



## Children and Families Overview and Scrutiny Committee

**Wednesday 21 October 2009 at 7.30 pm**  
Committee Rooms 1 and 2, Brent Town Hall,  
Forty Lane, Wembley, HA9 9HD

### Membership:

#### Members

Councillors:

Motley (Chair)  
Fernandes (Vice-Chair)  
Arnold  
Eniola  
Mistry  
J Moher  
C J Patel  
Tancred

#### First alternates

Councillors:

Hashmi  
Baker  
Thomas  
Beswick  
Kansagra  
R Moher  
Bessong  
Hirani

#### Second alternates

Councillors:

Anwar  
HM Patel  
Mrs Bacchus  
Butt  
HB Patel  
Singh  
Clues  
V Brown

#### Voting co-optees

Mr Akisanya  
Mrs Bondzi-Simpson  
Mr Lorenzato  
Rev P Stone

#### Non-voting co-optees

Dr Levison  
Mrs Tabi

#### Observers

Mr Carter  
Ms Cooper  
Mrs Gouldbourne  
Ms Jolinon  
Mr Patel  
Mrs Singh  
Representatives of Brent  
Youth Parliament

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**The press and public are welcome to attend this meeting**

# Agenda

Introductions, if appropriate

Apologies for absence and clarification of alternate members

Item	Page
<b>1 Declarations of personal and prejudicial interests</b>	
Members are invited to declare, at this stage of the meeting, any relevant financial or other interest in the items on this agenda.	
<b>2 Minutes of the previous meeting</b>	1 - 6
<b>3 Safeguarding children in Brent</b>	
Verbal feedback to the committee following the recently established cross-party meeting which looks at safeguarding children in Brent.	
<b>4 School places in Brent</b>	
A verbal update on issues relating to the sufficiency of primary and secondary school places, the numbers of children currently without a school place and measures taken to provide suitable education provision for children out of school.	
<b>5 Building Schools for the Future (BSF)</b>	
Verbal update on the Council's bid to secure early entry into the BSF process.	
<b>6 Annual Report of Brent Youth Parliament (BYP) 2008-09</b>	7 - 18
This report sets out the progress and impact made by the Brent Youth Parliament (BYP) at the end of its second term. The report evaluates the performance of the youth parliament against the terms of reference agreed by its currently elected members at their induction session in November 2008. The report is an update from the six monthly progress report that was presented at the Children and Families Overview and Scrutiny Committee in April 2009, thereby highlighting progress made by BYP in the last six months only.	

**7 Scope of Youth Services Review** 19 - 34

The Services for Young People Review is an opportunity to evaluate the Youth Service and, more broadly, services and positive activities for young people in Brent. It will examine opportunities and the potential to reconfigure service provision so that youth provision in the borough is more closely aligned to the tiered model of need set out in the Brent Children and Young People's Plan 2009-2011. The review forms part of Brent's One Council Transformation Programme and has an efficiency target of £200,000 set against it.

**8 Allocation and funding of nursery places** 35 - 60

Universal nursery provision for 3 and 4 year olds was made available in 1998 through the allocation of government funding to local authorities; and the inclusion of the private voluntary and independent (PVI) sectors as nursery providers. All children aged 3 and 4, whose parents wished to take up the offer, were funded to receive 12.5 hours of nursery provision, equating to a part-time place. Government only provides funding for part time places in both sectors. Changes to government legislation on the number of hours to be provided, and on funding arrangements for nursery places for 3 and 4 year olds, have initiated a review of current arrangements in Brent. It is apparent that historic arrangements in place have led to inconsistencies in access to full-time and part-time places across the borough. In order to achieve transparency in allocating resources, and effectiveness in raising standards for all children, and narrowing the attainment gap between them, a new process for funding using a local single funding formula (SFF) and allocating early years (nursery) places has been developed.

**9 Performance Management of Children & Young People Plan 2008-09** 61 - 70

This report shows the level of progress made by the Brent Children's Partnership Board in 2008/09 in delivering the strategic priorities identified in the 2006/09 Children and Young People's Plan.

**10 Final task group report on pupil safety on the journey to and from school** 71 - 94

The final report of the task group on pupil safety on the journey to and from school.

**11 Date of next meeting**

The next meeting of the Children and Families Overview and Scrutiny Committee is scheduled to be held on Tuesday 15 December 2009.

## 12 Any other urgent business

Notice of items to be raised under this heading must be given in writing to the Democratic Services Manager or his representative before the meeting in accordance with Standing Order 64.



- Please remember to **SWITCH OFF** your mobile phone during the meeting.
- The meeting room is accessible by lift and seats will be provided for members of the public.
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## MINUTES OF THE CHILDREN AND FAMILIES OVERVIEW AND SCRUTINY COMMITTEE

Thursday 16 July 2009 at 7.30 pm

PRESENT: Councillor Motley (Chair), Councillors Mrs Fernandes, Mistry, J Moher, C J Patel and Tancred, together with co-opted members Mr C Akisanya and Dr Levison, and observer Ms C Jolinon (Teachers' Panel).

ALSO PRESENT: Councillors Wharton (Lead Member, Children and Families) and R Moher, together with Reem Ali and Kishan Parshotam, representatives of Brent Youth Parliament.

Apologies for absence were received from Councillor Arnold, from co-opted members Rev P Stone and Mr Lorenzato, and from observers Ms J Cooper and Mrs L Gouldbourne (Teachers' Panel).

The Chair welcomed the three witnesses – Philip Craig (Manager, Dalling Road Children's Home, LB Hammersmith & Fulham), Natasha Finlayson (Chief Executive, The Who Cares? Trust) and Errol John (Head of Operations, Barnardo's).

### 1. **Declarations of Personal and Prejudicial Interest**

None declared.

### 2. **Minutes of the Previous Meeting**

RESOLVED:

That the minutes of the previous meeting of the Children and Families Overview and Scrutiny Committee held on 16 June 2009 be agreed as a true and accurate record.

### 3. **Matters Arising**

*Item 3 – Matters Arising – Education Standards in Brent*

The Chair informed the Committee that, as agreed, he had written a letter to thank teachers for their work with pupils during the year.

### 4. **Children in Care and Residential Provision**

Ros Morris (Head of Commissioning, Social Care) presented a report setting out Brent's approach to provision for children in care in the context of the UK situation and preliminary information on the approach to provision in various European countries. She reported that in 2007 Brent had developed a radical three-year *Invest to Save* programme with a view to delivering service improvements and managing budget pressures effectively. A key part of the programme was to reduce the number of children in care where it was safe to do so, as well as to reduce the number of children in residential placements. After two years the total proportion of children in care in Brent had come down and was more in line with the UK average.

Ros Morris informed the Committee that placing children in residential

placements local to Brent cost an average of £2,000 per child per week. Currently there were nine young people in such placements. A total of 14 young people with the most complex and challenging needs were currently in several different residential placements in Southern England and the Midlands. Such placements cost in the region of over £2,000 to nearly £4,000 weekly for each young person. Brent used a small number of organisations that demonstrated a high standard of care and therapeutic approach to the children and young people in their care.

The contrast with the situation in several European countries was stark. The proportion of children in care in the UK was around half of that in Denmark and France, for example, and children came into care at a much earlier stage in life. In the UK there was a philosophy of promoting family life and of attempting to keep children at home for longer. Another clear difference was the significantly higher proportion of residential placements in European countries. Ros Morris reported that, from the studies she had looked at, there was a difference in philosophy of how children's homes were run. Residential workers were reported to be more involved in the total upbringing of children, and there was a greater focus on the young person's positive strengths, particularly in Denmark and Germany. The concept of social pedagogy was commonly used in European countries. The main qualifications for residential workers were at a higher level in Europe and fostering was less common. The outcomes appeared to be very positive, although long-term outcomes had not yet been studied. A direct comparison between the UK and Europe was difficult, as the needs of young people in residential care were more complex. In addition, the differences did not simply concern the training of workers and the pedagogic approach, but were integral to the policies and practices of the various countries studied.

Ros Morris added that it was pleasing to note that one of the providers used by Brent recognised government recommendations in relation to social pedagogy. She pointed out, however, that it was more difficult for providers to maintain consistent staffing – a key element of good residential care – in London and South East England, and that any move towards increasing the proportion of residential care would inevitably have financial implications. Ros Morris also pointed out that research had highlighted the longer-term potential costs of social exclusion as young people in care became young adults.

Errol John (Head of Operations, Barnardo's) informed the Committee that in the 1970s he had begun working in a children's home. The home had 26 children and young people, with four sets of house parents, who were married couples. The children tended to stay there for an extended period. It was a family environment, a village with detached houses. Barnardo's also worked in services to prevent children coming into care, providing alternatives. The local community was involved, with link workers and befrienders providing family support. At the time, work with children was still a social work specialism, but – as a result of the Seebohm Report in 1968 – generic social work came into being. Errol John pointed out that fostering was often not a stable option, with children being moved from placement to placement and only then being offered residential care. He felt that corporate parents had perhaps been reluctant to express a preference for residential care at an

earlier stage, regarding it more as a last resort. Errol John felt that preventive work was important, and that a range of options, including residential care, was needed.

Philip Craig (Manager, Dalling Road Children's Home, LB Hammersmith & Fulham) acknowledged that the report presented to the Committee was well researched and captured the key principles of trying to effect real change in residential care. Having worked in residential care since 1976, he felt that one thing had been constant – underachievement. The young people who came into residential care needed high quality care and comfort, but were cared for in the main by the least qualified and least resourced staff. There was a national pilot programme to look at models of social pedagogy. Philip Craig pointed out that this approach was within the social policy, justice system and families of the countries in which it was applied. In the UK there were ongoing problems of the quality of training and development for foster carers, and if foster families were not well supported there could be a stream of breakdowns. Residential care was viewed as a last resort. He agreed that it was difficult to make comparisons with other countries. For example, the UK was much more multi-cultural than Denmark and Germany. While this was a success, the UK had not done well in terms of investing in and respecting children in general. The European model worked for specific reasons – it was taken seriously, and was often regarded as a first choice, with highly skilled, trained and motivated staff working holistically and making a significant difference to outcomes. Philip Craig took the view that this was something that had happened in the UK in the past, but that residential care had become over-regulated and bureaucratic. He felt that the main difference between residential therapeutic staff and mainstream social workers was the level of training, and he hoped that the national pilot scheme would enable not only an understanding of social pedagogy, but also a raising of the level of staff training and development.

Natasha Finlayson (Chief Executive, The Who Cares? Trust) informed the Committee that most of the relevant charities were strongly in favour of social pedagogy. The Who Cares? Trust had a close relationship with the national populations of children in care. The key message was that foster care had failed, particularly in view of the outcomes. Some people felt that the care system compounded children's difficulties. While there were good foster carers, many mediocre ones were not getting the training and input to enable stability for young people. Instability characterised a life in care and the subsequent sense of rejection and worthlessness. Indeed, children rated stability more highly than the quality of care, and corporate parents needed to get this right from the start. All assumptions needed to be dismissed. For example, the government was already moving away from the view that a nuclear family setting was best for all children. Many children in care did not want another family, and would prefer to be in residential care. In Germany and Denmark there was absolute confidence in the care system and there was no concern that a child might not be better off in residential care. Natasha Finlayson felt that the reluctance to use residential placements was in itself an indictment of the care system, and that in countries such as Germany and Denmark there was no stigma attached to being in care. The degree

qualification in social pedagogy was an exceptional qualification, very different from what she saw as the controlling and punitive attitude to children in the UK. The national pilot was extremely positive, and was an indication of a trend. It was interesting to note that all the children's homes run by Essex County Council were moving to the social pedagogy model.

The Chair regretted that, while witnesses from Essex County Council had been invited to this meeting, they had not been able to attend.

Commenting on the presentations, Councillor R Moher stated that, in her experience as a fostering manager, the best foster carers kept children's birth families alive for them, and that placement stability was the key to success in care. She felt that the social pedagogy approach would involve longer working hours than staff were accustomed to, and that the organisation and cost of this would need to be considered. Corporate parents needed to look at what young people wanted and needed, and choices needed to be built in. Extra places would be needed in order to be able to offer choice, and all this cost money.

Councillor Mrs Fernandes thanked the witnesses for their presentations, which she had found inspiring in their focus on children. In the past children had not been the focus, as safety had been the main consideration. Over the years progress had been made, and the child was now the focus. She did not agree that fostering had failed, rather that carers were being failed in relation to support and training, but she looked forward to the application of the concept of social pedagogy as a holistic approach to children and their families.

Asked what support was available to foster carers, Graham Genoni (Assistant Director, Social Care) reported that, while the Council could always provide more in terms of induction, training and support with a view to supporting stability, the reality was that carers were dealing with very challenging young people. Philip Craig added that in some cases there came a point when, regardless of the amount of support provided, foster care was no longer manageable.

Errol John informed the Committee that, as a result of funding cuts and changes in the system of commissioning by local authorities, organisations such as Barnardo's were no longer able to work imaginatively in partnership with agencies to offer a holistic approach in listening to and adding value in working with young people, and he felt this was a loss.

Natasha Finlayson added that it was worth bearing in mind that in Denmark and Germany social pedagogues also trained foster carers, so providing the benefit of raising the standard of fostering.

Dr Levison commented from his experience in business that if it was felt that the current model was not working, there needed to be an understanding of the underlying causes, and issues such as social stigma and financial commitment needed to be solved.

Councillor Wharton (Lead Member, Children and Families) informed the Committee that the administration's policy was the *Invest to Save* programme.



This had been initiated as a result of the view having been taken that the wrong children were being taken into care and that the right type of support had not been offered. There had been success in family support, particularly in terms of finding other family members to support children. He felt that allowing the numbers of children in care to get out of control again would be a problem. He also saw risks in that it was difficult for the Council to provide stable staffing resources for assessing children. Asked whether the administration would look favourably on reviewing the balance of residential as against fostering placements, Councillor Wharton replied that this would depend on availability of resources.

After discussion, the Committee agreed that it would like to hear more about social pedagogy and the experience of Essex County Council. The Committee recommended that the possibility of developing a hybrid model of care between fostering and residential care be explored with a view to introducing social pedagogy into care for children. The Committee also asked that information be provided on the number of multiple foster placements and the number of foster carers' own children in placements. The Committee agreed to start by looking at the Essex County Council model.

The Chair thanked the three witnesses for their illuminating and passionate presentations, and the Committee recorded a vote of thanks.

**RESOLVED:**

- (i) that further work be carried out by the Children and Families Department to develop a hybrid model of care between fostering and residential care with a view to introducing social pedagogy into care for children in Brent;
- (ii) that information be provided on the number of multiple foster placements and the number of foster carers' own children in placements.

**5. Performance Management of Children and Young People Plan 2008/09**

The Committee agreed to defer this item in the absence of the relevant officer. In the meantime, Graham Genoni (Assistant Director, Social Care) was pleased to report that the social care performance indicators that had slipped down to level two the previous year were now at level three and much stronger.

**RESOLVED:**

that the report be deferred to the next meeting.

**6. Date of Next Meeting**

The next meeting would be held on Wednesday 21 October 2009.

## 7. Other Urgent Business

### *Update on School Places*


Graham Genoni (Assistant Director, Social Care) introduced a report on the sufficiency of school places, the number of children currently without a school place, and measures taken to provide suitable provision out of school. He reported that 169 children due to start school in September 2009 were unplaced. There was a total of 106 vacancies. In addition, 84 places had not yet been confirmed, and would become available on Monday 20 July if they were not confirmed by then. The Council was continuing to pursue options for additional provision. A total of 152 pupils due to transfer to high school were without a place. There were 180 vacancies, the majority in boys' schools. The admissions service was working with parents and staff in schools to help secure places and would continue to do so over the summer. Councillor Wharton (Lead Member, Children and Families) informed the Committee that the most immediate concern was for primary school places. He reported that the Council worked hard to fulfil its legal obligations, but the outcome was not always satisfactory, and he emphasised the difficulties of operating at near to full capacity. While the government had announced funding for expansion, the details of the funding were not yet known. Three extra classes had been opened since the previous year. Members were concerned at the number of 11-year olds unplaced and expressed the hope that any new high school planned would be built in the south of the borough, where the need seemed greatest.

RESOLVED:

that the report be noted.

The meeting ended at 9.30 pm.

W MOTLEY  
Chair

	<p style="text-align: center;"><b>Children and Families Overview and Scrutiny Committee 21 October 2009</b></p> <p style="text-align: center;"><b>Report from the Director of Children and Families department</b></p>
For Information	Wards Affected: ALL
<b>Annual Report of Brent Youth Parliament (BYP) 2008-09</b>	

## **1.0 Summary**

- 1.1 This report sets out the progress and impact made by the Brent Youth Parliament (BYP) at the end of its second term. The report evaluates the performance of the youth parliament against the terms of reference agreed by its currently elected members at their induction session in November 2008.
- 1.2 This report is an update from the six monthly progress report that was presented at the Children and Families Overview and Scrutiny Committee in April 2009, thereby highlighting progress made by BYP in the last six months only.

## **2.0 Recommendations**

- 2.1 Members are requested to note the good progress made by the BYP in its second term and endorse the changes proposed for the next term. These are mainly around extension of BYP term to a two year term and a proposed increase in seat allocation. Details are provided in section 5 of this report.
- 2.2 Members are requested to agree the proposed actions aimed at strengthening youth participation across the work of the Committee as outlined in section 6 of this report.

## **3.0 Detail**

### **Background**

- 3.1 The BYP was established in 2007 with the aim of creating a robust youth participation structure that would encourage young people in Brent to have a voice and influence policy and decision making.

3.2 Elections were held in October 2008 during Local Democracy Week to elect new members of youth parliament (MYP) for the year 2008-2009. There are 63 seats on BYP and these are comprised of representatives aged 10 to 19 from local schools including special schools and local youth groups. The structure chart of BYP and the profile of current MYPs is outlined in the six monthly progress report.

### **Terms of Reference (TOR)**

3.3 At the induction, the elected MYP's agreed their TOR for their term in office. These are outlined below along with the progress made since the submission of the six monthly report to Scrutiny in April 2009.

#### **A) To be the voice of young people in Brent**

3.4 BYP ensures that it is the voice of young people in Brent by coming together at monthly parliament sessions to talk about issues that matter to young people and by attending meetings outside of the sessions to ensure that views of young people are always represented. Details of progress made in the last six months are set out below.

3.5 Attendance at the monthly parliament sessions has remained over 75% per session. The sessions are planned and facilitated by the BYP executive. Some of the discussion and activities at the sessions in the last six months have included:

- production of a short film publicising the work of BYP and raising awareness of its campaign
- debates on whether BYP should move to a two year term
- creation of the young friendly comic version of the Children and Young People's Plan (CYPP)
- meetings with respective Lead Members and senior officers from the council to address the issues raised by BYP within their portfolios
- consultation with BYP on the borough's Sports and Physical Activity strategy
- responding to governments consultation on PSHE reforms in schools
- consultation on the establishment of a youth website supported by the council

3.6 In addition to attending the monthly parliament sessions, MYPs also take part in meetings outside of the sessions that require young people's perspective. In the last six months these have included:

- attending the consultation event for the establishment of the Children in Care Council in Brent
- attending the Children's Rights conference organised by UNICEF UK and CRAE (Children's Rights Alliance for England) to hear progress on implementing the UN Convention on the Rights of the Child in the UK
- taking part in the consultation about the merger of Hay Lane and Grove Park school.

## Portfolios

- 3.7 The current BYP have selected five portfolios from the list of Member Portfolios and have chosen to focus on a single issue within each area. Letters from the chair of BYP were sent to the respective Lead Members and directors of departments requesting responses to the issues highlighted by BYP. All letters sent by BYP have received a response and details of the progress made against each portfolio are highlighted in the table below:

<b>Portfolio</b>	<b>Progress made in the last six months</b>
<b>Crime Prevention and Public Safety</b>	BYP raised lack of street lighting in certain areas as a concern. Details of these areas were provided to the street care team who have subsequently resolved the issues where possible. Regular contact is maintained with the street care teams.
<b>Health and Social Care</b>	BYP raised concerns with the quality of health education and health provision within schools. A detailed letter was received by BYP from the Chief Executive of NHS Brent outlining details of the health provision for young people in Brent. In response to BYP's concern about sexual health, a focus group was set up to discuss preventative and treatment aspects of Chlamydia. BYP also responded to the national consultation on PSHE reforms proposed by central government. The response was shared with colleagues at the School Improvement Service. More recently the BYP have been consulted on the borough's Sports and Physical Activity strategy.
<b>Environment and Culture</b>	BYP highlighted litter dropping and the need for more educational initiatives as a concern. The assistant director for Environment and Culture attended one of the parliament sessions and informed members of local initiatives in place to educate young people about environmental issues as well as services available to encourage local residents to recycle. He further requested BYP to put together a list of specific areas where they felt litter dropping/lack of recycling was a problem and promised to get them addressed where possible.
<b>Regeneration and Economic Development</b>	BYP highlighted the lack of open spaces and buildings that could be used by teenagers and requested to be involved in future consultation on new developments in the borough. A detailed letter from Brent Youth Service was received highlighting future plans for locality based working thereby providing opportunities for more spaces for young people across the five localities. As a result of BYP's letter, a group of young people were consulted on the design of the Civic Centre staff and further plans are in place to liaise with colleagues within Policy and Regeneration Unit.
<b>Children and Families</b>	BYP raised concerns about the lack of careers advice given to young people in schools. Discussions have since taken place with the members of 14-19 strategic forum who have welcomed the opportunity to speak to members in detail about their needs on this issue.

## **B) To have a say in decisions that are usually made by adults and to influence policy**

- 3.8 BYP ensures that it has a say in decisions that are usually made by adults by having young people present at meetings attended by adults, by ensuring that policies for children and young people are brought to the attention of BYP for consultation and by getting involved in the recruitment of staff that work with young people. Details of progress made in the last six months are set out below.
- BYP were invited to a focus group with the Civic Centre staff to ensure that views of young people were taken into consideration with the design as well as the usability aspect of the building
  - Some members have taken part in interview panels to recruit staff working with young people (key workers for the Family Intervention Team in Social Care and Personal Advisors for Connexions)
  - Members have attended meetings of the Brent Children's Partnership as well as Children and Families Overview and Scrutiny Committee meeting
  - BYP were consulted on the borough's Sports and Physical strategy as well as on the development of a website for young people.

## **C) To promote the work of BYP and celebrate the achievements of young people**

- 3.9 BYP ensures that it promotes the work of MYPs by regularly featuring in The Brent Magazine, updating BYP pages on the BRAIN website and interacting with non members via social networking sites such as Facebook. BYP also plan events to celebrate the achievements of young people. Details of progress made in the last six months are set out below.
- 3.10 The Vtalentyear volunteer working with BYP has worked with staff at Brent community website BRAIN and updated the BYP pages. BYP members have also taken ownership of updating BYP information and interaction on the social networking site Facebook. This has helped raise awareness of BYP and increase interaction with non members.
- 3.11 Members are progressing well with their campaign 'break the stereotype, fix the impression', which is aimed at tackling the negative stereotypes of young people that are often portrayed in the media. Members have produced stickers and a short film to publicise their campaign, they are going to launch a survey to gather views from across the age ranges about how young people are viewed in society today, and are planning their first youth conference (planned for 13 November) to raise awareness of their campaign across a wide student audience who are non members and to encourage youth participation at a wider level.

## **D) To work with UK Youth Parliament (UKYP) and influence national policy**

- 3.12 BYP ensures that it works closely with UKYP to influence national policy. This is done by attending UKYP meetings, events and the annual sitting. Details of progress made in the last six months are set out below.
- 3.13 Two MYPs attended the UKYP annual sitting in July at Kent University where they were involved in policy discussions affecting young people across the nation e.g. tuition fees, transport costs and climate change. Some members also attended the UKYP debate at the

House of Lords, first of its kind where young people have been allowed for the first time to debate at the House of Lords. BYP also hosted the July UKYP regional meeting where over 60 UKYP members visited the Brent Town Hall.

#### **4.0 Monitoring the impact of BYP and supporting its members**

4.1 Feedback is sought from MYPs at the end of each parliament session on the quality and content of the session. To date the overwhelming majority of the feedback has consistently been positive. The monthly evaluations are further supported by an in-depth end of year survey gathering members' views about their satisfaction levels of the support provided to them by the council. Analysis from the end of year survey is attached as an Appendix to this report.

4.2 Each BYP member has a Personal Development Plan (PDP) outlining the skills they wish to gain during their time with BYP. The participation officer monitors these plans and ensures opportunities are provided to members to enhance their skills.

#### **5.0 Changes proposed to BYP**

5.1 **Two year term:** BYP activities are monitored on a regular basis both by council officers and by the MYPs themselves. There was a concern that the time taken up during the election process, the exam and the holiday period meant that a one year term was not sufficient for BYP to be able to make the progress and the full impact that will benefit young people in Brent in the long term. Consultation was undertaken with the Co Chair of Brent Youth Parliament, with members of BYP, with UK Youth Parliament and the Scottish Youth Parliament. The general consensus from this review has been to move to a two year term.

5.2 Current members will be given the option to stand down, some will move on naturally as they progress with their education, allowing new members to join each year. The move to a two year term will allow for a longer term planning of the work of BYP, thereby benefiting both the members as well as the wider youth population of Brent.

5.3 **Seat allocation:** In addition, following guidance from UK Youth Parliament it is now proposed that the seat allocation of BYP should be increased from 63 to 72. This is following discussions at the UKYP annual sitting where it was recommended that all formal participation structures should include a rule where one young person is consulted for every 1000 in the borough. Brent has 72,472 young people; therefore the seat allocation has been increase accordingly. The revised structure chart is attached as an appendix to this report.

#### **6.0 Strengthening youth participation**

6.1 BYP have welcomed the opportunity to work with the Children and Families Overview and Scrutiny Committee over the last year and would like to further strengthen youth participation across the work of the Committee. It is suggested that the following recommended actions will create a robust platform ensuring the views of young people are heard on a range of key matters:

- a) Where applicable, reports submitted to the Committee should have a section entitled 'young people's views' that demonstrates how young people were involved in discussion in the particular area of work and their views given due weight.

- b) The chair of the Committee should have quarterly meetings with the BYP executive to discuss issues raised by BYP as well as those that come to the attention of the Committee, to ensure that young people are at the heart of discussions and decisions that are pertinent to services for young people in Brent.

### **Background Papers**

Brent Youth Parliament, mid year progress report, October 2008-April 2009

### **Contact Officers**

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Or

Krutika Pau, Assistant Director, Strategy & Partnerships, Children and Families department. Email [krutika.pau@brent.gov.uk](mailto:krutika.pau@brent.gov.uk) , Telephone 020 8937 3126

John Christie: Director of Children and Families



## Brent Youth Parliament (BYP) Structure and Seat Allocation

### Brent Children’s Partnership (BCP)

*Chaired by the director of Children and Families, BCP is responsible for setting the strategic direction for services for children and young people in Brent and for working with other agencies to champion the interests of young people. The chair of BYP is a member of this group.*

### Brent Youth Parliament (BYP)

*BYP was established in 2007 to give young people the opportunity to express their views and to have a say in decision-making that affects them. Members are aged between ten and 19 years and come from all walks of life.*  
**(72 seats)**

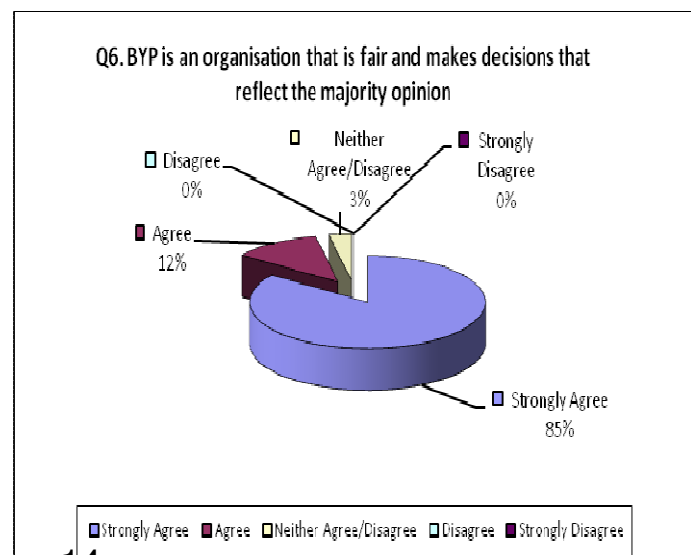
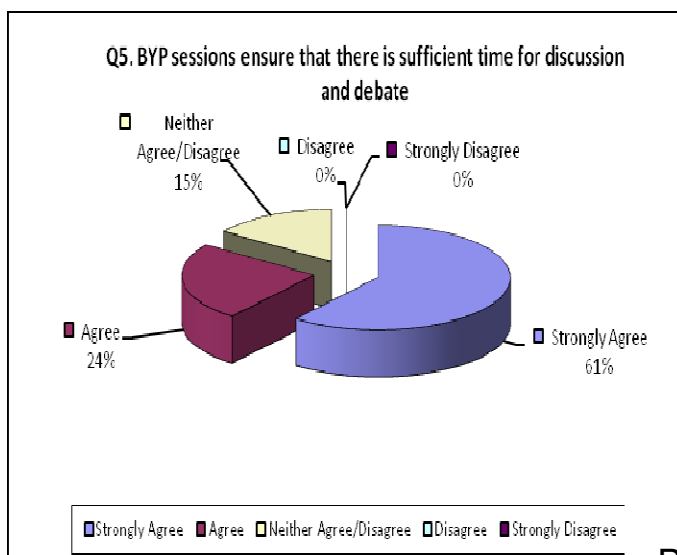
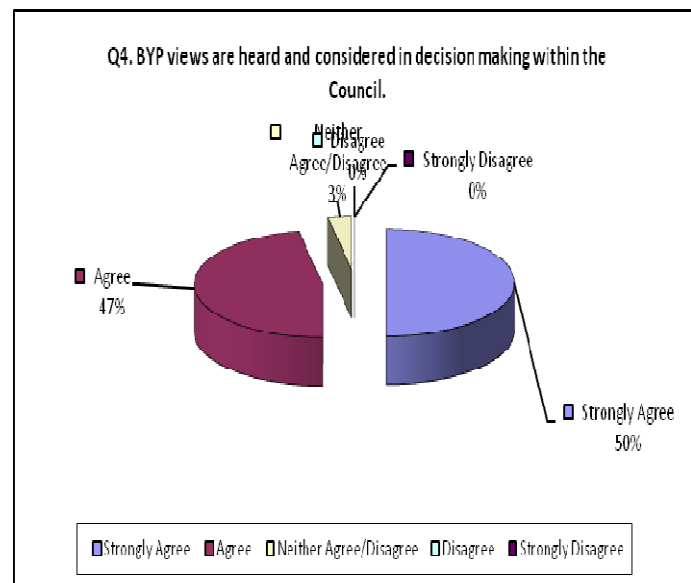
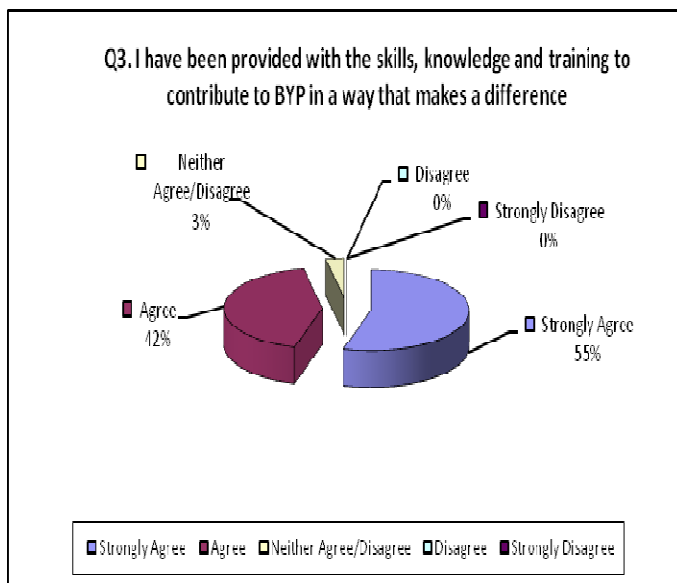
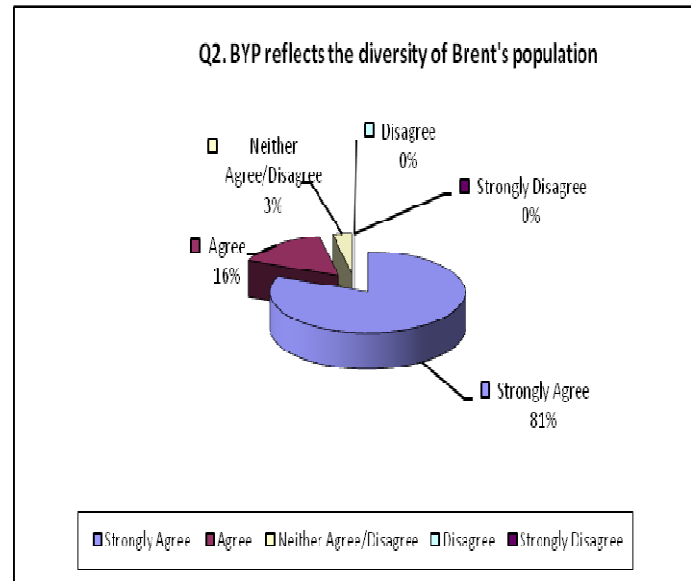
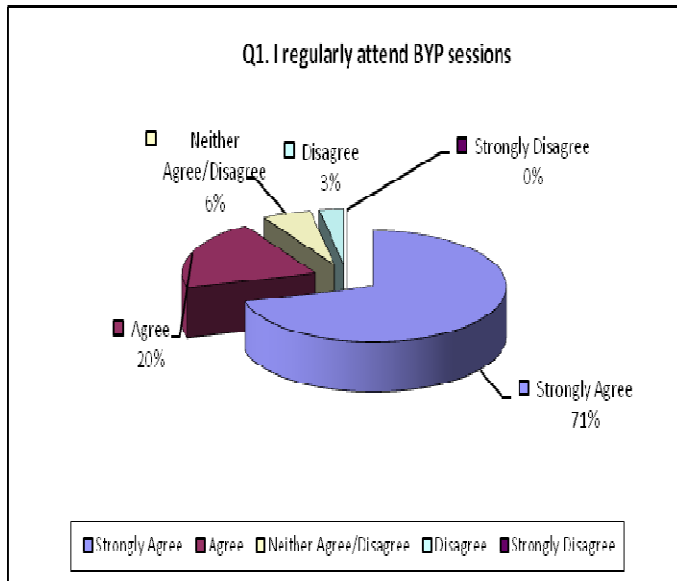
### BYP Executive

*The executive is made up of the chair, vice chair, secretary, UKYP/deputy UKYP representative. The executive is responsible for leading BYP and facilitating the monthly sessions.*

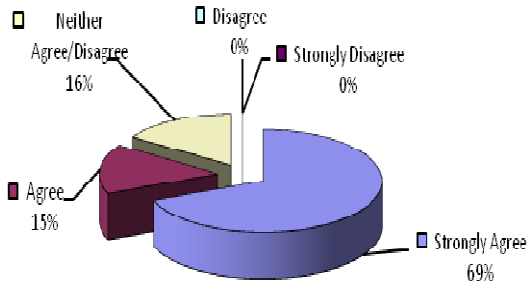
<b>Secondary schools</b>  <b>(14 seats)</b>	<b>Primary schools</b>  <b>(10 seats)</b>	<b>Targeted groups</b> <i>(Seats for young people (YP) with disabilities, YP in care, YP not in education or employment, YP with refugee status or seeking asylum, YP from special schools and PRUs)</i> <b>(10 seats)</b>	<b>College of North West London (CNWL)</b>  <b>(2 seats)</b>	<b>Local youth groups/sports clubs</b>  <b>(16 seats)</b>	<b>Brent Youth Matters 2 (BYM2)</b>  <b>(5 seats)</b>	<b>Returning MYPs</b> <i>(Reinstated for their excellent contribution in the previous year)</i>  <b>(15 seats)</b>
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## Appendix 2

BYP end of year survey was completed by members at their session on 19 September 2009. 33 out of the 58 elected members attended the session and completed the survey, thereby giving a 57% response rate. Responses to each of the survey questions are analysed in the charts below.

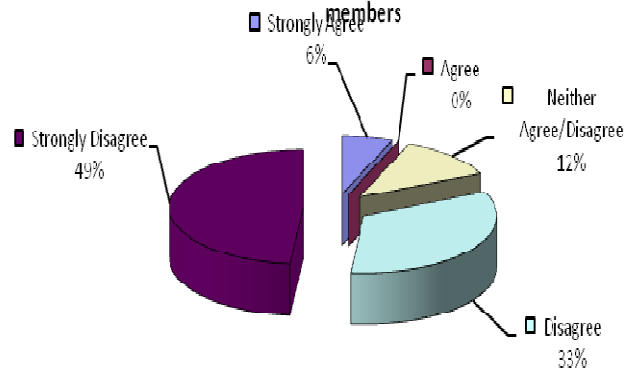


**Q7. BYP is able to make its own decisions**



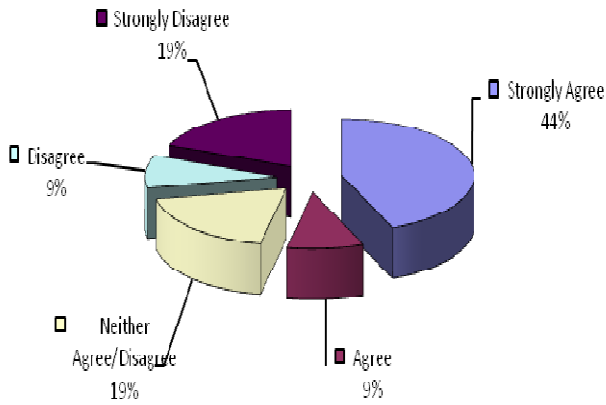
Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

**Q8. Adult involvement in BYP restricts the views and wishes of BYP members**



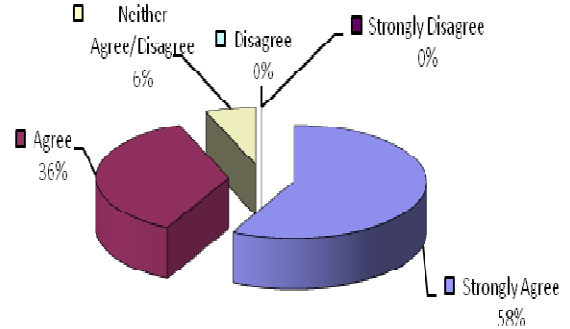
Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

**Q9. BYP members receive financial support to attend meetings and events**



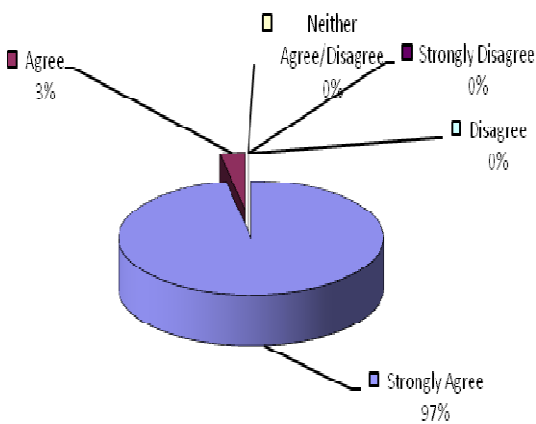
Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

**Q10. BYP sessions are held in venues that are young people friendly**



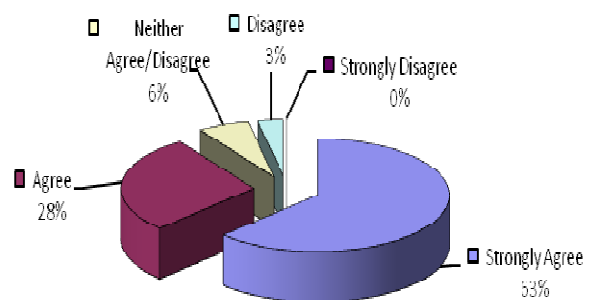
Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

**Q11. Refreshments are provided at each BYP Session**



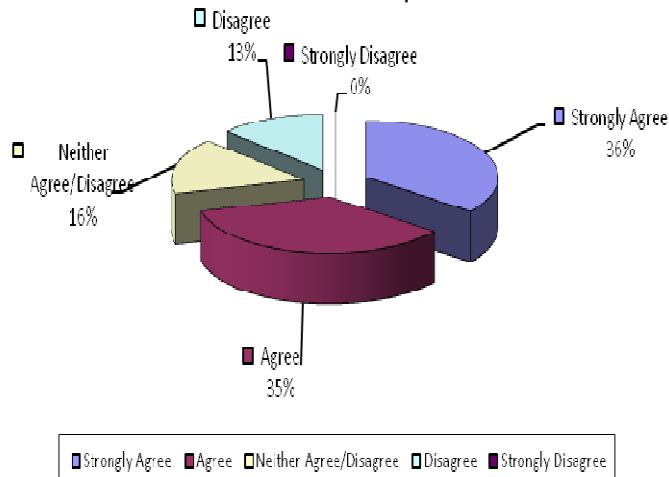
Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

**Q12. There are sufficient stationery and supplies at BYP sessions**

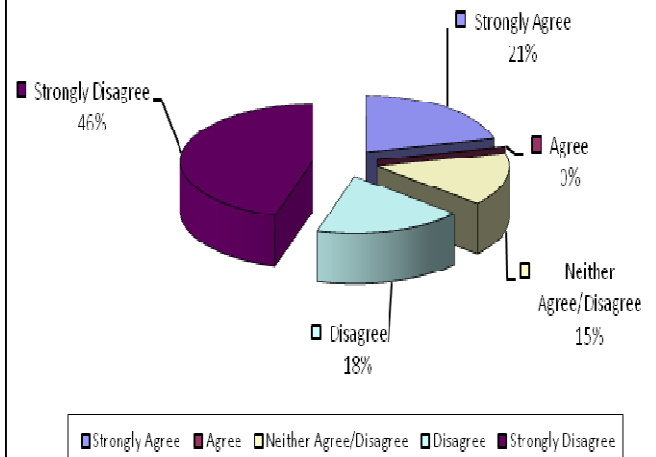


Strongly Agree Agree Neither Agree/Disagree Disagree Strongly Disagree

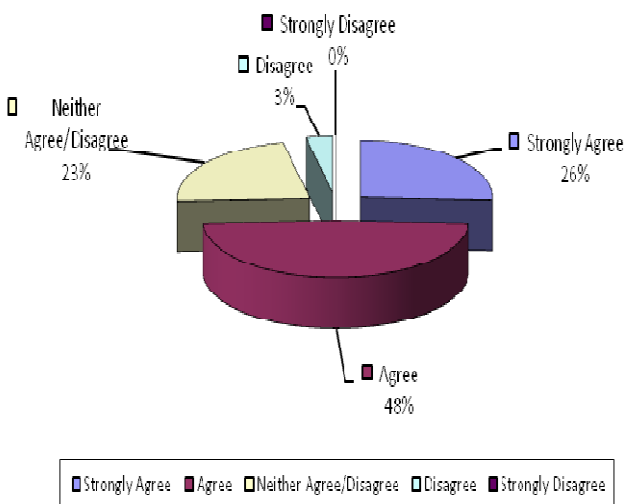
**Q13. Brent Council provides the resources required to progress  
BYP actions and priorities**



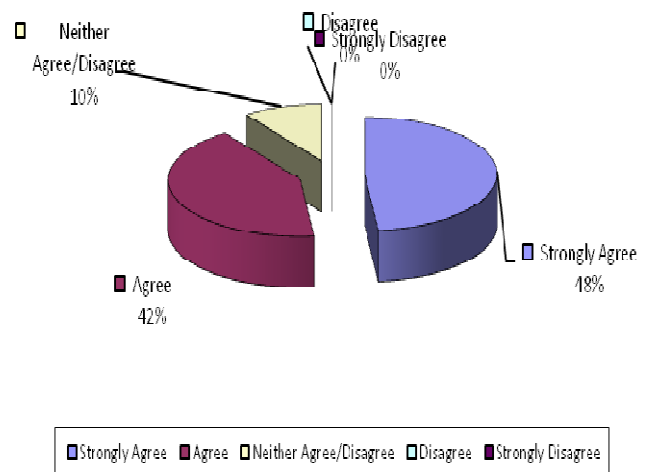
**Q14. BYP members should receive payment for attending sessions**



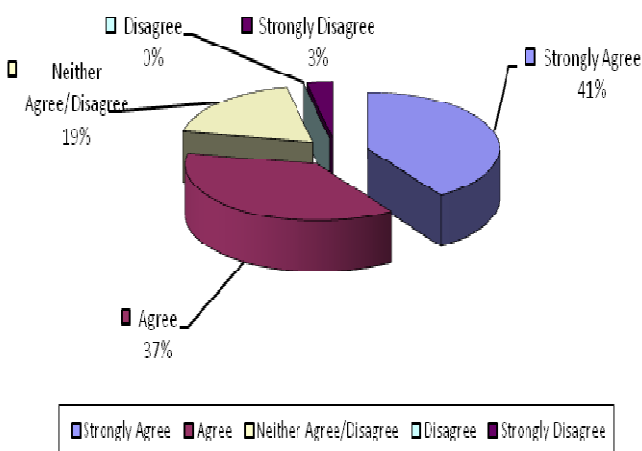
**Q15. BYP members are able to allocate resources to projects**



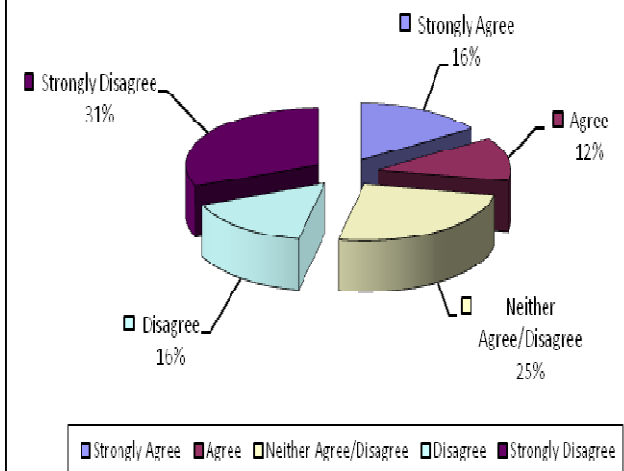
**Q16. BYP has the ability to take the actions necessary to achieve  
its goals**



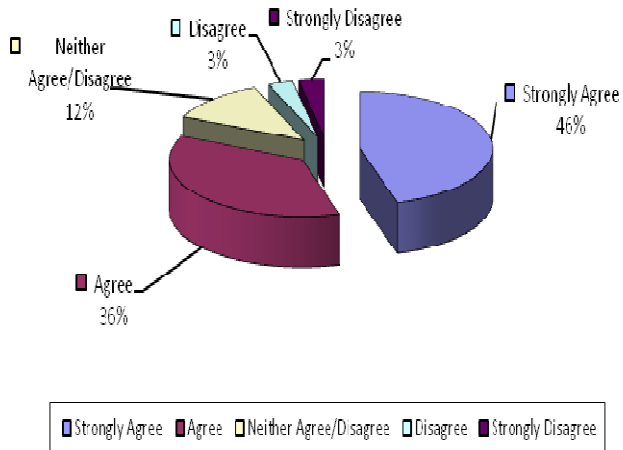
**Q17. BYP feels that the decisions it takes are respected and made  
a priority by Brent Council**



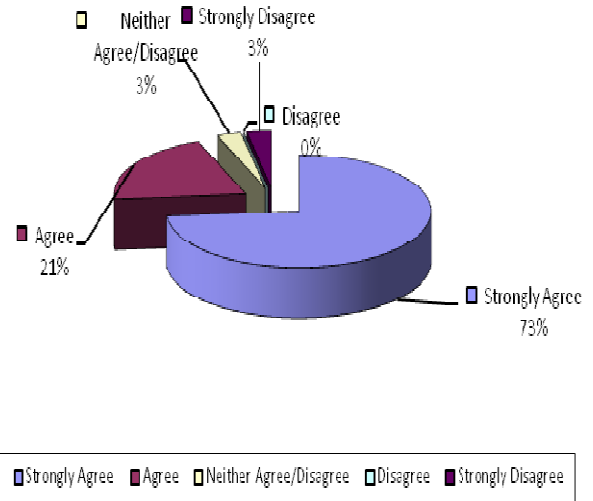
**Q18. BYP feels that despite involvement of young people, ultimate  
decisions are made by adults**



**Q19. My contribution to BYP makes a difference to other young people in Brent**



**Q20. I would recommend becoming a BYP members to my friends**



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## Children and Families Overview and Scrutiny Committee

21 October 2009

### Report from the Director of Policy and Regeneration

For Information

Wards Affected: ALL

## Services for Young People Review

### 1.0 Summary

The Services for Young People Review is an opportunity to evaluate the Youth Service and, more broadly, services and positive activities for young people in Brent. It will examine opportunities and the potential to reconfigure service provision so that youth provision in the borough is more closely aligned to the tiered model of need set out in the Brent Children and Young People's Plan 2009-2011.

The review forms part of Brent's One Council Transformation Programme and has an efficiency target of £200,000 set against it.

### 2.0 Recommendations

That Members note the aims and scope of the review set out in the Service Review Brief attached. A report and improvement plan will be presented to Scrutiny following completion in January 2010.

### 3.0 Detail

3.1 The review builds on the recommendations set out in the report *Issues for investigation by Service Review on Youth Services* presented to the Children and Families Overview and Scrutiny Committee on 16 June 2009. The attached Service Review Brief also takes into account additional comments made by Members.

3.2 The review is being coordinated by the Brent Excellence Support Team in partnership with service areas responsible for delivering positive

activities and services for young people. The Project Sponsor is Rik Boxer, Assistant Director of Achievement and Inclusion.

- 3.3 The scope has been defined to ensure the review is tightly focused and delivered within timescale. To this end, in building a picture of services for young people the first port of call will be to review the research and consultation held across different parts of the Council. This will be updated with new information where available. Additional research will be carried out with young people by way of focus groups to improve our understanding of their views on the existing provision of leisure, recreational activities and other services for young people.
- 3.4 The Youth Parliament will be consulted on the scope of the review.
- 3.5 As part of the work presented to the Youth Strategy Group earlier in the year, extensive geographical mapping of services has been carried out which will feed into the review. The review will also draw together knowledge and information held by the Council on youth service provision in the borough by voluntary and community sector organisations.
- 3.6 A critical phase of the exercise involves benchmarking youth service provision with other Councils. Areas of interest will include how other Councils have configured their services to address different levels of need and how they work strategically with partners to maximise resources and deliver value for money.
- 3.7 The Council cannot meet all expressed demands for youth service provision, therefore the review will help to inform choices by highlighting core services and service delivery arrangements with the potential to deliver best outcomes for young people in the borough.

### **Background Papers**

Report to Children and Families Overview and Scrutiny Committee *Issues for Investigation by Service Review on Youth Services* 16 June 2009

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# **Service Review Brief**

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## **Services for Young People**

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BRENT EXCELLENCE SUPPORT (B.E.S.) TEAM  
Version 1.0

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**DOCUMENT CONTROL**

**Key Personnel**

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Charles Osunwoke, BEST Officer	Content and editing
Karin McDougall, BEST Programme Manager	Editing
Rik Boxer, Asst. Director, Achievement & Inclusion	Comments and editing

**Amendment History**

<b>Version</b>	<b>Reason</b>	<b>Date</b>
1.0	<ul style="list-style-type: none"> <li>Brent Sports &amp; Leisure included as key stakeholders</li> <li>Voluntary and Community Sector included as key stakeholder</li> <li>Efficiency target added</li> </ul>	28/09/09

**Distribution**

<b>Name/Group</b>	<b>Responsibility</b>	<b>Date</b>
Rik Boxer	Karin McDougall	16/09/09
Krutika Pau	Karin McDougall	16/09/09
High Level Review Meeting	Karin McDougall	28/09/09

**Authorisations**

<b>Version</b>	<b>Authorisations</b>	<b>Signature/Email Confirmation</b>	<b>Date</b>
1.0	High Level Review Meeting	Confirmation as per minutes of HLRM	28/09/09

## SERVICE REVIEW BRIEF

<b>Service under review:</b>	<b>Youth Service and Services for Young People</b>	<b>Review team leader:</b>	Elizabeth Adare
<b>Date:</b>	<b>15/09/09</b>	<b>Stage:</b>	Scoping

### 1. INTRODUCTION

- The purpose of this document is to:
  - define the scope of the service review
  - set out a vision for success
  - identify the team members who should be involved at each stage of the work
  - set up the strategic governance and direction for the review
- Clearly defining the objectives, processes and resources required will allow the review team to:
  - commit to delivering specific outcomes
  - prevent the review from growing beyond its original scope and becoming unmanageable
  - maintain a clear understanding of its missions and objectives throughout the review
  - communicate key information about the review to others in the organisation

#### 1. Problem and Opportunity Statement

- *Why has this service been selected for review?*

**This review has an efficiency target of £200,000.00 set against it.**

Brent is a very 'young' borough with just over a quarter of residents aged under 19, and 'young people' constitute one of the political administration's key priorities. The need for more activities and improved facilities for young people is frequently cited as an issue during neighborhood and locality consultative meetings across the borough. Providing more positive activities for young people has therefore been cited as a high priority to address by Members.

The Corporate Strategy 2006-10 sets out a number of priorities linked to provision and services for young people including:

- Increasing sports opportunities and participation across the borough.
- Creating the conditions in which children and young people thrive.
- Support for young people and teenagers.

This review will contribute in particular to the Children and Young People's Plan (CYPP) priority *ensuring access to the very best opportunities in and out of school*

The Council is investing in developing sports facilities and positive activities for young people to address these issues. The 2008 'TellUs' Survey of children in schools actually indicates that they generally rate youth service provision more highly than the national average. However, concerns among members, officers and residents are that there is still insufficient provision. Scoping meetings have raised issues on the lack of safe public spaces where young people can socialize, while an audit of leisure facilities carried out by the Sports Team raised concerns about the availability and quality of leisure provision.

The Council cannot meet all expressed demands for youth service provision, therefore the review will help to

inform choices on core services to focus on.

Success of the service will be measured in a number of ways including the National Indicator 110 *Young people's participation in positive activities*, however the review will seek to establish other indicators by which success can be measured against.

- This review is an opportunity to evaluate the **Youth Service** but also more broadly **Services to Young People** and to potentially reconfigure provision so that service delivery reflects a 'tiered model' of need (Level 1 to 3 of need as outlined in the CYPP) or other 'models' of provision. The review will also concentrate on helping ensure services are targeted where appropriate and enabling the more vulnerable or disadvantaged cohorts to access youth service provision. It will look at areas of high priority where spend may need to be more focused against lower value activities.

There is a high level of educational attainment and aspiration among young people in the Brent. The review will also look at ways of maximizing recognition of young people's achievements and talents, and promoting more positive images.

The review will investigate the issue of non service users with a view to developing a range of options attractive to non-users and expanding take-up of universal youth services more broadly. The review will also look at ways of communicating effectively with Young People taking forward the work of the Youth Strategy Group.

- *Describe any specific areas for improvement:*

The final reports of the Youth Strategy Group highlighted a number of areas for improvement :

- *Strategic Coordination of cross council services aimed at young people* – The Youth Strategy Group, (a Member group set up to help develop a scope) concluded that cross council coordination of the youth offer is ineffective and not always strategic. While positive individual working relationships exist between officers, service delivery is frequently in silos. Intelligence and knowledge about young people is not shared effectively, and activities and projects for young people are prioritised and funded by different council services in an ad hoc and disjointed way. There is concern this lack of coordination may be leading to duplication and inefficient use of resources. Scope exists to improve the coordination of council youth service provision both at a strategic level and operational level of project and programme development.
- *Commissioning voluntary sector partners* – it appears there is insufficient accountability and management in relation to voluntary and community sector partners delivering on behalf of the Youth Service and other Council service areas. Clear and rigorous frameworks for awarding funding and monitoring achievement of outcomes should be in place, to ensure the council is obtaining value for money and achieving the outcomes required. A more strategic approach to commissioning services for young people from the voluntary and community sector is needed. Current arrangements for commissioning services do not appear to reflect the priorities set out in the Children and Young People Plan (CYPP).
- *Performance against targets* – The review will revisit the performance of the Youth Service in light of recommendations by the Youth Strategy Group to capture outcomes effectively and to improve achievement of performance targets.
- The need for *sustainable funding* which reduces the Youth Services reliance on short-term funding. This could impinge on the Youth Services ability to plan and develop services in response to the Council's strategic priorities for young people.
- *Sustaining joint partnership projects and approaches such as the Safety of young people on public and school transport* – safety of young people is a concern that has been raised by young people. Projects have been piloted in the past to address this issue, such as youth workers travelling with children on buses to and from John Kelly Boys' School. However, there have been difficulties in capitalising on the benefits and lessons and sustaining these partnership projects.

## 2. VISIONING STATEMENT

■ *What would this service have to look like to be considered 'excellent'?*

The vision of the service in future is of a youth service and broader youth service provision closely aligned to the tiered model of needs set out in the CYPP. The Council and its partners will provide a continuum of support to address all levels of need:

Universal or Level 1: for all young people irrespective of their starting points.

Targeted or Level 2: for young people identified as vulnerable or with additional needs. (Early Intervention Locality Teams are being set up to address Level 2 Needs and risks in various ways)

Specialist or Level 3: for young people with severe or complex concerns requiring a specialist/statutory response.

The future service and model of provision should be based on a clear analysis of whether (and if so which) core services would be best delivered by the Council and services that would be more effectively delivered through the third sector.

The service will be capable of responding to changing needs and expectations of young people.

It is anticipated that the future "youth offer" will give a minimum entitlement of provision for all young people in the borough.

Youth provision will reflect a more effective and tailored approach by assessing needs of different age groups of young people and recognise the diversity of needs and preferences that different age cohorts of young people are likely to have.

■ What will the review deliver?

<b>Output</b> What will be the tangible output(s) of the review?	<b>Effect</b> What effect are the outputs expected to have on performance?
An Improvement Plan	<ul style="list-style-type: none"> <li>Realistic planning of resources and activities to achieve the desired vision of youth provision.</li> </ul>
Map key funding streams and spending programmes for young people across the Council	<ul style="list-style-type: none"> <li>Pooled and aligned funding streams enabling greater scales of economy and improved value for money in procuring or commissioning services for young people.</li> </ul>
Proposals for strengthening integrated decision making and strategic commissioning arrangements	<ul style="list-style-type: none"> <li>A coherent strategic approach driven by the CYPP priorities and needs assessment.</li> <li>Locality-based joint commissioning processes.</li> <li>More effective allocation of resources between partners</li> <li>Improved targeting of needs.</li> </ul>
Clear and detailed management information and performance data	<ul style="list-style-type: none"> <li>Evidence-based service delivery.</li> <li>Outcomes and impacts of projects and programmes are more transparent and clearly evaluated.</li> <li>Improved allocation of resources to most productive uses and areas of needs including the <b>Positive Activities for Young People Area-Based Grant</b>.</li> </ul>
Comprehensive and well publicised youth offer effectively communicated	<ul style="list-style-type: none"> <li>Greater choice for young people and better awareness of services offered</li> <li>Increased satisfaction with youth provision</li> <li>Reduced complaints about lack of youth provision</li> </ul>
Review of YS functions, capacity and operations	<ul style="list-style-type: none"> <li>Improved performance against national and local indicators.</li> <li>Improved capacity to deliver objectives</li> <li>The output will feed into the planned restructure of</li> </ul>

	<p>the Youth Service Team.</p> <ul style="list-style-type: none"><li>• Reconfigured youth services aligned to tiered model of service delivery.</li><li>• Improved awareness of the role, purpose and activities carried out by youth services and improved coordination with other service areas in planning and delivering youth provision and facilities.</li><li>• Availability of Facilities and infrastructure</li><li>• Improved efficiency (Target of £200,000.00)</li></ul>
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### 3. SERVICE SCOPE

- What are the start and end points of the review?

<b>Starting point</b> What are the first steps?	<b>End point</b> When will the review be considered complete?
<ul style="list-style-type: none"> <li>• Develop an agreed service review brief</li> <li>• Service review brief (scope) signed off by Service Area and High level Review meeting.</li> <li>• The review will have 3 strands. These strands will form the framework for analysis and improvement planning:                             <ul style="list-style-type: none"> <li>○ The offer by and work of the Youth Service Team.</li> <li>○ Youth Offer by other services delivered by the Council and in partnership.</li> <li>○ Services commissioned from the voluntary sector and other sources.</li> </ul> </li> <li>• The review will investigate and report on progress with the Council/partnership website for young people.</li> </ul>	<ul style="list-style-type: none"> <li>• The service review recommendations will influence the allocation and distribution of the Positive Activities for Young People Area- based grant.</li> <li>• Assessment of whether we have the right provision in the right places concluded.</li> <li>• Options for alternative models of service provision recommended and agreed based on benchmarking and resource constraints.</li> <li>• Improvements projects identified, approved and commenced within service.</li> </ul>

- What interfaces with other services need to be considered?

<b>Interfaces</b>
<p>The scope of review will extend beyond looking at the Youth Service. It will also examine the interrelationships between different parts of the Council that have a significant remit for services to young people. This is important because strategic and operational coordination of the youth offer is viewed as often being fragmented and disjointed. The review will drive a 'One-Council' approach in ensuring the youth offer being delivered by services and their partners is consistent and aligned to the principles and priorities set out in the CYPP. The review will involve the following service areas:</p> <ul style="list-style-type: none"> <li>• Culture services including                             <ul style="list-style-type: none"> <li>○ Sports Service</li> <li>○ Libraries and Arts</li> <li>○ Parks</li> </ul> </li> <li>• Extended Services</li> <li>• Neighbourhood Working Team</li> <li>• The Community Safety Team</li> <li>• The Voluntary and Community Sector Grants Team.</li> </ul> <p>The review forms part of the Council's <b>One Council Transformation Programme</b>. It contributes to the following four savings strands: <b>service transformation/reviews, better commissioning &amp; contract management, stopping lower priority activities, and independent review of structure and staffing.</b></p> <p>There is a strong relationship between lack of provision of services and positive activities for young people and anti-social behavior and criminal activity by young people. Several interventions which are being implemented by</p>



the borough's Crime and Disorder Partnership are aimed at providing young people with alternatives and diversionary activities aimed at reducing rates of crime and ASB by young people. In addition a specific review focusing on young people and more violent forms of crime will be developed by the Council's Community Safety Team. The outcomes of this Young People Review will closely inform the scope and objectives of the young people and violent crime study.

- What is in scope and out of scope?

In scope	Out of scope
<ul style="list-style-type: none"> <li>• The Youth Service's contribution to Every Child Matters outcomes, in particular:                             <ul style="list-style-type: none"> <li>▪ Enjoying and Achieving,</li> <li>▪ Making a Positive Contribution</li> </ul> </li> <li>• Assessment of implementation of recommendations from previous and current reviews, inspections and improvement initiatives</li> <li>• Review of demand from young people and satisfaction with the Youth Offer</li> <li>• Assess how effective coordination of the Youth Offer is across service areas</li> <li>• The primary focus is Young people aged 13-19 years.</li> <li>• The review will focus primarily on services available to all young people outside of the formal education curriculum ("universal" services)</li> <li>• The effectiveness and outcomes of services provided to young people by the council and partners, as well as the range and capacity of these.</li> <li>• Website dedicated to young people. - The service review will investigate progress of actions to communicate with young people using new technology.</li> <li>• Benchmarking exercise into alternative models of service provision.</li> <li>• Recommendations/results of the National Youth Agency accreditation exercise.</li> </ul>	<ul style="list-style-type: none"> <li>• The Connexions Service.</li> <li>• The Youth Offending Team</li> </ul>

#### 4. STAKEHOLDERS AND COMMUNICATIONS

- Which key stakeholders need to be consulted and informed?

Stakeholder	Description of relationship and why it is important
Service area staff	<ul style="list-style-type: none"> <li>• Service area staff will have to deliver improvements and efficiencies.</li> </ul>

	<ul style="list-style-type: none"> <li>Staff will need to be kept informed of any changes that may affect their job roles and responsibilities</li> </ul>
High level Review Meeting	<ul style="list-style-type: none"> <li>High level governance</li> <li>Will need to sign off major outputs</li> </ul>
Project Board	<ul style="list-style-type: none"> <li>Day to day project governance</li> <li>Preview and approve project outputs</li> </ul>
Members	<ul style="list-style-type: none"> <li>The Children and Family Overview and Scrutiny group have asked for a progress update on the review</li> </ul>
Brent Youth Parliament	<ul style="list-style-type: none"> <li>Service users</li> <li>Recommendation from Youth Strategy Group</li> <li>Meaningful representation of young people should be incorporated into the review process where possible.</li> </ul>
Voluntary Sector Grants Team	<ul style="list-style-type: none"> <li>Ensure alignment of funding priorities</li> </ul>
Extended Services	<ul style="list-style-type: none"> <li>Locality Partnership Boards are envisaged to be the primary focal point for decision-making and priority-settings in the five localities</li> </ul>
Brent Youth Matters	<ul style="list-style-type: none"> <li>Service users</li> <li>Meaningful representation of young people should be incorporated into the review process where possible</li> </ul>
NDC South Kilburn and Stonebridge Housing Trust	<ul style="list-style-type: none"> <li>Significant providers of youth services and facilities</li> </ul>
Voluntary and Community Sector	<ul style="list-style-type: none"> <li>Significant providers of youth services and facilities</li> <li>Key partners of Council in commissioning process</li> </ul>
Brent Sports and Leisure Service	<ul style="list-style-type: none"> <li>Significant providers of youth services and facilities</li> </ul>

- What format should be used for communications with stakeholders and how frequently should updates be issued?

Format	Frequency
<u>Internal Communications</u> <ul style="list-style-type: none"> <li>Flash report to HLRM</li> <li>Project Board Meetings</li> <li>Report to Overview and Scrutiny Group</li> <li>Articles in staff newsletters</li> </ul>	<ul style="list-style-type: none"> <li>Bi Monthly or on request</li> <li>Monthly</li> <li>In October and at end of key decision stages</li> <li>2-3 times</li> </ul>
<u>External Communications</u> <ul style="list-style-type: none"> <li>A report presenting the outcomes of the review will be presented to the Children's Partnership Board.</li> <li>Presentation to the Youth Parliament</li> </ul>	<ul style="list-style-type: none"> <li>Once</li> <li>Once (on options)</li> </ul>

## 5. REVIEW PLAN AND MILESTONES

- When will the review be complete?

<b>Expected date:</b>	It is estimated the Service Review will take a maximum of five months to complete. The estimated completion date for HLRM signing off the improvement blueprint is <b>January 2010</b> .
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- What are the major milestones?

Milestone	Date	Comment
<ul style="list-style-type: none"> <li>HLRM Signs off scoping Brief</li> </ul>	28 September 2009	
<ul style="list-style-type: none"> <li>Initial outputs from the "Analyse" stage of service review presented to HLRM</li> </ul>	November 2009	
<ul style="list-style-type: none"> <li>Detailed business cases and improvement blueprints presented to HLRM</li> </ul>	January 2010	

## 6. RESOURCE REQUIREMENTS

- Who are the team members?

Team member	Title / Service area	Role in team	Time required
Elizabeth Adare	<ul style="list-style-type: none"> <li>Head of Youth Services</li> </ul>	<ul style="list-style-type: none"> <li>Functional Manager</li> <li>Accountable officer</li> </ul>	1.5 days/month (on average)
Fazlul Haque,	<ul style="list-style-type: none"> <li>Quality assurance &amp; curriculum devt. officer</li> </ul>	<ul style="list-style-type: none"> <li>Responsible officer</li> </ul>	1 day/month each
Tajinder Nijjar	<ul style="list-style-type: none"> <li>Head of Extended Services</li> </ul>	<ul style="list-style-type: none"> <li>Responsible officer</li> </ul>	0.5 days/month
Karin McDougall	<ul style="list-style-type: none"> <li>BES Team Programme Manager</li> </ul>	<ul style="list-style-type: none"> <li>Project Board</li> <li>Service Review oversight</li> </ul>	2 days/month
Charles Osunwoke	<ul style="list-style-type: none"> <li>BES Team Programme Officer</li> </ul>	<ul style="list-style-type: none"> <li>Project Management</li> <li>Service review resource</li> </ul>	3 days/week (on average)

- What are the other costs to deliver the project?

Resource	Capital or revenue	Amount	Comments
<ul style="list-style-type: none"> <li>Training Costs</li> </ul>	<ul style="list-style-type: none"> <li>Revenue</li> </ul>	TBC	Training costs for the service review methodology will be met centrally
<ul style="list-style-type: none"> <li>Research costs</li> </ul>	<ul style="list-style-type: none"> <li>Revenue</li> </ul>	TBC	It is likely the "analysis" stage will involve focus group discussions with young people

- Who will provide governance and direction and what form will this take?

Who?	What form will this take?
<ul style="list-style-type: none"> <li>High level review meeting.</li> </ul>	<ul style="list-style-type: none"> <li>Agree major outputs i.e Service Review Brief and shortlisted improvement ideas</li> <li>High level direction of service review</li> </ul>
<ul style="list-style-type: none"> <li>Project Board</li> </ul>	<ul style="list-style-type: none"> <li>General monitoring of overall service review progress.</li> </ul>

- Who will be accountable for making sure the objectives of the review are achieved?

Name:	Role:
Rik Boxer	Asst. Director, Achievement & Inclusion

## 7. RISKS AND ASSUMPTIONS

- What assumptions have been made in this brief?

<p><u>Timescale Assumptions</u></p> <ul style="list-style-type: none"> <li>The Service Review Brief is expected to be approved at the High Level Review Meeting on 28 September 2009. The Service review process will take approximately five months.</li> </ul> <p><u>Staff Capacity/Availability Assumptions</u></p> <ul style="list-style-type: none"> <li>The estimated timescales are based on the relevant service area staff being available according to the overall service review timetable.</li> <li>Service area able to commit to resources (staff, data, information etc) set out in the Brief.</li> </ul> <p><u>Governance Assumptions</u></p> <ul style="list-style-type: none"> <li>High Level Review Meeting dates for review and approval of key outputs will correspond to the overall service review timetable</li> <li>Approval of major outputs will be given at the High Level Review Meeting scheduled after the outputs have been completed.</li> </ul>
---

- What risks are associated with the review?

<p><b>Quality</b></p> <ul style="list-style-type: none"> <li>Risk that the scope is drawn too widely and becomes unwieldy. <i>Identify limited number of deliverables that will deliver the largest impact</i></li> <li>Potential lack of engagement across the service area in the review process and improvements generated. Mitigate by involving staff in identifying issues and improvements and clear communication throughout.</li> <li>Some improvements may prove unpopular particularly if they challenge current and well established practice. <i>A Communication Plan must be developed and rolled out for service area staff and key stakeholders to help engage them in the service review process.</i></li> </ul>
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Service Area Capacity

- Service area may have capacity issues at various stages of the process e.g. undertaking the service review, implementing improvement projects, monitoring and sustaining improvements. Mitigate by forecasting these resource requirements in advance and ask service area to sign up to these commitments at start.

Quality of Outputs and Outcomes

- Improvement projects identified and approved during the later stages of the service review may differ from the outputs envisioned in Section 3 of this document.

*The Service Review improvements will be monitored at the HLRM. Other improvement measures carried out by the service area should be included in an overarching Improvement Programme Plan. The Plan should specify expected outcomes and outputs of the whole Programme.*

- Expectations in respect of youth service provision are set too high  
*Set out a framework of choices and priorities to be decided based on clear criteria of affordability, demand, viability and impact.*


**Time**

- Timescales compromised by the lack of availability of staff
- Fixed dates of HLRM/project board dates for reviewing/authorizing outputs may not fall in line with the project plan timescales

*Capacity could be increased by backfilling*

*Service Review Project Plan will be developed when the Service Review Brief has been approved by HLRM. Tasks and activities will be planned with the availability of key staff/governance boards borne in mind. Project Plan would be revised if timescale issues arise during the service review process.*

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	<p style="text-align: center;"><b>Children &amp; Families Overview &amp; Scrutiny Committee</b> <b>21 October 2009</b></p> <p style="text-align: center;"><b>Report from the Director of Children and Families</b></p>
For Information	Wards Affected: ALL
<b>Allocation and funding of nursery places</b>	

## **1.0 Summary**

- 1.1 Universal nursery provision for 3 and 4 year olds was made available in 1998 through the allocation of government funding to local authorities; and the inclusion of the private voluntary and independent (PVI) sectors as nursery providers. All children aged 3 and 4, whose parents wished to take up the offer, were funded to receive 12.5 hours of nursery provision, equating to a part-time place. Government only provides funding for part time places in both sectors.
- 1.2 Changes to government legislation on the number of hours to be provided, and on funding arrangements for nursery places for 3 and 4 year olds, have initiated a review of current arrangements in Brent. It is apparent that historic arrangements in place have led to inconsistencies in access to full-time and part-time places across the borough.
- 1.3 In order to achieve transparency in allocating resources, and effectiveness in raising standards for all children, and narrowing the attainment gap between them, a new process for funding using a local single funding formula (SFF) and allocating early years (nursery) places has been developed.

## **2.0 Recommendations**

- 2.1 That Scrutiny and Overview Committee note the content of this report.

### **3.0 Introduction and Background**

#### **Early Years Provision**

- 3.1 Statutory schooling begins in the term after the child's fifth birthday. However, in practice the majority of four year olds will be enrolled in reception classes in primary and infant schools. Prior to that point all 3 and 4 year olds are entitled to a part-time Early Years (EY) place.
- 3.2. The development and education of children aged from birth to five is set out by the Department for Children Schools and Families (DCSF) in the Early Years Foundation Stage guidance document. This ensures that all children in nursery provision, regardless of the sector that provides the nursery place, are following the same nursery curriculum, and working towards the same measures of attainment. EY provision is subject to regulation and inspection by the Office for Standards in Education (OFSTED).
- 3.3 EY places for 3 and 4 year olds are provided within maintained and independent schools, in pre-schools, day nurseries and playgroups.

#### **Full Time Early Years Provision**

- 3.4 In Brent an historic position exists whereby some maintained schools offer full-time nursery places, equating to 25 hours per week, some maintained schools offer part-time nursery places equating to 12.5 hours per week, and some schools offer a mixture of part-time and full-time places. (See Appendix A). The criteria used to offer full time (FT) rather than part time (PT) places are not consistent across schools.
- 3.5 Schools forum were consulted on options for the future provision of nursery places. The forum agreed that full-time places should continue to be available, that they should be allocated to children in greatest need of them as defined by a common set of criteria, and accessible at a range of settings in all sectors.

#### **Current Funding**

- 3.6 The basis of current funding for EY places across the sectors has significant differences:
- In schools, part time EY places are funded based on a headcount of pupils each January with an amount per child set within the overall schools funding formula. For EY, this amount is weighted to reflect the lower pupil:staff ratios required for this age group. In addition a range of supplements are added to reflect deprivation, premises costs etc.
    - Full time EY places are twice the PT funding and as the council receives no additional funding from DCSF the cost of FT funding has to be met from within the Dedicated Schools Grant (DSG) received from government . For 2009/10 this extra cost is £1.8m



- PVI funding is also met from DSG, however, in contrast PVI providers are paid a basic hourly rate per child without supplementation; this was dispersed termly on the basis of hours of provision taken up. There is no formula that drives PVI funding.
  - PVIs are not funded for any FT places

3.7 The total 2009/10 budget for 133 nursery settings is shown in Table 1 below and is separated by sector.

3.8 The basis of current funding for EY places across the sectors has significant differences

**Table 1 2009/10 Budget for Early Years Provision**

	Primary	Nursery	PVI	Total
2009/10 In Scope Budget Shares	5,797,462	1,877,856	2,972,258	10,647,576

3.9 Government has taken the decision to extend the entitlement to free part-time nursery provision from 12.5 hours to 15 hours per week, with the intention that parents may access the 15 hours flexibly to suit their needs. At the same time, government wishes to establish a transparent and universal method of funding and counting nursery places to improve consistency and long term sustainability in the EY sector as a whole.

### **Project Management**

3.10 The development of the SFF and new FT place allocations process involved the creation of a project management structure involving:

- Appointment of a project manager
- Creation of a project management team
- Creation of a sub group focusing on the development of the SFF financial model

3.11 The development of the SFF and new FT place allocations process involved the creation of a project management structure involving:

3.12 A regular reporting line to Schools Forum was established in June 2008 and since then there has been a regular update on progress to each successive forum meeting. The proposals set out in this report were presented to 30 September forum as part of the established consultative process.

### **Government Objectives for the Single Funding Formula**

3.13 Government see the SFF as introducing greater equity and quality across the sectors for funding EY provision through creating:

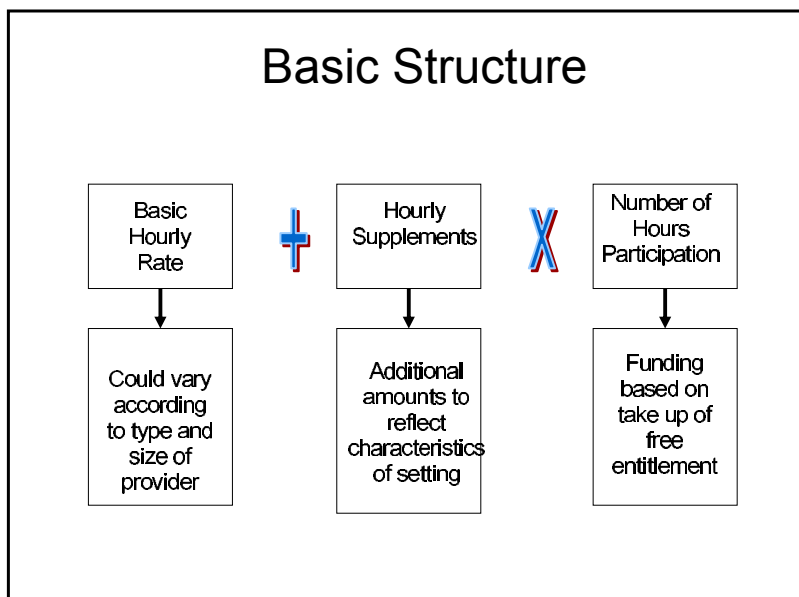
- Hourly rates that reflect more accurately the actual costs of delivering the free entitlement
- Supplement incentives to improve:
  - Flexibility of provision supporting parents work/life balance
  - Quality by encouraging the take up of the EY related qualifications
- A statutory supplement for deprivation
- Increased transparency through the involvement of providers in the development of the SFF

Finally, the SFF will offer a financial platform that supports the unification of EY provision as set out in the 2006 Childcare Act.

### Single Funding Formula for Part Time Early Years Provision

#### 3.14 Structure

Local authorities are required to develop their own funding formula that reflects the DCSF's basic structure as set out in the diagram below.



## **Basic Hourly Rate**

- 3.15 An extensive cost analysis was carried out across both sectors to determine the actual cost per hour of EY provision. This formed the basis for deriving the basic hourly rate set out in Table 2 below.

**Table 2: Derivation of Basic Hourly Rate**

Setting	Average Hourly Cost	Average Hourly Cost After Adjustments	Proposed Basic Hourly Rate
Nursery Schools	9.14	5.41	4.87
Primary and Infant Schools	4.82	3.61	3.25
PVIs	3.99	2.95	2.73

Appendix B details how the proposed basic hourly rates were derived.

## **Supplements**

- 3.16 An extensive cost analysis was carried out across both sectors to determine the actual cost per hour of EY provision. This formed the basis for deriving the

DCSF encourage the use of supplements to incentivise providers to improve the quality and availability of provision. The funding through the basic hourly rate will be augmented by the payment of three supplements described below. Appendix C sets out the basis for each supplement.

- *Deprivation*
  - All providers will receive this supplement which will be based on using the Index of Multiple Deprivation providing a deprivation score for each child attending the setting based on their postcode
    - Below is an indication of the average payments for each type of provider:
      - Primary school           £13,700
      - Nursery school           £20,800
      - PVI setting               £5,400
- *Flexibility*
  - Flexibility is a key part of the extended free entitlement and DCSF offered a framework for local authorities to follow. The supplement will be paid in full if providers offer the following:
    - Ability to offer maximum of 10 and minimum of 2 hour sessions
    - Ability to offer sessions between 8am and 6pm
    - Ability to offer sessions over a minimum of 3 days a week
    - Ability to offer 'stretched' provision over more than 38 weeks
  - Proposed payments are:
    - Meeting all four conditions   £4,000
    - Meeting any three               £2,000

- *Quality*
  - Quality will be assessed separately using two measures with following payments:
    - Staff Qualifications (with an emphasis on attaining the Early Years Professions Status post graduate qualification)
      - High £8,000
      - Medium £4,000
      - Basic No payment
    - OFSTED rating
      - High ('Outstanding') £3,000
      - Medium ('Good') £1,500
      - Basic ('Satisfactory') No payment

### **Allocation of Full Time Early Years Places**

#### **3.17 Eligibility**

The eligibility criteria for a FT place is set out in Appendix D and falls into two distinct categories:

- Economic related (National criteria)
- Social and medical related (Parental and child characteristics)

3.18 In order to develop a more robust impact assessment, as requested by SF in June, the current data held by Revenues and Benefits covering those households claiming council tax and housing benefit was used to identify:

1. Households receiving income support benefits as listed in Appendix D; and
2. Children within those households eligible for a FT place.

3.19 This data was mapped onto the current EY cohort in all schools and PVIs to see how many of those eligible were currently in a FT or PT EY place.

3.20 In summary, out of the current 4,635 EY children benefiting from the free entitlement only 585 would be eligible for a FT place if only the economic criteria are applied. More information from this analysis is also included at Appendix D. Further work is continuing to apply the social and medical criteria that would increase the overall number of eligible children, however, it is not expected that the total would reach 1000.

3.21 The financial impact arising from allocating 585 FT places is set out in section 9.

### **Applications Process**

3.22 The Council will develop a standard FT place applications form that will contain sufficient information to enable parents to understand the basis for allocating a FT place. Applications to identify eligible children will be processed and managed centrally within the Children's and Families directorate.

3.23 The new form will be introduced for the allocations process leading up to the September 2010 intake. The form will require applicants to state which eligibility criteria they meet and offer proof that will be verified. A number of routes would be open to parents to submit applications including obtaining a form from:

A provider

- Via the internet
- Local library
- Early Years Department

3.24 The details of the FT place allocations process will require further development over the autumn.

### Funding

#### *Current Funding for Full Time Provision*

3.25 Each FT place attracts an additional £1,560 per year. The total funding for 2009/10 is £1.8m covering 1,161 pupils across 4 nursery and 28 primary schools.

#### *Proposed Funding for Full Time Places*

3.26 Currently most FT place schools offer between 25 and 30 hours of provision a week. The hours provided are important as under the SFF funding will be distributed based on hours of participation and not on head count. It is proposed that a FT place would attract an additional 15 hours a week at the prevailing basic hourly rate shown below in Table 3.

**Table 3: Funding for Full Time Early Years Places**

Category	Hourly Rate	Annual Payment @ 38 Weeks
Nursery School	4.87	2,776
Primary School	3.25	1,853
PVI	2.73	1,556

3.27 A comparison of the costs of current FT places and funding for the illustration of the proposed basis (see 5.1), is set out in Table 4.

**Table 4: Current v Proposed Full Time Places Allocations**

Category	Current Basis		Proposed Basis	
	Places	Funding	Places	Funding
Nursery School	210	329,280	48	133,243
Primary School	951	1,491,168	424	785,460
PVI	0	0	113	175,839
<b>Total</b>	<b>1,161</b>	<b>1,820,448</b>	<b>585</b>	<b>1,094,543</b>

## 4. Impact Assessment

### Approach

4.1 The approach to developing a robust impact assessment that will illustrate for providers how the new SFF and FT place allocations process might affect them has involved a two step process:

- Step 1: Adds the costs of the current FT place provision to the SFF costs for PT provision. It then compares this with the current cost including current FT place provision. This illustration effectively 'neutralises' the FT place impact and allows an assessment of the marginal impact of the SFF
- Step 2: Assesses impact and cost of new FT place allocations process. It compares the Step 1 SFF with current FT places with the SFF and proposed FT place allocation.

4.2 By adding together the outcomes from both steps an indication of the overall financial impact was derived and is presented in the summary and conclusions in section 7. Appendix E summarises the financial outcomes from Steps 1 and 2.

### Transitional Protection

4.3 In order to minimise the full impact of the new SFF and FT place allocations transitional protection that limits both losses and gains for a maximum period of three years will be applied. It ensures equity is maintained between winners and losers so that the overall cost of protection would be minimised over the transition period. The SFF would be applied from April 2010 with the following transitional measures:

- Losers: would incur the following proportions of their overall loss
  - Year 1 25%
  - Year 2 50%
  - Year 3 75%
  - Year 4 100%
- Gainers: would receive the following proportions of their overall gain
  - Year 1 25%
  - Year 2 50%
  - Year 3 75%
  - Year 4 100%

## 5. Summary and Conclusions

### *Financial Implications*

- 5.1 The financial impact of Steps 1 and 2 has been aggregated to assess the overall impact on each provider. A summary is provided in Table 5.

**Table 5: Summary of Steps 1 and 2 and Overall Comparison (Full Year Effect)**

Single Funding Formula Step 1 and Step 2	Step 1				Step 2				Net Steps 1 and 2 Net
	Current Funding With Current FT Place Funding	New SFF Total Funding With Current FT Place Funding	Current FT Places	Financial Comparison	New SFF Total Funding With Current FT Place Funding	New SFF Total Funding With New FT Funding	New FT Places	Financial Comparison	
Total Primary Schools	5,797,462	6,657,779	951	860,317	6,657,779	5,878,358	424	-779,421	80,896
Total Nursery Schools	1,877,856	2,185,054	210	307,198	2,185,054	1,710,500	48	-474,554	-167,356
Total all Schools	7,675,317	8,842,833	1,161	1,167,516	8,842,833	7,588,858	472	-1,253,975	-86,459
Total PVIs	2,972,258	3,055,313	0	83,055	3,055,313	3,227,152	113	171,839	254,894
Grand Total	10,647,576	11,898,146	1,161	1,246,570	11,898,146	10,816,010	585	-1,082,136	168,434

- 5.2 From Table 5:

- Step 1 suggests the overall financial impact of the SFF would cost £1.247m.
- For Step 2, the use of the Revenues & Benefits data to identify eligible children currently attending EY places suggests a significant reduction in the number and cost of allocating and funding FT places saving £1.082m. There are a number of possible reasons including:
  - Parents unaware of the FE
  - Cultural practices that retain childcare within family groups
  - Unavailability of local FT places
- Taken together there is a redistributive impact where lower numbers of FT places allows resources to be reallocated to the higher costs arising from the SFF
- The impact of applying the social and medical eligibility criteria will need to be included in future impact assessment illustrations.

- 5.3 Based on the assumptions used for both Steps the overall impact suggests an additional net cost of £168,000 in a full year.

## **Service and Operational Implications for Full Time Place Provision**

### *Market Implications*

5.4 The FT place allocation illustration presented in this report could have market implications that would need to be considered as part of the Council's statutory sufficiency duty. In particular:

- Schools losing FT funding could offer PT provision
- Schools might chose to close their nursery classes with parents having to find alternative provision
- Marketing and targeting eligible children could generate additional demand for FT places but in areas where there is no local capacity
- PVIs could provide additional capacity within a local area if a school place was not available.

### *Part Time Place Schools*

5.5 A recent sample survey in PT place schools indicated a lack of interest in offering a mix of FT and PT place provision. Where an eligible child in a PT place school catchment area requires a FT place the new process must ensure that these children have every chance of accessing a FT place.

### *Full Time Place Schools*

5.6 For these schools there they will not secure the same amount of funding as currently received for FT provision. There are two options to maintain their funding:

1. Switching from FT provision to part time thereby maintaining funding equilibrium. For example a FT school with 30 places would need to attract PT 60 children to secure the same funding
  - a. Switching to part time provision would have an impact on reception class intake; or
2. Retaining FT provision but charging parents for the unfunded part of the day
  - a. It is understood that DCSF will give schools appropriate powers to charge parents with the expectation they will be in place by September 2010.

### *PVIs*

5.7 For full day care settings, operationally this might not create any significant implications as these providers are used to caring for children for longer than 15 hours a week.



## **6.0 Conclusions**

6.1 The outputs from the Steps 1 and 2 analysis need to be treated with a degree of caution as:

- A number of assumptions have been made regarding measuring performance under the flexibility and quality supplements
- For FT places, the current EY cohort has been used to gauge how many children might be eligible. The September 2010 intake might offer a different eligibility profile. Further work will continue to test the application of the FT place criteria with an update report back to Schools Forum
- PVIs are not currently allocated a budget or funding share and, therefore, the last three terms NEG payments have been aggregated to derive the a current funding basis for comparison with the Step 1 and 2 SFF
  - Caution is required as PVIs experience greater volatility than schools in take up of the free entitlement to EY provision.

6.2 The financial analysis presented in this report offers an illustration of how the proposed SFF and FT place allocation basis would impact upon each provider. The assessments reflect a combination of actual performance e.g. OFSTED assessment, and where necessary an arbitrary assessment of performance e.g. PVI flexibility.

6.3 In offering fully funded FT places in the PVI sector Brent is offering a new model of provision that is not being repeated elsewhere in London based on current knowledge.

### **Next Steps**

6.4 Following the presentation of the proposals to the Schools Forum on 30 September a full consultation process with schools and PVIs has commenced as set out in the next steps involving:

1. October/November
  - a. Consultation with schools and PVIs involving
    - i. Each provider receiving a consultation questionnaire
    - ii. Locality meetings
2. December
  - a. Schools Forum presented with feedback from consultation process
  - b. Officers prepare Executive report having regard to consultation outcomes

3. January
  - a. Executive takes decisions regarding the SFF, policy for FT place allocation and transitional protection
4. January – March 2010
  - a. Preparation and implementation of SFF and FT place allocations process
5. April 2010
  - a. Issue of funding indications to providers
  - b. Commencement of SFF
6. September 2010
  - a. All providers offering 15 hours

## **7. Legal Implications**

- 7.1. The Childcare Act 2006 section 7 requires that local authorities must secure that EY provision is available free of charge for prescribed periods for children under the age of five. (This duty to provide “early years provision” replaces the previous duty under the School Standards and Framework Act 1998 to provide “nursery” education.)
- 7.2. The regulations prescribe the type and amount of free early years provision each eligible child is entitled to and the age at which a child becomes eligible to benefit. There has been a duty on local authorities to ensure that 12.5 hours per week of free EY provision is available over 38 weeks of the year for all eligible 3 and 4 year olds in their area. This duty is being extended so that from September 2010 every local authority must offer 15 hours of free early education to all 3 and 4 year olds. As a step towards that, from September 2009 all local authorities are being required to make the offer available to 25 % of their most disadvantaged 3 and 4 year olds.
- 7.3. DCSF will change the current schools finance regulations to incorporate the changes introducing the SFF. They issued an update note on progress with the regulations last April. It is included at Appendix A. The Apprenticeships, Schools, Children and Learners Bill currently passing through Parliament contains a clause to change the regulations. Draft regulations will be published by the time the clause is being considered by the Bill’s Standing Committee.

## **8. Staffing/Accommodation Implications**

- 8.1 There are likely to be staffing implications as a result of the changes made to the funding and counting of nursery places. The full impact will not be felt immediately as there will be a 3 year lead in to full implementation. During this period those settings which experience reduced funding will have time to redirect affected staff, take advantage of natural wastage, and consider the use of premises that may become available to them.
- 8.2 In contrast, those settings that experience increased funding will do so gradually, in proportion to the losses experienced by other settings. This will allow

opportunities for capacity building, redeployment activity, and preparation for full operation at the end of the 3 year period.

## **9.0 Diversity Implications**

9.1 A survey was conducted in the summer to establish what interest PT place schools and PVIs would have in offering FT provision. It revealed:

- Schools offering part time provision indicated they would not wish to change to FT provision
- PVIs offering PT provision indicated that they would wish to offer funded FT provision

9.2 The new FT place allocation process needs to take this feedback into consideration in developing a practical and effective allocations process.

## **Background Papers**

30 September Schools Forum Report

## **Contact Officers**

Mustafa Salih  
Lesley Fox-Lee

Director of Children and Families

## Appendix A

### Early Years Provision in Maintained Sector

SCHOOL	PT	FT	Total
Granville Plus		40	40
College Green Nursery		39	39
Curzon Crescent Nursery	2.0	102	104
Fawood Nursery	14.0	29	43
<b>Nursery Total</b>	<b>16.0</b>	<b>210</b>	<b>226</b>
Anson Primary	49.0		49
Av. H. Torah Temimah		26	26
Barham Primary	60.0		60
Braintcroft Primary	74.0	6	80
Brentfield Primary		37	37
Byron Court Primary			0
Carlton Vale Infant		34	34
Chalkhill Primary	55.0		55
Christ Church Brond. CE		25	25
Convent of J&M RC Inf.	55.0		55
Donnington Primary		30	30
Elsley Primary	59.0		59
Fryent Primary	60.0		60
Furness Primary		49	49
Gladstone Park Primary	60.0		60
Harlesden Primary		25	25
Islamia Primary			0
John Keble CofE Primary		31	31
Kensal Rise Primary		84	84
Kingsbury Green Primary	52.0	7	59
Leopold Primary		48	48
Lyon Park Infants	80.0		80
Malorees Infant	39.0		39
Michael Sobell Sinai		60	60
Mitchell Brook Primary		35	35
Mora Primary	1.0	48	49
Mount Stewart Infants			0
Newfield Primary		29	29
NW London Jewish		35	35
Northview Primary	9.0	24	33
Oakington Manor Primary	72.0		72
Oliver Goldsmith Primary	42.0		42
Our Lady of Grace RC Inf	53.0		53
Our Lady of Lourdes RC		30	30
Park Lane Primary	17.0	22	39
Preston Park Primary	59.0		59
Princess Frederica CE		32	32
Roe Green Infant	80.0		80
Salisbury Primary	17.0	50	67
St Andrew & St Francis CE	47.0	1	48
St Joseph'S RC Infant	60.0		60
St Joseph's Primary		31	31

St Margaret Clitherow		25	25
St Mary's CE Primary	11.0	24	35
St Marys RC Primary		26	26
St Robert Southwell RC	48.0		48
Stonebridge Primary		30	30
Sudbury Primary	89.0	1	90
The Kilburn Park Found.			0
Uxendon Manor Primary	60.0		60
Wembley Primary	57.0	2	59
Wykeham Primary		44	44
<b>Primary Total</b>	<b>1365.0</b>	<b>951</b>	<b>2316</b>
<b>Total</b>	<b>1381.0</b>	<b>1161.0</b>	<b>2542.0</b>

## **Appendix B**

### **Derivation of Basic Hourly Rate**

#### **Cost Analysis**

1. A representative cost analysis across both sectors is an essential component in developing the SFF. February 2009 Schools Forum was presented with a cost analysis completed in 2008 for a sample of school and PVI providers. This identified the cost for each participant of delivering one hour of provision offering a basis on which to develop a representative basic hourly funding rate.

#### **Sector Led Basic Hourly Rates**

1. Experience from the other pathfinder authorities indicates that sector led hourly rates provide the main building block for their SFF supported by specific supplements. DCSF guidance encourages the development of rates that ensures the different cost drivers across the sectors are taken into account. DCSF guidance also requires local authorities to avoid double funding for primary schools and this is addressed below along with other adjustments across the provider groups.

#### ***Nursery Schools***

2. Nursery schools, by their nature, have all their costs associated with delivering EY provision. Where the nursery school is a Children's Centre costs arising from delivering other parts of the core offer are excluded in both the cost analysis and derivation of the basic hourly rate. These are funded through Sure Start Children's Centre revenue grant.

3. Single Funding Formula Sub Group (SFFSG) agreed to keep costs funded by lump sums outside of the derivation of the basic hourly rate. The costs include:

- Head teacher
- Non-teaching deputy time
- Secretary/bursar
- Welfare officer; and
- Site supervisor.

4. The existing basis for lump sum support will be maintained and paid through the SFF. The lump sum is currently £189,610 for each nursery school. The individual lump sums for premises and NNDR site related elements have also been excluded when deriving the basic hourly rate to maintain consistency with the treatment for primary schools referred to below.

The proposed basic hourly rate for a nursery school will be £4.87.

#### ***Primary Schools***

5. SFFSG agreed that the cost analysis informing the development of the basic hourly rate should exclude all expenditure funded through lump sum, premises and NNDR ISB elements. This expenditure would be funded through the main part of the DSG/ISB funding for the school and avoid the potential for double funding through the SFF.

The proposed basic hourly rate for a primary school will be £3.25.

### *PVIs*

6. The PVI cost analysis derived an hourly cost for provision to all age groups attending the setting that would include children not entitled to the EFE. In their guidance DCSF offered a basis for allocating costs within a PVI setting across the various age groups. This allowed a reasonable apportionment of costs associated with eligible 3 and 4 year olds to be identified and this was applied to all the PVIs who contributed to the 2008 cost analysis. This reduced the hourly cost owing to the higher staff ratios for the 3 and 4 year old age group.

The proposed basic hourly rate for the PVI sector will be £2.73.

### *Child Minders*

7. Further work will be completed to devise a suitable rate for childminders, however, as there are only two who currently receive NEG the working assumption used is they would receive 50% of the PVI rate at £1.37.

The table below shows the derivation of the basic hourly rate informed by the cost analysis.

### **Adjusted Sector Basic Hourly Rates**

<b>Setting</b>	<b>Cost Analysis Average Hourly Cost of Provision</b>	<b>Average Hourly Cost After Adjustments</b>	<b>Proposed Basic Hourly Rate</b>
<b>Nursery Schools</b>	<b>9.14</b>	<b>5.41</b>	<b>4.87</b>
<b>Primary Schools</b>	<b>4.82</b>	<b>3.61</b>	<b>3.25</b>
<b>PVIs</b>	<b>3.99</b>	<b>2.95</b>	<b>2.73</b>

8. In summary, the average hourly costs as adjusted offer a guide as to the cost of delivering one hour of EY provision in each sector. The proposed basic hourly rates will always be lower due to funding also being paid to providers through the supplements.

### **Funded Hours**

9. SF will be aware from earlier reports that DCSF wish councils to move away from place led funding for schools EY provision. Whilst this approach could fund vacant places Brent has consistently used pupil numbers for the January census ensuring that empty places would not be funded under the schools funding formula.

10. The January 2009 census carried out a parallel funded hours count and this data has been used to model the impact of the proposed basic hourly rates on schools. PVIs have always returned hours of take up as part of their termly claim for Nursery Education Grant (NEG).

## Appendix C

### Derivation of Supplements

1. The proposed single funding formula has 3 supplements for deprivation, flexibility and quality. We know that DCSF have included the requirement for the use of a deprivation supplement within new schools finance regulations contained in the forthcoming Apprenticeships, Skills, Children and Learners Bill. These supplements will be applied to schools and private, voluntary and independent settings alike.

2. The use of supplementary payments within the single funding formula has a broad effect in resourcing settings to provide for children who may be in need of additional support in some way; regardless of the type of setting that the child attends. The formula also has a specific effect in incentivising settings to improve the quality of their provision, and to deliver it in a more flexible way. Improving the quality of the setting has positive impacts on outcomes for the child, improving flexibility of access to the setting supports parents to manage their working and parenting responsibilities. All aspects of supplementation work together to improve outcomes for children; and to narrow the attainment gap between groups of children.

3. With regard to deprivation in order to recognise additional resources required to support children from disadvantaged backgrounds the single funding formula sub-group agreed that providers would receive a payment based on their aggregate Index of Multiple Deprivation (IMD) score; this will be calculated using the post codes of pupils attending the setting. The calculation will be applied as follows:

▪ Aggregate IMD score for both sectors	124,131
▪ Sum to be distributed at 13% of the funding pot	£1,126m
▪ Payment per IMD point	£9.07

The average payment per type of provider would typically be:

▪ Primary school	£13,700
▪ Nursery school	£20,800
▪ PVI setting	£5,400

4. With regard to flexibility in order to recognise the additional resources required to provide nursery places flexibly the single funding formula sub-group agreed that providers would receive either a 'high' payment for full flexibility where all 4 criteria are met; or a 'medium' payment for partial flexibility where 3 of the 4 criteria are met. The proposed criteria are:

- i. Ability to offer maximum of 10 and minimum of 2 hour sessions
- ii. Ability to offer sessions between 8am and 6pm
- iii. Ability to offer sessions over a minimum of 3 days a week
- iv. Ability to offer 'stretched' provision over more than 38 weeks



5. Payment levels have been modelled using either a lump sum payment or payment per child:

- Lump sum per setting
  - High: £4,000
  - Medium £ £2,000
- Payment per child
  - High: £200
  - Medium £100

6. In modelling the impact of this supplement we have taken account of schools views in that their organisational structure makes it extremely difficult for them to offer flexibility. As a result it is important to ensure that flexibility is incentivised in the private, voluntary and independent sectors to achieve choice for parents.

SFFSG agreed that 3% or 4% of the available funding, £263k and £347k respectively should be profiled, to allow for growth in flexibility attainment.

The payments tested are shown below with the outcomes.

#### Flexibility Payment Illustration

	Lump Sum	Per Pupil	
Measure	Payment	Payment	Average / Provider
Full	4000	200	4000
Partial	2000	100	2000
Cost	300,000		313,000

7. With regard to quality in order to recognise the additional resources required to provide high quality nursery places the single funding formula sub-group agreed that the quality supplement should focus on staff qualifications and OFSTED inspection judgements. Measures of performance are set out in the table below.

#### Quality Measures

Measure	Maintained Staffing	PVI Staffing	OFSTED
High	1 QTS with early years specialism + 2 Staff member enrolled for Early Years Professional Status 3 75% of staff at level 3 or above	1. Member of staff with EYPS leading EYFS + 2. Manager/deputy and additional member of staff with level 4 or above + 3. 75% of staff at level 3 or above	Outstanding
Medium	1 QTS with early years specialism + 2 Member of staff at level 3 3 50-75% of staff at level 3 or above	1. Member of staff with EYPS leading EYFS <b>or</b> 2. Foundation degree practitioner leading EYFS + 3. Manager/deputy and additional member of staff with level 4 or above + 4. 50% to 75% of staff at level 3 or above	Good

Basic	1 QTS with one level 3	1. One level 3 and 50% at level 2	Satisfactory
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8. Payments will be made for High and Medium quality attainment and scored separately across the two measures, qualifications of staff and OFSTED inspection judgements.

The payments tested for each element comprise:

Qualifications

- High: £8,000
- Medium: £4,000
- Basic: No payment

OFSTED judgement

- High: £3,000
- Medium: £1,500
- Basic: no payment

The maximum payment is therefore £11,000

9. The proposed single funding formula will affect all settings by regularising the way in which nursery places are counted and funded. The calculation of a basic rate, and the application of supplementary payments across all sectors is new, and the resulting changes to budget profiles is set out below by sector.

## Appendix D

### Allocation of Full Time Early Years Places

#### Eligibility Criteria

1. The proposed eligibility criteria are the same as those used for the 2 year old pilot.

#### Criteria for Allocation of Full Time Early Years Place

<b>Compulsory National Criteria</b>	<b>The family are in receipt of one or more of the following</b>
	Income support
	Income based job seekers allowance
	Child tax credit at a higher rate than the family element
	Extra working tax credit relating to a disability
	Pension credit
<b>Suggested Local Criteria</b>	<b>Family Characteristics</b>
	Asylum seeking/refugee
	<b>Parental Characteristics</b>
	Teenage parents in FT education
	Those with health issues or disabilities known to social services
	Experience of domestic violence and known to social services
	Experience of substance misuse and known to social services
	<b>Child Characteristics</b>
	Speech and language delay
	In care
	Subject to a child protection plan
	In temporary accommodation
	Involved with Social Care
	Developmental or learning delay
With disabilities	

#### Assessment of Eligibility

2. The eligibility criteria for a FT place adopted from the 2 year old pilot is set out in Appendix A and falls into two distinct categories:

- Economic related (National criteria)
- Social and medical related (Parental and child characteristics)

In order to develop a more robust impact assessment, as requested by SF in June, the current data held by Revenues and Benefits (R & B) covering those households claiming council tax and housing benefit was used to identify:

- Households receiving income support benefits as listed in Table 10 above; and
- Children within those households eligible for a FT place.

3. This data was mapped onto the current EY cohort in all schools and PVI's to see how many of those eligible were currently in a FT or PT EY place.

4. In summary out of the current 4,635 EY children benefiting from the free entitlement only 585 would be eligible for a FT place if only the economic criteria are applied. Further work is continuing to apply the social and medical criteria which would increase the overall number of eligible children.

5. The analysis revealed:

- Based on those households in receipt of income support, the R and B data indicated there are 1,920 eligible children aged 3 and 4 making them potentially eligible for a FT place
- The R & B data was mapped onto the January 2009 EY census for schools and PVI's revealing 585 children would be eligible for a FT place as follows:
  - Schools: 472 eligible children
    - 255 currently in FT place
  - PVI's: 113 eligible children
- Currently there are 4,635 children receiving free entitlement
  - Schools: 2,535 (1,161 in FT place)
  - PVI's: 2,100
- Of those 4,635 children currently benefiting from the free entitlement only 585 (13%) would be eligible for a FT place compared to 1,161 currently benefiting under the new allocations process
- Of those 1,920 children potentially eligible for a FT place 585 (30%) currently occupy a FT place. This could suggest that parents
  - Have chosen to keep their 3 year olds at home
  - Are unaware of the free entitlement

6. The analysis suggests there are a large number of eligible children not in receipt of a FT place. In addition, there could be parents in receipt of income support benefits who have chosen not to claim council tax or housing benefit and therefore not in the Revenues and Benefits data.

## Appendix E

### Impact Assessment for Steps 1 and 2

1. In order to test the impact of the core SFF model and the new FT place allocations process, described in Part 2, the assessment involved two steps or tests as summarised in the table below.

#### Impact Assessment Approach

	Current Funding V Proposed Funding		
Step 1	Testing SFF Basic Application	Current Funding with Current FT places compared with>	SFF Including Current FT Places
Step 2	Testing New FT Places Allocation	SFF Including Current FT Places, compared with>	SFF Including New Basis for FT Places

- Step 1 assesses and compares current funding with the impact of the basic hourly rates combined with the three supplement payments using assumptions described in Appendix C. Including current FT place funding in both comparators neutralises the FT place impact highlighting the impact of the SFF alone:
  - Within Step 1 there are no budgets, or funding shares, developed for PVIs under the 'Current Funding' element. Consequently the last three terms NEG claims have been used as a form of proxy for a budget in order to provide a comparison at provider level.
- Step 2 impact assessment compares the SFF including current FT place funding with the SFF and the financial impact of the new allocations process using Revenues and Benefits data on eligible children. The full impact assessment set out in Part 2 of this report.

All costs presented in this report are at current prices and future inflation is ignored.

## Step 1 Impact Assessment

### Financial Outputs

1. The SFF approach outlined in sections 1.5 to 1.8 above offers an initial cost summarised in the table below.

#### Summary of SFF Step 1 Outputs 2011/12 Full Year Impact

Step 1: Single Funding Formula Summary	2009 PLASC Funded Hours	Basic Hourly Rate	Total Funding	Deprivation	Quality	Flexibility	Total Supplements	Current Funding	Proposed Funding	Net Change
Total Primary Schools	1,796,070	3.25	5,835,431	641,347	181,000	0	822,347	5,797,462	6,657,779	860,317
Total Nursery Schools	164,160	4.87	2,044,719	82,836	36,500	21,000	140,336	1,877,856	2,185,054	307,198
Total PVI's	799,653	2.73	2,178,063	402,250	183,000	292,000	877,250	2,972,258	3,055,313	83,055
<b>Grand Total</b>	<b>2,759,883</b>		<b>10,058,213</b>	<b>1,126,433</b>	<b>400,500</b>	<b>313,000</b>	<b>1,839,933</b>	<b>10,647,575</b>	<b>11,898,146</b>	<b>1,250,571</b>

2. The above table indicates the proposed SFF illustration, assuming 15 hours of PT provision, would be unaffordable by £1.251m in the first full financial year of 2011/12. However officers expect that the £1.8m ring fenced for FT place funding will not be fully utilised offering scope to absorb most of the extra costs illustrated above. There will also be additional funding from DCSF to cover the cost of the 20% increase in free entitlement.

3. For 2010/11 there will be a part year impact as the majority of schools and a small number of PVI's will still be offering 12.5 hours a week from April until September 2010. This is estimated to cost an additional £853k.

4. A comparison of Steps 1 and 2 is contained in Part 5, Summary and Conclusions.

## Step 2 Impact Assessment

### Financial Outputs

5. The Table below sets out the Step 2 financial impact when combining the new FT place allocations and funding with the SFF. This suggests that the proposals for the SFF and FT place allocations would be contained within the current budget and hence affordable.

#### Summary of SFF Step 2 Outputs 2011/12 Full Year Impact

Step 2: Single Funding Formula Summary September 2010	2009 PLASC Funded Hours	Basic Hourly Rate	Total Funding inc Lump Sums in Nurs Schools	Deprivation	Quality	Flexibility	Total Supplements	Total Funding	Additional Funding for FT Provision	Total Funding With FT Places on New Basis
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Total Primary Schools	1,314,420	3.25	4,270,551	641,347	181,000	0	822,347	5,092,898	785,460	5,878,358
Total Nursery Schools	82,080	4.87	1,436,921	82,836	36,500	21,000	140,336	1,577,257	133,243	1,710,500
Total PVIs	799,653	2.73	2,178,063	402,250	183,000	292,000	873,250	3,051,313	175,839	3,227,152
Grand Total	2,196,153		7,885,535	1,126,433	400,500	313,000	1,835,933	9,721,468	1,094,543	10,816,010
Affordability Comparison									Budget	10,647,576
									Step 1 SFF	11,898,146

6. The above table suggests that the new basis of allocating FT places would cost £10.8m, an additional £169k in a full year when compared with the current budget of £10.65m. However, if the Step 2 SFF and new FT assessment is compared with the Step 1 SFF illustration with current FT provision this suggests a saving of £1.082m.

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## Children and Families Overview and Scrutiny Committee

21 October 2009

## Report from the Director of Children & Families

Wards Affected:  
ALL

## Performance Management of Children & Young People Plan (2008/9)

### 1.0 Summary

- 1.1 This report shows the level of progress made by the Brent Children's Partnership Board in 2008/9 in delivering the strategic priorities identified in the 2006/9 Children and Young People's Plan.

### 2.0 Recommendations

- 2.1 Members are requested to note progress in performance and consider areas for further improvement

### 3.0 Detail

#### Background

- 3.1 This report is produced by the Children and Families Planning Information & Performance Service. A performance report is produced for every quarter and is reported to the Brent Children's Partnership.

This report provides the annual analysis for 2008/9 for the 35 indicators across the six strategic priorities of the 2006/9 Brent Children and Young People's Plan.

A new Children and Young Peoples Plan for 2009 -11 was published in May 2009.

**Performance Alert Symbols:**

 **GREEN** Performance is well above target - low risk

 **BLUE** Performance is on or within 10% of target - medium risk




 **RED** Performance is well below target - high risk

Priority	Description	Number of indicators	Risks
Priority 1	Creating the conditions in which children and young people thrive	3	100% Low risk
Priority 2	Early Years development	2	50% Low risk 50% High risk
Priority 3	Education achievement and school improvement	4	25% Low risk 50% Medium risk 25% High risk
Priority 4	Support for young people and teenagers	9	44% Low risk 33% Medium risk 22% High risk
Priority 5	Focus on excluded and vulnerable groups	10	40% Low risk 30% Medium risk 30% High risk
Priority 6	Safeguarding, health and well-being	8	38% Low risk 25% Medium risk 37% High risk

**3.2 Priority 1 - Creating the conditions in which children and young people thrive**

The targets for the three indicators in this priority were met. They were:-




- 1) Performance for the number of visits by young people for sport at council owned facilities for the year was exceptionally good. The annual target of 37,200 visits was exceeded by 43,236 visits. (Low Risk)
- 2) With regard to the number of parents attending Youth Offending Service parenting courses, performance was good with one parent more attending than the target number of 36 parents. (Low Risk)
- 3) There was a reduction of 18% in the number of families living in temporary accommodation which meant that the annual target of a 13% reduction was exceeded. Good performance. (Low Risk)

<b>Priority 1 3 Indicators</b>			
	Low risk	Medium risk	High risk
	100%	0%	0%

### 3.3 Priority 2 - Early Years development

The two indicators in this priority shown below are dependant on information from the PCT in order to measure them.




- 1) More new mothers (77% in total) have started breastfeeding, This is 19% more than our target figure. (Low Risk)
- 2) On the other hand we did not perform quite so well in terms of new mothers smoking during pregnancy. We were working towards only 4% of new mothers smoking, but the final figure at the end of the year was 6.42%. (Medium Risk)

<b>Priority 2 2 Indicators</b>			
	Low risk	Medium risk	High risk
	50%	50%	0%

### 3.4 Priority 3 - Education achievement and school improvement

There are 4 indicators in this priority:

- 1) For the year ending 31<sup>st</sup> March 2009, 47 children were permanently excluded from Brent maintained schools. This is a reduction on last year when 63 children received permanent exclusions. (Low Risk)
- 2) The percentage of children who waited 6 weeks or more after registration for a primary school place has improved by 3% in comparison to last year. For the year ending 31<sup>st</sup> March 2009 the school admissions service received a total of 586 'in year' requests for primary school places of which 64 children waited more than 6 weeks for a school place (11%) (Medium Risk)
- 3) With regard to secondary schools, for the year ending 31<sup>st</sup> March 2009 the school admissions service received a total of 738 'in year' requests for secondary school places of which 207 children waited more than 6 weeks for a school place (28%). This is a 6% improvement from the previous year. (Medium Risk)
- 4) The annual target for the number of Special Educational Needs statements issued within 26 weeks including exceptions was not met. This was due in the most part to delays in receiving the required reports from other agencies, in particular NHS Brent, however in some instances this was also due to parents not responding to the proposed statement or to an extended consultation period being required. Overall then for the year, 68% of statements including exceptions were issued within 26 weeks whilst the target was 95%. (High Risk)




<b>Priority 3 4 Indicators</b>			
	Low risk	Medium risk	High risk
	25%	50%	25%

#### Priority 4 - Support for young people and teenagers

This section mainly focuses on the work being carried out by the Connexions service with regard to the education, employment and training (EET) of young people aged between 16 – 18 years. Across the education, employment & training indicators performance has been fairly good throughout the year. It should be noted that November to January are the three key months of the year during which performance against the targets for young people aged 16 to 18 who are NEET (not in education, employment or training) or whose current activity is not known is measured.

- 1) A target was set of 7.1% of young people in Brent aged 16-18 being NEET. Our performance was actually better than this as we ensured that only 4.8% of young people were NEET. (Low Risk)
- 2) In addition only 4.9% of 16 – 18 year olds' situation was unknown whilst the target had been set at 5.4% of this group. (Low Risk)
- 3) Young offenders in EET performed well and the target of 90% was missed by only 2% (88%). (Medium Risk)
- 4) 41% of teenage Mothers were in EET when our target had been set for 53%. So we were 12% down on this. (High Risk)
- 5) Our target for having young people with learning difficulties in EET was missed by 5% with performance for the year finishing at 83% of the cohort in EET. (Medium Risk)
- 6) Our target for Black and Ethnic Minority young people in EET was exceeded by 1.2%. The target for the year was 88% and we achieved 89.2% of this cohort in EET. (Low Risk)
- 7) Although the target for having Care leavers in EET was missed by 3%, overall 70% of care leavers in the cohort were engaged in education, employment or training and this is a marked improvement on the previous year where only 52% were engaging in EET. 70% affords us the maximum performance rating by the Department for Children, Schools & Families (DCSF). (Medium Risk)
- 8) The number of young people in contact with the Youth Service has improved throughout the year. In total 6,715 young people were in contact with the service against a target of 5,800 and this represents 29% of Brent's 13-19 year old population which is better than our target of 25%. (Low Risk)
- 9) **Teenage conceptions.** This indicator is one of the Children & Families Department Local Area Agreement (LAA) targets and it is also a National Indicator - NI 112.

- ❖ A two year lag exists on performance information which is produced by the Office of National Statistics but colleagues in NHS Brent are working towards having more timely information
- ❖ In 2006 the figure for teenage conceptions in Brent was 40.1 for every 1,000 females under the age of 18. This was used as the baseline figure to measure improvement against. The target for 2008/09 was 28.3 conceptions per 1,000 under 18s and the target for 2009/10 is 23.9 per 1,000.
- ❖ As at December 2007 (latest available figures) Brent showed 43.1 teenage conceptions per 1,000 young women which showed a 3.1 increase from 2006. However we were performing marginally better than the London average for the same period which was 45.6 per 1,000. (High Risk)

<b>Priority 4 9 Indicators</b>			
	Low risk	Medium risk	High risk
	44%	33%	22%

### 3.6 Priority 5 - Focus on excluded and vulnerable groups

There are 10 indicators in this priority.




- 1) Between April 08 – March 09 we performed well with regard to adoptions of children in the care of the Local Authority and exceeded our annual target by 3%. This meant that 14 children in total were adopted. (Low Risk)
- 2) There is also a national performance indicator in relation to the number of children **placed** for adoption within 12 months of the best interest decision of adoption being given and again our performance here was good.
  - ❖ For the year in total 14 children came out of Local Authority care as a result of the granting of adoption orders. 9 of these children were placed for adoption within 12 months of their best interest decision of adoption being made. (64.2% of the 14 children against a target of 54%). (Low Risk)
- 3) There has been very close monitoring of the number of times children in care change placements during the year and this has resulted in a reduction in the numbers of those children who change placements. Our performance of only 15.6% of children in care changing placement three or more times has earned us the highest DCSF rating in this category. (Low Risk)
- 4) 97% of reviews for children in care were carried out within the required timescale which is in line with our annual target.(Low Risk)

- 5) During the year, 68 out of 110 (62%) of children and young people in care who met the governments measuring criteria were in stable placements, however this meant that we did not meet our target of 78% (High Risk)
- ❖ As we become more successful in diverting young people from coming into care, those who then do, often tend to have the most complex needs. Recruiting foster carers, who have the capacity and level of skills required to care for young people with complex needs is now proving to be an additional challenge. Adolescents with no educational provision are also very difficult to sustain in their placements.

### Youth Offending

- 6) The numbers of young offenders living in Brent has risen steadily over the year and the year end target of there being 440 young offenders was exceeded by 48.(High Risk)
- ❖ Data indicates that youth crime offences across the country have been fairly erratic since January 2005. Despite this there has been a clear declining trend in youth crime in Brent which is currently achieving some of its lowest levels.
- 7) There were 259 first time entrants (FTE's) to the Youth Justice System throughout 2008/09 which exceeds the annual target by 20.(High Risk)
- ❖ It should be noted however that recent changes in the way information is shared between the Metropolitan Police and Youth Offending Services has led to an increase in recording of first time entrants, and the Youth Justice Board estimates that because of this, London is now approximately showing a 40% increase in figures for First Time Entrants. Figures from 2007/08 show that Brent ranks 15 out of the 32 London boroughs with regard to numbers of first time entrants into the Youth Offending system.
- 8) Throughout the year 58% of the young men who were supervised by the Youth Offending Service and subject to **remand** were either Black African or Black Caribbean. This is 2% less than the annual target of 60% so we are moving in the right direction. (Medium Risk)
- 9) Also throughout the year an average of 60% of young men who were supervised by the Youth Offending Team and subject to **custody** were Black African and Black Caribbean. Again this is an improvement on previous performance.(Medium Risk)
- 10)The annual target for the proportion of young offenders known to YOS who are either Black African or Black Caribbean was set at 48.70% however at the end of March 09 it was actually 55.2% therefore we have not succeeded in meeting this target. (Medium Risk)

- ❖ It is not wholly surprising that the majority of young men known to the Youth Offending Service and subject to remand or custody are from these ethnic groups as the largest proportion of offenders supervised by YOS are also Black African and Black Caribbean

<b>Priority 5 10 Indicators</b>			
	Low risk	Medium risk	High risk
	40%	30%	30%

### 3.7 Priority 6- Safeguarding, health and well-being

There are 8 indicators in this priority

- 1) The numbers of repeat referrals to Social Care rose steadily between April 08 and March 09. At the end of 07/08 repeat referrals to Social Care stood at 19.3%. The 08/09 year end position rose to 26.50 % against a target of 18%. This figure is 2% higher than the national average last year.(High Risk)
- 2) Between 1<sup>st</sup> April 2008 and 31<sup>st</sup> March 2009, 205 children became subject to a Child Protection Plan – formerly known as the Child Protection Register.
  - ❖ 18 of these children had also been subject to a Child Protection Plan in the past. This is 8.8 % of the total number of children who were made subject to a Child protection Plan. Our target for children becoming subject to a Child protection Plan for a second or subsequent time was 9% of the total number. The Department for Children Schools & Families indicates that good child protection practice would mean an optimum of 10% of children who were made subject to a Child Protection Plan throughout any given year had also been subject to a plan in the past, therefore our performance in this area was good.(Low Risk)
- 3) With regard to Reviews of Child Protection cases – throughout the year performance has been fairly good. At the end of March 2009 our overall year end performance was 99.3% against a target of 100%.(Medium Risk)
- 4) The proportion of referrals to Social Care of children in need that led to an initial assessment has improved in comparison to last year and the annual target of 50% has been met.(Low Risk)
  - ❖ Last year's performance for the year was 48%. This may indicate that more appropriate referrals are now being made to Social Care and there could be a better understanding of thresholds with regard to the CAF. It will be interesting to note if this trend continues over time.

- 5) The target of 100% for the numbers of young people known to the Youth Offending Service manifesting mental health difficulties who are referred to CAMHS was met. Throughout the year this amounted to 27 young people who were known to Youth Offending service and were referred to CAMHS.(Low Risk)




**Immunisations.** We are committed to ensuring that all children in Brent have the best start in life and that they receive appropriate vaccinations at the correct stages in their life.

- ❖ This is measured in terms of monitoring take up of immunisations in three age groups which are one, two and five years old.
- ❖ Annual targets in terms of immunisation take up were set at 75% of children for whom NHS Brent has responsibility in each of the above age groups. The percentage of children who actually had their vaccinations is detailed below.

6) 1 year - Actual 68.25% (Medium Risk)

7) 2 years - Actual 61.15% (High Risk)

8) 5 years - Actual 52.81% (High Risk)

<b>Priority 6 8 Indicators</b>			
	Low risk	Medium risk	High risk
	38%	25%	37%



## 4.0

**Performance Alerts**

Indicators	Perf Alert Q4
The number visits by Young People for sport at council owned facilities	★
The number of Parents Attending YOS Parenting Course	★
The % Reduction in the number of families living in temporary accommodation	★
The % improvement on new mothers initiating breastfeeding	★
The number of pupils excluded from Brent maintained schools	★
The % Young people aged 16-18 who are NEET	★
The % 16-18 years situation unknown	★
The % BME Young People in EET	★
The number of Young People 13-19 year olds in contact with the Youth Service	★
Adoptions of children looked after	★
The % of Looked after children with 3+ placement changes in period	★
Timeliness of reviews of LAC	★
Re-registrations of children on Child Protection Register	★
Timeliness of placements of LAC adopted following Agency decision	★
The proportion of referrals of Children in Need leading to initial assessment	★
The % YP known to YOS manifesting mental health difficulties referred to CAMHS	★
Reviews of Child Protection Cases	●
The % of new mothers smoking during pregnancy	●
The % Young Offenders in EET	●
The % Young People with Learning Difficulties in EET	●
The % Care Leavers in EET	●
The proportion of young offenders that are Black African and Black Caribbean	●
The % of young men supervised by the YOT, subject to remand that are Black African or Caribbean	●
The % of young men supervised by the YOT subject to custody that are Black African or Caribbean	●
The % of Repeat Referrals to Social Care within 12 months of the previous referral	●
The % uptake of all childhood immunisations at 1 year	●
The % of primary school aged children who waited 6 weeks for a school place after registration.	▲
The % of Secondary school aged children who waited 6 weeks or more for a sch place after registration.	▲
The % of SEN Statements issued within 26 weeks including exceptions	▲
The % Teenage mothers in EET	▲
Looked After Children under 16 years old in the same placement for at least 2 years or more or placed for Adoption and were looked after for more than 2.5 years	▲
Number of resident young offenders	▲
Reduce first time entrants to the Youth Justice System	▲
The % uptake of all childhood immunisations at 2 year	▲
The % uptake of all childhood immunisations at 5 year	▲

## **Background Papers**

None

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**Director, Children and Families Dept**

	<p><b>Children and Families Overview and Scrutiny Committee</b> <b>21 October 2009</b></p> <p><b>Report from the Director of Policy and Regeneration</b></p>
For Action	Wards Affected: ALL
Pupil safety on the journey to and from school final task group report	

## 1.0 Summary

1.1 The final report of the Pupil safety on the journey to and from school task group

## 2.0 Recommendations

2.1 That the Children and Families Overview and committee agree the recommendations set out in the task group report.

2.2 That the report is forwarded to the Executive

## 3.0 Detail

3.1 On the 12 February 2008 the Children and Families Overview Committee agreed to set up a task group to consider concerns amongst young people about their personal safety on the journey to and from school.

3.2 The task group included the following members:

- Councillor Arnold
- Councillor Mistry (Chair)
- Councillor C.J Patel

4.0 The task group took evidence from a wide range of witnesses including:

The Community Safety Officer, Brent Council  
The School Council, Wembley High Technology College,  
The Behaviour and Attendance Consultant, Brent Council  
The Transportation Team, Brent Council

Safer Schools Officers  
Safer Transport Officers  
Representatives from Transport for London, Metroliner and First, Bus Companies.  
Undertook a desktop review of good practice from other local authorities

## **5.0 Key findings of the task group**

- 5.1 The task group found that feedback from forums such as the Brent Youth Parliament and the responses captured in the TellUs2 and TellUs3 Ofsted surveys indicate that school pupils across the borough have concerns regarding their personal safety on the journey to and from school.
- 5.2 This is supported by crime data compiled by the council's community safety team which demonstrates that there are clear links between youth robbery, school locations, terms dates, travel times, routes and transport hubs.
- 5.3 The task group found that the council is tackling this issue and has been working with local partners to implement a range of projects including reducing pupil's vulnerability to becoming a victim of crime and escorts travelling on buses.
- 6.0 The final recommendations of the task group can be found on page six of the task group report

### **Contact Officers**

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## **Pupil safety on the journey to and from school**

Membership:  
Councillor Mary Arnold  
Councillor Kanta Mistry (Chair)  
Councillor Chandubhai Patel

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*Foreword by Councillor Kanta Mistry*

Brent is a young borough, a quarter of our population are under 19 year old compared with the London average of one fifth. We are proud that our young people have achieved the 8<sup>th</sup> highest levels in London for 5 or more A\*-C grades at GCSE including English and Maths. We also have a thriving youth parliament and well attended consultation group Brent Youth Matters Two.

It is therefore of great concern that some young people in the borough do not feel safe on school journeys. We know from crime statistics and feedback from young people themselves that school journeys can be blighted by robbery, bullying and anti-social behaviour. This has a negative impact on pupils as well as those nearby. Working in a school myself, I have witnessed some of these issues first hand.

That is why I welcomed the opportunity to chair this task group. I believe that the council and its partners can make a difference. In speaking to pupils, the police, council officers, local Bus companies and safer transport officers, we have found that good work is already happening to tackle this issue and we have identified and recommended ways that by working together, services can be improved even further.

I would like to thank my colleagues Councillor Mary Arnold and Councillor Chandubhai Patel who participated in the review as well as all the witnesses who attended our task group meetings to give evidence. A special thanks also goes to the school council at Wembley High Technology College, and representatives from Transport for London, First and Metroline bus companies whose positive contribution helped to shape our findings.

As a member of the Children and Families Overview and Scrutiny Committee I will also have a role in ensuring that the recommendations set out within this review, once agreed by our Executive, are implemented over the next six to twelve months.

## Executive Summary

This review is borne out of concerns among a significant number of young people about personal safety as they travel on public transport to and from school. A wealth of data from surveys and crime statistics highlight that robberies, bullying and anti-social behaviour are prevalent at the end of the school day in areas where young people congregate.

The aims of the task group were to:

- Review existing partnerships in place to tackle safety on the journey to and from school
- Look at ways to support and encourage schools to implement initiatives to improve safety on the journey to and from schools
- Look at good practice from other local authorities on ways to improve safety on the journey to and from school.

The task group has consulted as widely as possible and carried out the following activities:

- Met with the Community Safety Officer, Brent Council
- Visited the School Council, Wembley High Technology College,
- Met with the Behaviour and Attendance Consultant, Brent Council
- Met with the Transportation Team, Brent Council
- Met with Safer Schools Officers
- Met with Safer Transport Officers
- Met with representatives from Transport for London, Metrolink and First, Bus Companies.
- Undertook a desktop review of good practice from other local authorities

The task group found that Brent Council has been proactive in tackling pupil safety on the journey to and from school. In 2006, the council, as part of a neighbourhood working initiative ran a project with a secondary school in Dollis Hill where dedicated youth workers were employed to travel with pupils on school buses. As part of the scheme a monthly courtesy ward was presented to pupils rewarding good behaviour. Overall this project was found to significantly reduce crime and anti-social behaviour.

Brent Children's Partnership which is Brent's Children's Trust has prioritised this issue and set up a 'Safety and Security in and around Schools working group'. The working group provides a multi-agency response to this issue and includes representation from the Police, Brent Head Teachers Association, Transport for London, the youth service and community safety teams at the council. The group



has recently secured funding from Transport for London to run a pilot school escort project across schools in Brent.

Brent has a well established Safer Schools Partnership. There are eight Safer Schools Officers in the borough which is one police officer for every two secondary schools. The officers run a number of projects to promote safer school journeys including providing property marking and running a 'keep your stuff safe' lesson during personal, health and social education (PHSE) at the school. They also run training sessions for schools such as critical incident training which would help them to deal with a major incident should it arise.

The task group also found that Transport for London have developed a number of initiatives to promote good behaviour on buses amongst pupils. The London Transport Museum runs a safety and citizenship programme for year six pupils to prepare them for independent travel before they move to secondary school. This is an important project because it helps to instil acceptable standards within young people before the problem occurs.

During the course of the review the task group found that there are specific concerns around:

- Overcrowding on the 245 bus
- Perceptions of young people especially when travelling on buses
- Pressure on schools and difficulty in prioritising this issue

As a result of their investigation the task group developed a range of recommendations aimed at the council, the police and Transport for London.

## Recommendations

1. That the membership of the Safety and Security in and around Schools membership is reviewed to ensure that all relevant partners are represented
2. That the Children and Families Overview and Scrutiny Committee review current activity to engage persistent young offenders in the borough.
3. That the council develop intergenerational projects to build a greater understanding and mutual respect between young and older people.
4. That a web resource is developed by the Children and Families Department for schools which provides information on resources available to tackle bullying in the community, which should also include Brent's anti-bullying guidance on the home to school journey and the work of the Safer Schools Partnerships.
5. That primary schools are encouraged to participate in Transport for London citizenship programmes
6. That Safer Schools Officers help schools to develop a travel plan incorporating crime and safety issues
7. That recognising achievement should be part of all school escort projects, as a way of encouraging school pupils to act responsibly.
8. That Transport for London increase the 245 bus service at peak times
9. That the Children and Families Department spread good practice on the provisions within the Education Act to promote safety outside of schools
10. That the Children and Families Department encourage schools to include the journey to and from school in their home-school agreements.

## Introduction

For the majority of pupils in Brent; the journey to and from secondary school is safe and uneventful. However, the work of this task group is borne out of the concerns among a significant number of young people about personal safety as they travel on public transport to and from school. A wealth of data from surveys and crime statistics highlight that robberies, bullying and anti-social behaviour are prevalent at the end of the school day in areas where young people congregate.

Young people of the 21<sup>st</sup> century often carry accessories such as iPods, computer games and mobile phones worth hundreds of pounds. The theft of these items is lucrative and often relatively easy to carry out. Unfortunately this activity is on the rise and both the victim and the perpetrator will be a school pupil.

As a result, the fear of crime among young people has soared. Adults are also increasingly afraid of young people. This fear is fuelled by negative portrayals of young people in the media as criminals, antisocial and involved with gun and knife crime. A survey by Catch 22<sup>1</sup> found that 64% of adults over estimate the numbers of young people involved in crime and are less likely to associate them with doing good work in the community.

The aim of this task group is to consider the Brent response to this London wide problem. The issues raised in this review do not sit neatly within one policy area. They require a partnership approach between schools, the council, the police, transport providers and young people to find solutions.

We are aware that the council is taking this seriously and has provided a co-ordinated response. Our aim is to ensure that the resources are being used effectively, are having an impact and that all the relevant partners are involved. Most importantly, we want to see that our efforts are resulting safer journeys for young people and other passengers.

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<sup>1</sup> Research commissioned by Catch22 on behalf of The Philip Lawrence Awards, August 2009.

## Membership

The members of the task group were:

- Councillor Arnold
- Councillor Mistry (Chair)
- Councillor C.J Patel

## Methodology

The aims of the task group were to:

- Review existing partnerships in place to tackle safety on the journey to and from school
- Look at ways to support and encourage schools to implement initiatives to improve safety on the journey to and from schools
- Look at good practice from other local authorities on ways to improve safety on the journey to and from school for pupils

The task group has consulted as widely as possible and carried out the following activities:

- Met with the Community Safety Officer, Brent Council
- Visited the School Council, Wembley High Technology College,
- Met with the Behaviour and Attendance Consultant, Brent Council
- Met with the Transportation Team, Brent Council
- Met with Safer Schools Officers
- Met with Safer Transport Officers
- Met with representatives from Transport for London, Metroline and First, Bus Companies.
- Undertook a desktop review of good practice from other local authorities

## Background

Feedback from forums such as the Brent Youth Parliament and the responses captured in the TellUs2 and TellUs3 Ofsted surveys indicate that school pupils across the borough have concerns regarding their personal safety on the journey to and from school.<sup>2</sup>

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<sup>2</sup> *The TellUs surveys elicit the views of pupils in years 6,8 and 10.* Responses indicating that young people felt 'A bit/very unsafe' going to and from school and on public transport in Brent were 5% and 7% higher than the national average respectively. Feedback was similar in the TellUs3 Ofsted survey which demonstrated that pupils feeling a bit/very unsafe' going to and from school and on public transport in Brent was 5% higher than the national average.

This is supported by crime data compiled by the council's community safety team at the council which demonstrates that there are clear links between youth robbery, school locations, terms dates, travel times, routes and transport hubs.

The problem is exacerbated by large numbers of school children congregating in transport hubs and high streets adjoining their schools while waiting for buses after school. Often these sites become the location of bullying, anti-social and criminal behaviour which in turn raises the fear of crime in not only other students present, but also in members of the public who are travelling and shopping in the area.

This is not just a problem in Brent, a scrutiny review on Young People Policing and crime, by the Metropolitan Police Authority entitled *Seen and Heard*<sup>3</sup> which sought views on young people's experiences as victims, witnesses and perpetrators of crime in the capital, highlighted similar issues across London.

Findings from the review indicated that one of the most common locations for youth crime was outside school and that young people were most likely either to be victimised or to commit a crime in the hours after school or college, between 3pm – 5pm or late at night.

Discussions with young people on personal safety highlighted that many felt that they had to take a number of steps to ensure that they could travel on public transport. Young People talked about avoiding the top decks of buses; avoiding particular bus routes at particular times of the day; and even making decisions about which was the safest bus stop to begin or end a journey at.

The Seen and Heard report also highlights that territorialism is a major contributory factor to young people decisions about areas that they consider safe to travel to within London. Young people stated that in some areas, particularly where gang activity was rampant, if they entered a different postcode area they were vulnerable and at risk of attack. There is also territorialism between schools. This can result in tensions arising and fights between young people from different schools.

The Director of Kids Company<sup>4</sup> provided an explanation as to why some young people had such strong loyalties to their areas. She explained that young people who were cut off from mainstream civic culture due to economic and social deprivation and those who lacked strong supportive family connections created their own alternative cultures, resulting in a disproportionate value being placed on one's area.

The report also unearthed evidence of a 'no snitching' phenomenon amongst young people. The pervasive view is that crime should not be reported to the police as they wouldn't be able to protect them or their families from any repercussions.

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<sup>3</sup> Seen and Heard: Young People, Policing and Crime, A Metropolitan Police Authority Report 2008.

<sup>4</sup> Extract taken from Seen and Heard MPA report, 2008

Crimestoppers (2002)<sup>5</sup> national survey of crime amongst under 16's found that 51% of the 1,064 young people that took part in the survey, had not reported being a victim of crime to the police.

### **National Policy Context**

The work within this review cuts across the interconnected areas of bullying, youth crime and anti-social behaviour but much of this focus of this work is how it relates to bullying in the community. This is a relatively new policy area as most work on bullying focuses on the school environment.

The Every Child Matters<sup>6</sup> Agenda provides a framework for all matters that relate to children and young people up to the age of 19. It outlines five clear outcomes for children:

- Be healthy
- Stay safe
- Enjoy and achieve
- Make a positive contribution
- Achieve economic well-being

Tackling bullying is explicitly mentioned within two Every Child Matters outcomes:

#### Outcome 2: Stay Safe

1. Aim: Children and young people need to be safe from bullying and discrimination

#### Outcome 4: Make a Positive Contribution

2. Aim: Children and young people are helped to develop positive relationships and choose not to bully or discriminate

The Department for Children Schools and Families<sup>7</sup> issued guidance this year for local authorities and other partners on how to reduce bullying in the community. This guidance specifically addresses the journey to and from school. The guidance states that "Local authorities have a duty to safeguard and promote the welfare of children. Tackling bullying is a key part of fulfilling this duty."

Furthermore, the guidance states that Children's Trusts and their relevant partners should consider tackling bullying as part of their wider role in safeguarding children and young people. Local Authorities are also encouraged to provide information about where young people can turn to for help if they are bullied in the community.

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<sup>5</sup> *Crimestoppers Youth Survey 2002* London

<sup>6</sup> Every Child Matters was enshrined in the Children's Act 2004 and set out new ways of managing children's services with an emphasis on partnerships and collaborative working

<sup>7</sup> *Safe from Bullying: Guidance for local authorities and other strategic leaders on reducing bullying in the community, 2009.*

The framework for preventing bullying in the community is supported by a range of other initiatives:

- In 2002 the government launched Safer Schools Partnerships, marking a new approach to the way the police are involved in schools. The scheme encourages pupils and the police to build good relationships, with a police officer attached to the school. The partnerships develop a range of projects tailored to the needs of the local school these include engagement with parents to address behavioural issues, working with young people at risk, assist in the reduction of truancy rates and exclusion, and tackle offending and anti-social behaviour to create a safer working environment and safer communities.
- Safer Transport Teams (STT's) were set up in 2007 to improve safety in outer London's transport network. STT's patrol the boroughs bus networks, provide extra visibility and reassurance to passengers. They also tackle crime and anti-social behaviour on buses and trams and work with the British Transport Police to improve safety at train and tube stations.
- The Education and Inspections Act 2006 provides statutory powers for schools to discipline pupils who behave badly on the way to and from school, for instance when travelling on buses and trains.

### **Local Policy Context**

Brent Council has been proactive in tackling pupil safety on the journey to and from school. In 2006, the council, as part of a neighbourhood working initiative ran a project with a secondary school in Dollis Hill where dedicated youth workers were employed, to travel with pupils on school buses. As part of the scheme a monthly courtesy award was presented to pupils rewarding good behaviour. Overall this project was found to significantly reduce crime and anti-social behaviour.

Brent Children's Partnership <sup>8</sup>, which is Brent's Children's Trust has prioritised this issue and set up a 'Safety and Security in and around Schools working group'. The working group provides a multi-agency response to this issue and includes representation from the Police, Brent Head Teachers Association, Transport for London, the youth service and community safety teams at the council.

A number of actions and projects have been developed by the group such as looking at crime statistics to ensure that additional resources are deployed to the sites with the highest levels of criminal activity.

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<sup>8</sup> Brent Children's Partnership has recently changed its name and was previously called the Children and Young People's Partnership Board

They are also looking at ways to encourage schools to include crime and safety issues within school travel plans. A school travel plan puts forward a package of measures to improve safety and reduce car use, backed by a partnership involving the school, education and transport officers from the local authority, the police and the health authority. Sustainability is a strong theme within travel plans and the working group would like crime and safety issues to be included because it will be an opportunity to tackle safety issues and concerns in a joined up consistent and structured manner.

The working group were recently successful in obtaining funding from Transport for London (TfL) to pilot a safer school travel plan and bus escort project. This will be built on the methods used within the Dollis Hill school escorts project. This facilitates school journeys either with existing school or agency staff or by working with safer transport teams. All schools who participate in the pilot will be required to have a travel plan which incorporates crime and safety issues.

Brent has a well established Safer Schools Partnership. There are eight Safer Schools Officers in the borough which is one police officer for every two secondary schools. The officers run a number of projects to promote safer school journeys including providing property marking and running a 'keep your stuff safe' lesson during personal, health and social education (PHSE) at the school. They also run training sessions for schools such as critical incident training which would help them to deal with a major incident should it arise.

## **Key findings of the task group**

Tackling bullying, anti-social behaviour and crime

The task group wanted to understand the nature of bullying, anti-social behaviour and crime that takes place in schools and on the journey, how it impacts on young people and the community as well as the measures in place to tackle it.

*Views from young people on bullying, anti-social behaviour and crime*

The first group of witnesses that we spoke to were the school council at Wembley High Technology College. We were pleased to find that the pupils did not report a major issue in relation to their personal safety when travelling to and from school, although we are aware that this was not representative of pupils experience across Brent schools.

One pupil reported that they thought that they were going to be mugged by a crowd of youths but were able to make their way back to school and phone their parents. Other pupils had witnessed incidences take place on the bus where they felt that another young person was being bullied, they were too afraid to intervene themselves and also felt that the bus drivers were unhelpful.



Pupils were aware about the dangers of carrying high value items to school and one reported that they had been shown a DVD at school on personal safety and had found it useful.

### *Role of Brent Police in tackling bullying, anti-social behaviour and crime*

We met with senior Police Officers from the Safer Neighbourhood Team to gain an understanding of their work to address bullying in the community. We were informed that crime on the journey to and from school is a priority for the police and extra resources had been dedicated to tackling it.

Officers informed us that all crime is down in Brent. Robbery amongst young people is a reflection of the modern times where expensive accessories are common amongst school pupils; this would not have been the case even a decade ago. Many schools have banned pupils from bring mobile phones to school but this has done little to tackle the problem.

In Brent, there are no crime hotspots in the immediate area around schools; this is because teachers and safer schools police officers patrol outside the gates at the end of the school day. This visible presence regulates pupil's behaviour. Much of the crime committed by school pupils is displaced to the nearest transport hubs and shops.

Officers reported that the majority of young people engaged in anti-social behaviour, bullying and crime are known to the police, resources are concentrated on those young people who are on the fringes of criminal activity but can still be influenced by positive interventions.

To address some of the challenges posed by antisocial behaviour on the journey to and from school, safer schools officers have developed a range of initiatives. The main strategy has been reducing pupil's vulnerability to becoming victims of crime. Projects have been developed by the Brent Community Safety Partnership and delivered by the Safer Schools Officers. Pupils are advised on property marking and keeping expensive belongings out of sight.

Recently a successful project was held with year 8 pupils where they were invited to watch training of police dogs and horses. This showed a different side to the work of the police and helped to break down barriers between the police and young people. Similarly, police officers ran some role play workshops on 'stop and search' this helped to give young people a better understanding of the issues and difficult decisions that police need to make in relation to this controversial procedure.

Officers informed us that the introduction of safer schools partnerships has had a positive influence in Brent. Two years ago there were four safer schools officers and relations between the police and schools were poor. Now there is a dedicated sergeant as well as one officer between two schools. Officers are in the schools every day dealing with issues as they arise. Activities could include talking at an

assembly on rail safety, robbery and knife crime. They also work with pupils who have been victims of crime, as well as those identified as at risk of falling into crime.

However, raising the profile of and tackling crime and safety issues in schools remains a challenging area. Safer Schools Partnerships are a new approach and there are varying rates of success. Some schools have embraced the initiative and are keen to work with officers to develop projects, while others are more reluctant. Overall schools can be difficult to engage. Even if the head teacher is keen and willing to participate, officers felt that sometimes this is not articulated further down the hierarchy.

Officers also told us that there is no standard policy on bullying and robbery and the lines are often blurred. An incident can take place in a school and be defined as bullying, the same act can take place on the street and be defined as robbery. Schools are keen to protect their reputation and are more likely to deal with incidents such as pupils stealing money from each other in school without outside intervention. The police are keen to work within the disciplinary process within the school but it is important that schools develop a clear policy on this in order to send out consistent messages to young people.

We were concerned when the police informed us that a hardcore group of a small number of young people are repeat offenders and committing a disproportionate amount of the crime. Finite resources will mean that the police will focus on the larger group of young people who are at risk of falling into crime but can be influenced. Whilst we recognise the constraints that the police are working in, we also felt that as councillors we needed to probe into the support available to this hardcore group who were in danger of continuing criminal activity into adulthood. In such cases, anti-social behaviour and bullying can spill over into the more serious gang activity and knife crime. In the long term this leads to a much greater financial and social burden on the council. As this did not strictly fit within the remit of this review we would like the Children and Families Overview and Scrutiny Committee to consider this issue either as a task group or as an agenda item.

#### *Work within Brent Council to tackle crime, anti-social behaviour and bullying*

The task group met with the council's Secondary Behaviour and Attendance Consultant, who leads on developing and supporting anti-bullying policies. He has reviewed secondary school policies and found that only two schools made specific reference to bullying on the journey to and from school in their behaviour code.

He reported that schools had not approached him regarding bullying outside of school. The council's work to tackle bullying has focused on general bullying in school, bullying around race, religion and culture, bullying based on special educational needs, cyberbullying and homophobic bullying. Support is also given to schools to train peer mentors, work with anti-bullying councils, tackle bullying through the curriculum, for example, the SEAL (social and emotional aspects of learning) and celebrate National Anti-Bullying Week. It was reported that behaviour outside school is taken very seriously by head teachers as similar behaviour could erupt in the school and affect its image.

We discussed ways in which this could be embedded within the school curriculum and it was agreed that a good way forward would be to provide information for schools on where resources could be found should they require it. There also needs to be collaborative approach between the council's transportation, community safety and children and families teams to address the issues.

The Secondary Behaviour and Attendance Consultant reported that he is currently updating Brent's anti-bullying guidance and in light of discussions with the task group he will include guidance on the journey to and from school.

We also met with the council's Community Safety Officer who is co-ordinating the work of the safety and security in and around schools working group. She reported that a survey by Brent's Safer Transport Team highlighted that 80% of people felt unsafe when travelling with school pupils. Anecdotal evidence from talking to young people in youth groups also highlights that a significant number tend to adopt a fatalistic attitude and expect that they will be robbed at some point.

The Community Safety Officer outlined that because of the partnership approach of the working group there is a quick response if criminal activity increases within a particular area. It means that using the latest crime evidence resources are deployed quickly.

### *School Escort Project*

In Brent, a number of teams including; community safety, safer schools officers, Safer transport teams and travel plan officers are leading on developing the escort project funded by Transport for London. This project involves escorts travelling on the buses and acting as a visible presence at transport hubs at the end of the school day. The escorts will act as a support to vulnerable students, encourage good citizenship, deter criminal and antisocial behaviour and promote better behaviour on the public transport system.

The criteria for the funding means that the schools participating in the pilot project must have a travel plan. This is an opportunity to work with the school to ensure that crime and safety measures are incorporated into the plans. The scheme means that acceptable behaviour standards are explained to pupils during assembly. There will be a 'three strikes and you are out' policy operating on oyster cards. Pupils who continually misbehave on buses will lose their oyster cards. It was emphasised that this measure will not be implemented in a heavy handed way and pupils will receive plenty of warnings before extreme sanctions are applied.

Travel Plan officers highlighted some of the emerging challenges with the implementation of this project. There have been problems in finding suitable escorts to travel on the buses. Teachers are preferable because they know the pupils and will be able to identify culprits as well as command respect. It was also difficult to engage schools in the project however four schools have been included in the first round.

The schools were selected for the project because they are facing a range of issues including anti-social behaviour, conflicts between pupils of neighbouring schools, disturbances at nearby transport hubs, incidences on buses. All schools have reported a decrease in incidences since the project began.

Travel Plan officers informed us that we need to understand the far reaching implications of problems on school journey's. Concerned parents could begin to drive their children to school, which would impact upon the council's sustainability agenda. If young people have their oyster card withdrawn this could lead them to playing truant from school. Problems on buses can mean that pupils are late for school.

We also asked travel plans officers about other forms of sustainable travel to school such as cycling, we were informed that schools do provide sessions to teach young people how to cycle but are more reluctant to promote cycling to school as they cannot guarantee safety.

Overall there was widespread support for the school escort project and recognition that where this had been piloted it led to a reduction in offences.

We met with officers from the Safer Transport Teams who informed us that although they are aware that their presence does make a difference and deter young people from unacceptable behaviour, officers are not aware of what sanctions are in place if they report issues to teachers.

We would like to see a greater role for the Safer Schools Officers in helping schools to develop school travel plans. The Community Safety Officer informed us that Safer Schools Officers are well placed to support schools in developing travel plans. Currently 80% of schools in Brent have a plan or are in process of developing one. Those that don't may be facing difficulty because they are resource intensive and take a considerable amount of time to complete.

However safer schools officers with their expertise on transport issues can help them to complete these which will support a number of agendas including sustainability issues and school safety. The safety and security around schools working group is currently in discussion with safer schools teams to pursue this approach and we would like to endorse this idea.

The emerging evidence from the schools escort and travel plan project suggests that if this pilot is successful is rolled out across the council it will address a number of problems. When speaking with the school council at Wembley High we felt that the pupils were not aware of what was expected of them. More needed to be done to raise awareness of acceptable standard of behaviour on buses. This is an important aspect of the school escorts pilot and acceptable standards of behaviour are spelt out to young people during assembly and sanctions for bad behaviour will be in place. Travel Plan officers also informed us that the Dollis Hill escort project highlighted that drivers are more willing to stop for large crowds of pupils when they know an escort will be travelling with them.

We were also informed that experience from the Dollis Hill school escort project highlighted that it is important that the school escort project is council led. This work is only successful if there is a partnership approach and that the escorts are either teachers or youth workers who know the pupils. It has proved to be less successful if the escort does not know the pupils and therefore not able to report issues and concerns to the school.

### *Transport for London Projects*

TfL have developed a number of initiatives to promote good behaviour on buses amongst pupils. The London Transport Museum runs a safety and citizenship programme for year six pupils to prepare them for independent travel before they move to secondary school. This is an important project because it helps to instil acceptable standards within young people before the problem occurs. We would like all primary schools in Brent to participate in this programme.

Transport for London has recently produced public transport guidance<sup>9</sup> to raise awareness about safe and responsible use of public transport to promote sustainable travel options amongst school communities. The section on supporting good behaviour on public transport features some good practice ideas about safe school journeys. It also includes a case study from the Dollis Hill school escorts project. TfL informed us that this document will be promoted across London.

The task group want to emphasise the importance of recognising achievement as well as challenging bad behaviour amongst pupils. We support the community award scheme as part of the Dollis Hill school escort project and believe that this should be an integral part of future school escort projects.

The task group welcomed the variety of interventions from safer schools police officers, TfL and the council to address this issue. We were concerned that the relevant parts of the council are not engaged in this work and working together. We believe that the officers who work directly with schools within the children and families department and transportation teams should be involved. Therefore we believe that the membership of the Safety and Security in and around Schools working group needs to be reviewed to ensure that all the relevant partners are represented.

The task group would also like to see projects that help to strengthen communities so that different generations of people are not afraid or sceptical of each other. During discussions with pupils at Wembley High, the school council felt that society needed to be more tolerant towards young people and it shouldn't be assumed that a group of young people talking and laughing constitutes gang related activity or anti-social behaviour.

We believe that the council should implement some intergenerational projects. This involves developing projects where young and older people provide support to and learn from one another. This work helps to reconnect generations through mutually

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<sup>9</sup> Transport for London: Tickets Please – Public Transport Guidance

beneficial activities which help to build more cohesive communities. The Age Concern project below is a good example of this type of work:

### **Age Concern Enfield's Trans-IT computer project**

This began as a pilot between Age Concern Enfield and a local secondary school. The project involves a weekly programme of one-to-one tuition delivered by young volunteers. It has not only helped older people to learn IT skills and improve their sense of wellbeing but has served to dispel negative perceptions between generations and help build lasting friendships. After a successful first year the value of its work has been recognised by local neighbourhood police and the project has expanded to involve more local schools in the area.

**Source:** National Youth Agency Website

### **Recommendations:**

1. That the membership of the Safety and Security in and around Schools membership is reviewed to ensure that all relevant partners are represented
2. That the Children and Families Overview and Scrutiny Committee review current activity to engage persistent young offenders in the borough.
3. That the council develop intergenerational projects to build a greater understanding and mutual respect between young and older people.
4. That a web resource is developed by the Children and Families Department for schools which provides information on resources available to tackle bullying in the community. This should include Brent's anti-bullying guidance on the home to school journey and the work of the Safer Schools Partnerships.
5. That primary schools are encouraged to participate in Transport for London citizenship programmes
6. That Safer Schools Officers help schools to develop a travel plan incorporating crime and safety issues
7. That recognising achievement should be part of all school escort projects, as a way of encouraging school pupils to act responsibly

A key line of enquiry within this review is the role of transport providers and particularly bus operators. We were particularly keen to look at partnership working at the local level. To ascertain the extent to which transport providers were articulating acceptable standards of behaviour to young people as well as working with schools to tackle this issue. We sought views from council transportation officers and safer transport team officers. We also held a roundtable discussion with Transport for London (TfL), Metroline and First bus groups who provided evidence on the work that they are doing to tackle this important issue.

### *Overcrowding on buses*

During our meeting with the school council at Wembley High, pupils expressed concern about the 245 bus. Pupils said the overcrowding on the bus was a major contributor to the problem of pupils being disruptive. Pupils are aware that they are often seen as a nuisance to other passengers, this was caused by lots of pupils trying to get on the bus at the same time. This has a knock on effect on other passengers and can make their journey unpleasant.

The pupils asserted that if buses were more regular groups would be dispersed more quickly which would help to alleviate the problem. In easing congestion pupils would be more likely to operate in an orderly manner thus making a more pleasant journey for all.

TfL reported that bus use has increased by 50% since 2000. New routes and increased services have attracted more passengers. The network is designed to be full at peak times so some overcrowding will be inevitable. If TfL are told about an additional service need then they will commission a survey to look into it.

We raised our concerns about the 245 bus with the Deputy Director Community Safety Enforcement and Policing and informed us that their Bus Performance Team were already aware of the issues and were looking into it. We believe that dealing with the issues around this bus service will help to alleviate the problems and we would like to impress upon the council to continue to pursue this issue with TfL.

### *Relationships between pupils and bus drivers*

The school council reported that bus drivers sometimes drive past when they see a large crowd of pupils. Overall pupils felt that they had poor relationships with both the driver and other passengers. They found that adults are often unfriendly and uncooperative towards them. The student council emphasised that good behaviour is a two way process and as much as they are expected to be polite, this should be reciprocated.

TfL, Metroline and First also recognised that the relationship between drivers and pupils can be an issue. Anecdotal evidence suggests that some drivers are reluctant to get involved in disputes and put themselves at risk. TfL representatives pointed

out that they are not expected to do the work of the police but to work in partnership with them to tackle issues and prevent them from escalating.

### *Use of CCTV on buses*

TfL and the local bus companies also contribute to reducing crime and antisocial behaviour. We were informed by travel plan officers that there needs to be strong links between the police, bus companies in using CCTV to deter young people from crime. We were told that some young people believe that CCTV on buses does not work and therefore does not deter people or provide reassurance. We raised our concerns during the round table discussion.

We were informed that CCTV is in operation on all London Buses, it was reported that the quality of the information is improving and is held for ten days. CCTV is passed over to the police upon request. CCTV has been useful as both a deterrent to potential crime and in identifying assailants. It is also important in the work of Metroline buses in tackling criminal damage.

It was reported that any damage to Metroline buses is reported to the police and if it involves a school group then the CCTV evidence is taken to the school. We were given an example of an occasion where the company had CCTV footage of pupils committing criminal damage. The school allowed the bus company to come into the school and show the footage during assembly. This helped to build up a relationship between the drivers and the pupils and eliminated the problem. We were informed that other activities of this nature are available through TfL's Safety and Citizenship programme for schools.

### **Recommendation:**

8. That Transport for London increase the 245 bus service at peak times

### **The role of schools**

A re-occurring theme that emerged during our discussions was that schools are very keen to protect their reputation and can be reluctant to engage in initiatives that give the impression that they are experiencing a particular problem, such as bullying and anti-social behaviour from pupils at the end of the school day.

We are also aware that schools are faced with a number of competing priorities, and there is immense pressure on curriculums to accommodate both the national requirements and new initiatives. In this context encouraging schools to take on another priority issue seemed futile. We were also informed by our witnesses that schools are unlikely to take this on as a priority so more work needs to be done to raise the profile of this work with head teachers and school governors.

### *Home School Agreements*



We were informed by the Travel Plan officers that all schools are required by the School Standards and Framework Act 1998 to develop a home school agreement, which must be monitored by the governing body. This is a statement explaining the school's aims and values and its responsibilities towards its pupils and parents. It also clearly sets out what the school expects of its pupils. It is based on the idea that pupils do better when parents and the school work in partnership to support pupil learning.

This mechanism is an important way to ensure that parents, pupils and the school are all engaged in monitoring pupils' behaviour on school journeys. We recommend that schools should be encouraged to include school journeys in the home-school agreement.

### Statutory powers for schools

During the course of our review we had several discussions about the use of the Education Act 2006, which provides statutory powers for schools to discipline pupils who behave badly on the way to and from school, for instance when travelling on buses and trains. We were informed that no guidance has been issued to support the legislation and the provisions within the Act are not widely implemented within schools. Therefore we recommend that good practice around the use of this legislation is included in the web resource for schools.

### **Recommendation**

9. That the Children and Families Department spread good practice on the provisions within the Education Act to promote safety outside of schools
10. That the Children and Families Department encourage schools to include the journey to and from school in their home-school agreements.

### **Conclusion**

We have found that Brent is taking appropriate steps to tackle bullying in the community, and indeed has been at the forefront of spearheading good practice projects. However, more needs to be done to raise awareness of existing projects to schools and encourage them to participate.

There needs to be a focus on repairing and strengthening our communities. We are concerned about the growing divide between the young and older generations, where a healthy respect for elders and affection for the young has dissolved into a relationship of disdain and fear. Instituting preventative measures, such as school escorts on buses is not enough to solve these issues; they need to be tackled at their root and mutual respect rebuilt. Intergeneration projects are an important way to achieve this.

Given the pressure that schools are facing, we are keen to see this work embedded within existing agendas such as safer schools partnerships, home-school agreements and school travel plans.

We also welcome the Brent Youth Parliament Campaign *Break the Stereotype, fix the impression* which seeks to challenge negative portrayals of young people.