PARTICIPATION AGE.**

The Sub-Committee received a presentation on the progress relating to the School Admissions Procedures and Schools Expansion Programme.

The report stated that in Havering, an additional 2,700 permanent Primary school places had been created in all year groups from 2011/12 - 2015/16. The borough had experienced the largest netflow across all London boroughs.

The School Admissions Code was the statutory guidance for Admission Authorities, Governing bodies, Local Authorities, schools adjudicators and admission appeals panels. The purpose of the Code was to ensure that all school places for schools including Academies were allocated and offered in an open and fair way. The Code had the force of law and imposed mandatory requirements on Local Authorities.

All schools had admission arrangements that clearly outlined how children would be admitted, including the criteria that would be applied if there were more applications than places at the school.

Admission Authorities were to set ('determine') admission arrangements annually. Where changes were proposed to admission arrangements, the admission authority must have first publicly consulted on those arrangements. The consultation period allowed parents, other schools, religious authorities and the local community to raise any concerns about the proposed admission arrangements.

Once all arrangements have been determined, arrangements can be objected to and referred to the Schools Adjudicator. Any decision of the Adjudicator must be acted on by the Admission Authority and admission arrangements amended accordingly. The Local Authority collated and published all the admission arrangements in the area in a single composite prospectus.

In the normal admissions round, parents applied to the Local Authority in which they lived for places at their preferred schools, parents were able to express a preference for at least three schools and up to six.

A National offer day for notification this year for secondary transfer was the 1 March while the 16 April would be for primary school offers.

The Sub-Committee questioned the appropriateness of the mail out time for notifications. Currently the time was 17:00, whereas some authorities mailed out at 12:00.

The Sub-Committee noted that a draft Commissioning Plan for Education Provision approved by Cabinet in March 2015 was consulted on across the borough between April and June 2015 to gather the views from education providers, residents, parents and other stakeholders on proposals that would help address the needs identified. There were a total of 824 completed questionnaires, of which over 700 were completed online.

The consultation survey responses had helped to inform the approach to expand existing schools where possible with the options to also explore free school.

The report highlighted that overall 80% of all respondents agreed with the principles that guided the commissioning proposals, based on the consultation the final Commissioning Plan for Education Provision was approved in August 2015 and this had formed the basis of the recommendations in the November 2015 Cabinet Report.

The Sub-Committee was informed that each expansion proposal would need to answer positively to the following statements before the statutory processes could commence:

- The school could be expanded as there was scope to create additional accommodation on site
- The school was located accessibly to where there was an increased pressure on places
- The school was educationally secure and resilient with the capacity to manage a significant increase in size without adverse impacts on standards

- There was a clear aspiration on the part of the school to manage the expansion
- The expansion would provide good value for money.

Once decided, the Statutory Consultation process would run parallel to any planning applications. The Statutory Notice would then be published following a successful planning permission was obtained.

The School Provision & Commissioning Manager informed that Sub-Committee that in 2015, the Government increased the age to which all young people in England must continue in education or training; requiring them to continue until their 18th birthday from 2015.

Young people had a choice about how they continued in education or training post-16, which could be through full-time study in a school, college or with a training provider; or full-time work or volunteering (20 hours) combined with part-time education or training; or an apprenticeship or traineeship scheme.

It was noted that most young people continued in education or training after they finish Year 11, because it gave them the best chance to get the skills and qualifications that employers and universities required. The report however mentioned that the small group of young people not participating included some of the most vulnerable.

The Sub-Committee was informed that the Local Authority had an existing duty that encouraged, enabled and assisted young people to participate in education or training which still applied.

It was mentioned that tracking young people's participation was a key element of these duties. Local Authorities were required to collect information about all young people so that those who were not participating, or are NEET, could be identified and given support to re-engage.

Local Authorities were required to have arrangements in place that provided information on all young people's current activity at regular intervals. This may be through the exchange of information with education and training providers, and other services within the local authority area such as Youth Offending teams and Jobcentre Plus, as well as through direct contact with young people.

The Sub-Committee was informed that the strategic priorities for post-16 were

- The continued support in the growth in participation of 16 year olds staying in education, monitoring participation rates and trends.
- The increase in the number of 17 year olds participating in education and training, that made a positive transition from year 12 to 13.

- The increase in the range and quality of Traineeships and Apprenticeships opportunities available across all levels.
- To promote participation of all 14-19 year olds particularly those most vulnerable and ensure that appropriate mix and balance of provision was available for all Havering residents, particularly those in vulnerable groups.

The partnership in Havering between colleges and schools, where the colleges guaranteed places for suitably qualified applicants had proved to be valuable in ensuring places for young people in Havering.

However, the number of Year 11 leavers was projected to decline slightly until 2017/18, and then followed by a significant rise in 2018/19 and years beyond as Havering was a high net importer of learners and the combination of increased future residents and school population would impact on the provision required.

The issue for providers was therefore more about responding to changes in demand, including managing changes in the balance of the types of provision required by the group of young people.

Officers stated that the Local 14+ Progression and Transition Partnership was critical for the successful delivery of RPA and it needed to be inclusive and robust, with a clear understanding of the requirements of young people and a commitment to put their needs at the heart of its decision-making processes.

The Partnership's guiding principles were for increased participation in education or training, in a personalised model that entailed provision of an inclusive and engaging experience for all young people. The principles also included Performance; to improved standards and increased levels of achievements and progression; that ensured every young person has meaningful access to employment, training or further or higher education.

The operational arm of the Havering Learning Partnership was the collegiate group that was constituted by its various sub-groups, such as the 16/18 Performance Group, Apprenticeship Provider Forum, NEET Partnership and North East London Cluster.

In response to an enquiry on the planned changes to the over subscriptions criteria, the Sub-Committee was informed that the Government was about to consult on amendments to the current School Admissions code. It was expected that the consultation would include proposal to change the arrangements for summer born children, and how siblings and pupils in receipt of Pupil Premium were dealt with within the code and over-subscription criteria.

It was stated that some Local Authorities had already made changes to their sibling criteria and added in a sibling plus distance criteria to ensure that

only siblings still living within a pre-determined area still receive a higher priority.

The Sub-Committee **NOTED** the report.

40 **CHAIRMAN TO FEEDBACK ON THE OPEN FORUM MEETING**

It was agreed that the latest forward plan be circulated to members of the Sub-Committee.

41 **STARTERS AND LEAVERS**

The Sub-Committee noted the following changes to the membership:

Lynne Bennett – Church of England Representative (replaced Philip Grundy)

Linda Beck – National Association of Head Teachers (replaced Margaret Cameron)

Chairman

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**MINUTES OF A MEETING OF THE
CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE
Committee Room 2 - Town Hall
31 March 2016 (7.00 - 7.30 pm)**

Present: Councillors Gillian Ford (Chairman), Carol Smith (Vice-Chair), Jason Frost, Nic Dodin, John Glanville, Joshua Chapman, John Wood and Roger Westwood

Co-opted Member: Jack How

The Chairman advised those present of action to be taken in the event of an emergency evacuation of the building becoming necessary

42 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

Apologies for absence were received from Councillor Philippa Crowder (Councillor Roger Westwood substituting) and from Councillor Keith Roberts.

43 DISCLOSURE OF INTERESTS

There were no disclosures of interest.

44 CHAIRMAN'S ANNOUNCEMENTS

The Chairman gave details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

45 EDUCATIONAL ATTAINMENT TOPIC GROUP

The Sub-Committee considered the draft report of the educational achievement topic group and made a number of amendments to the wording. It was agreed that the clerk to the Sub-Committee would circulate an amended version of the report for Members to review prior to it being submitted to Cabinet.

The Sub-Committee asked if confirmation could be obtained of the membership of monthly performance monitoring boards for schools.

46 **URGENT BUSINESS**

The clerk to the Sub-Committee would check if a change in co-opted member was required from the National Association of Schoolmasters-Union of Women Teachers.

Chairman

CHILDREN & LEARNING OVERVIEW & SCRUTINY SUB-COMMITTEE

Subject Heading:	Update on Demand Management – Cluster Navigator pilot
CMT Lead:	Isobel Cattermole
Report Author and contact details:	Sue Imbriano, Interim Assistant Director, Learning and Achievement
Policy context:	Early Help and Safeguarding
Financial summary:	There are no financial implications arising from this report as no decision is being requested

The subject matter of this report deals with the following Council Objectives

Havering will be clean and its environment will be cared for	<input type="checkbox"/>
People will be safe, in their homes and in the community	<input checked="" type="checkbox"/>
Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

SUMMARY

There has been increasing demand across children’s services over recent years and the numbers of children coming into Havering has grown. It is necessary, therefore, to find ways of stabilising and/or reducing this demand in order to achieve identified savings and deliver within agreed budgets. A transformation bid was agreed to fund a one year post called a ‘cluster navigator’ with the prime objective of working with a cluster of Early Years’ settings and schools to improve the co-ordination and access to early intervention and a suitable range of support from a variety of organisations. Although difficult to predict the exact level of savings which might be achieved by means of this pilot, it was anticipated that the wider local authority would see a reduction in the need for statutory provision: fewer young people entering care and the judicial system; a reduction in the number of permanent exclusions; better school attendance and an improvement in the mental health of our children and young people. As ever, however, it is difficult to prove conclusively ‘cause and effect’ in terms of a specific intervention (in this

case the cluster navigator) as there are a number of variables at play. In addition, the pilot has only been in place for two terms which is too short a time to achieve the stated objectives. This report, therefore, summarises what has happened to date and suggests a potential way forward to achieve the original objectives of the pilot.

RECOMMENDATIONS

The purpose of this report is to inform Members of progress to date in the cluster navigator pilot and to set out how the original objectives of this pilot might be achieved in the future.

Members are asked to note the update and to request a future report on how the objectives and/or work of the cluster navigator role have been subsumed into the wider Early Help agenda and services, once these have been established.

REPORT DETAIL

1. Overview

- 1.1. The cluster navigator is a demand management pilot funded for the academic year 2015/2016 . This role was positioned as the main conduit and sign-poster to local services for a cluster of Early Years settings and schools and as a resource to map untapped local community support, including business, community, voluntary and faith sectors. It was also intended that this postholder should seek opportunities for funding from external sources. In addition, the pilot would provide the opportunity to improve on-line information about community resources which, in turn, would help deliver channel shift. School clusters were invited to bid to work with the local authority on this pilot and the schools involved are Benhurst, Elm Park, Hylands, R J Mitchell, Wykeham, Towers Infant, Towers Junior, Brittons Academy and Sanders School.
- 1.2. The pilot was set up with the aspiration of minimising the risk of high levels of unmet need in vulnerable children and their families, thus avoiding significant cost to the authority (and other partners) in the future. This was quantified at the outset of the pilot in terms of the average costs of: a looked after child; a child admitted to a mental care facility; a youth justice placement; and persistent absenteeism.

2. Progress of the pilot to date

- 2.1. The pilot has reached a mid-way point and the engagement of the cluster of schools involved continues to increase. A recent family information evening attended by a range of agencies has started a further conversation about the most creative ways of engaging with parents and carers to support them. The navigator is developing some useful community links for schools and has been able to support schools to navigate information sources within the local authority as well as national organisations. In addition, school representatives have discussed the identification of sources of quantitative and qualitative indicators to measure impact of this. Currently, colleagues from the primary and secondary phases are working well together, but the link with Early Years' settings is not yet fully embedded. Planning for the inclusion of Early Years' settings in the cluster formation has begun, thus making the possibility of a seamless and coherent pathway through a child's educational journey more of a reality.
- 2.2. The recent appointment to the post of Development Officer, Professionals' Gateway, who will oversee the insertion of a professionals' portal within the Education Portal, will further enhance the ability of educational settings to access information about a wide variety of support networks in a format of their choice.
- 2.3. Although all involved agree that it is too early to provide quantitative data to show the impact of this role, the schools can provide case studies which reflect positive outcomes and believe they will be able to offer attendance, exclusion and progress data in the future. The schools report that the navigator's post has: reduced their frustration about the identification of services; given them access to support, previously unknown; demystified the changing face of the local authority, in part; and they feel more able to identify key contacts who can support their families. It is also noted that the cluster navigator has supported schools in identifying key contacts in other local authorities in order to manage the arrival of children from outside Havering in relation to family needs.
- 2.4. The current postholder will leave the position in May, 2016 and the cluster head has agreed that he will oversee the project until the end of the summer term on the basis of a spending plan for the remainder of the funding being agreed by the local authority.

3. Next steps

- 3.1. Schools in the pilot are aware that there is no further central funding for a cluster navigator post for the next academic year. Any similar arrangement

would, therefore, need to be sourced from school or external funds (or a combination of the two).

3.2. In considering the next steps, however, it is important to contextualise the objectives of this pilot in developments taking place across the range of children's services. Importantly, since the inception of the pilot the Early Help service has undergone a thorough re-organisation which is almost complete. The Early Help strategy will be predicated on a more robust and integrated working relationship between children's services and school and Early Years' settings. Important aspects of this approach include named Early Help contacts for schools (reflecting the view from the pilot cluster of the importance of the 'personal' contact) and developing relationships with early help providers and the voluntary and community sectors. Other elements of this new approach which need to be brigaded to offer the best possible support to Early Years' settings, schools, vulnerable children and their families are the Family Information Service, children's services front door, Troubled Families and Youth Offending. A robust Early Help governance structure will be put in place in June. A crucial underpinning aspect of an integrated approach will be the availability of and access to a range of information across all those services involved in delivering early help.

3.3. It is also important that the objectives of this pilot are considered in the wider context as any benefits resulting from this way of working need to be replicable across all Early Years' settings and schools.

IMPLICATIONS AND RISKS

As no decision is being requested as a result of this report, there are no financial, legal, human resources or equalities' implications to report.

Financial implications and risks: None

Legal implications and risks: None

Human Resources implications and risks: None

Equalities implications and risks: None

BACKGROUND PAPERS

None.