

## **OVERVIEW AND SCRUTINY BOARD**

A meeting of **Overview and Scrutiny Board** will be held on

**Wednesday, 14 October 2015**

commencing at **5.30 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,  
Torquay, TQ1 3DR

### **Members of the Board**

Councillor Lewis (Chairman)

Councillor Barnby  
Councillor Bent  
Councillor Bye  
Councillor Darling (S)  
Councillor Stockman

Councillor Stocks  
Councillor Tolchard  
Councillor Tyerman  
Councillor Parrott

### **Co-opted Members of the Board**

Penny Burnside, Diocese of Exeter

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**Working for a healthy, prosperous and happy Bay**

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For information relating to this meeting or to request a copy in another format or language please contact:

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# OVERVIEW AND SCRUTINY BOARD AGENDA

## 1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Committee.

## 2. Minutes

To confirm as a correct record the minutes of the meeting of the Board held on 9 September 2015.

(Pages 3 - 4)

## 3. Declarations of Interest

a) To receive declarations of non pecuniary interests in respect of items on this agenda

**For reference:** Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda

**For reference:** Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

**(Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

## 4. Urgent Items

To consider any other items that the Chairman decides are urgent.

## 5. Children's Services Five Year Plan - Progress Report

To receive an update on the progress made against the Children's Services Five Year Plan.

(Pages 5 - 16)



## Minutes of the Overview and Scrutiny Board

9 September 2015

**-: Present :-**

Councillor Lewis (Chairman)

Councillors Barnby, Bent, Bye, Darling (S), Stockman, Stocks, Tolchard and Tyerman

(Also in attendance: Councillors Amil, Brooks, Excell, Haddock, King, Parrott and Thomas (D))

### 18. Minutes

The minutes of the meetings of the Board held on 8 July and 17 August 2015 were confirmed as a correct record and signed by the Chairman.

### 19. Revenue Budget Monitoring 2015/2016 - Quarter 1

The Board considered the Revenue Budget Monitoring 2015/2016 Report for Quarter 1. The Board raised concerns regarding the predicted overspend of £3.7m and questioned the expenditure pressures in both children's and adults' social care.

**Resolved:** that a report regarding the expenditure pressures within Children's Services be presented to the Board at their meeting on 14<sup>th</sup> October 2015 which covers:

- An update on the implementation of the projects within the 5 Year Plan
- Recovery plan in relation to the increase in agency staff costs
- An analysis of children currently in the care system
- An update on current performance
- An update on the Social Work Innovation Fund Project

### 20. Capital Investment Plan Update - 2015/2016 Quarter 1

The Board considered the Capital Investment Plan Update – 2015/16 Quarter One.

The report presented to the Board recommended that £1m from uncommitted affordable housing budget be reallocated to a capital projects fund. The Board raised concerns regarding the recommendation to reallocate £1m given that the Housing Strategy was currently being developed.

**Resolved:** the Board recommends that funding be not reallocated until the Housing Strategy has been developed and demonstrates how the Council will meet housing need without this funding.

**21. Disabled Facilities Grants**

The Board considered a report on the current position of the Disabled Facilities Grant. The Board felt that the questions it raised at the meeting of the Board held on 8 July 2015 had not been addressed within the report presented and raised questions in relation to the allocation of funding within this grant, the criteria for accessing this grant and the disparity between the grant provided and how much has been spent.

**Resolved:** that Councillors Barnby, Bent and Darling (S) investigate the matter further with the Executive Lead for Adults and Children's Services and officers and provide a report back to the Board at their meeting in October 2015.

**22. Review of Procedures for Granting Leases**

This item was deferred to the meeting of the Board to be held in October 2015.

Chairman

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**Meeting:** Overview and Scrutiny Board      **Date:** 14 October 2015

**Report Title:** Children's Services Five Year Plan – Progress report

**Is the decision a key decision?** No

**Executive Lead Contact Details:** Julien Parrott, Executive Lead for Adults and Children, julien.parrott@torbay.gov.uk

**Supporting Officer Contact Details:** Richard Williams, Director of Children's Services, richard.williams@torbay.gov.uk

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## 1. Proposal and Introduction

- 1.1 In October 2014 the Council approved a 5 year cost reduction plan. This plan had built into it an agreed set of work streams which would require funding for the first 2 years from reserves of £4.4m and £1.5m from the PFI reserve but thereafter would deliver savings in the order of £7.1m over the 5 years of the plan
- 1.2 This report is to provide Members with an update on progress made so far and put forward proposals for changes to the current work streams to take into account new and updated intelligence on our child and family population
- 1.3 The current programme of work is seeing positive data returns but is not generating the level of savings originally assumed and therefore a fresh look at the means of implementation is required to ensure that the pace of change is more realistic and reflects the needs of our child and family population more closely using nationally accepted benchmarking data

## 2. Recommendation(s) / Proposed Decision

- 2.1 That Members note:
  - a) that year 1 of the 5 year plan started on 1<sup>st</sup> April 2015
  - b) the contents of this report
  - c) the proposed timeline and priorities paper which will guide the work plan for the next 5 years Appendix 1
  - d) that the data supporting the make up of our relevant population continues to be relevant insofar as Torbay is an "outlier"

## 3. Reason for Proposal

- 3.1 Children's Services is currently forecast to spend approximately £31m by the end of March 2016. This will result in an overspend of £2.4m against the approved budget of £28.7m, this is after the application of £2.3m from reserves.

- 3.2 There is general agreement that the concept of a plan viewed over a number of years is the right approach, that any new proposals should build on the original five year plan and this should be fully implemented. The financial projections and any adjustments going forward need to reflect the 'legacy' aspect and that we need to look at the management of the process going forward. However it is an outcome that will require work within relatively short timescales.
- 3.3 The data below does demonstrate that activity and service changes have taken place over the last 18 months

### **Impact of the 5 year plan made so far this year**

- **Growth in the proportion of CLA in in-house foster care to a level comparable to other authorities.**

We have grown our in-house fostering provision by 11% over the last 2 years which equates to 18 CLA. 68% of Torbay's foster requirements are met through in house carers

- **Creation of in-house Parent and Child assessment placements.**

We have created 3 in-house parent and child placements. This has enabled us to be less reliant on more expensive independent sector provision

- **Reduce the number of children in residential placements**

Since April 14 there has been a sustained decrease of 11 residential placements

- **Sustained levels of Adoption performance**

35 children have been adopted from care over the last 18 months and we are on track to achieve 45+ children being adopted over 2 years

- **Picture of Children Services activity in the last 12 months**

- a. 6,356 contacts were made
- b. 2,261 referrals were started
- c. 1,581 Early help referrals were started
- d. 1,636 statutory assessments were completed which included 819 section 47 investigations
- e. 330 initial child protection conferences were started
- f. 300 children were put on a protection plan and 262 came off
- g. 137 children entered care and 128 left care

## Stemming the Flow

### Social Work Innovation Fund Torbay (SWIFT)

- 3.4 New developments to deliver a Early Help services are now up and running in the form of the SWIFT project which received £1.25m over 2 years (April 15 to March 17) from the DfE to transform public sector systems and to develop area-based, multi-agency, whole-family services for those needing help. There are three key elements of the programme, all of which infer a cost reduction, or a significant improvement in value for money for the Local Authority and Partners.
- 1 Establishment of a Torbay Public Services Trust (TPST)
  - 2 Establishment of Early Help Practices (EHPs)
  - 3 Workforce Integration
- 3.5 The TPST is a vehicle by which the LA and Partners can co-commission for cross-cutting issues where poor outcomes are coupled with high direct costs. A single intervention can be commissioned with outcomes designed to benefit the Partnership, and there is considerable scope to attract external investment such as a social impact bond. SWIFT is currently progressing a bid relating to Domestic Abuse which will enable us to scope this issue for Torbay and explore evidence based programmes to reduce their impact. The work will determine where cashable savings can be made through interventions and where they will apply. We have had interest from two social investors to date which will follow our progress with this work
- 3.6 The EHPs will match work with the problems of the area, bringing support closer to neighbourhoods. The focus of the EHPs is on promoting resilience and confidence in communities to deal with their own problems 'with a little help'. All Partners will apply a whole family approach to their working methods. Central to this is the development of our Early Help Offer and the shared responsibility of key Partners and services such as schools, tier 2 mental health services (CAMHS), Torbay Education Safeguarding Service (TESS), health visitors and schools nurses, as well as adult services around mental health and substance misuse who often hold the key to improvements in family functioning. The assumptions through this redesign work is that we will reduce CIN and CP referrals by 10% per year with a potential saving of £1m (Loughborough costs of contacts, referrals, assessments and case conferences) - this is through earlier and more targeted interventions, less repeat referrals and less failed requests for services, all essentially stemming the flow of work into social care.
- 3.7 Workforce integration will see all Children's Services delivery staff transferred to the new Torbay and South Devon NHS Foundation Trust. This will ensure there are less hand-offs for children and families, minimal transition costs and a reduction in the duplication of services costs. There is additionally the potential for this to bring about economies in staffing and resources as integration begins to impact positively for children and families.
- 3.8 Maintaining a quality workforce is an ongoing pressure on Children's Services and the Council ran a successful campaign to bring vacancies down at one point to 9%.

However this has risen in recent months and now stands at 23% with further opportunities being taken to increase staffing levels as detailed in Appendix 2.

### **Timeline for the 5 year plan project**

3.8 Appendix 1 lays out the initial officer timeline and priority actions of the 5 year plan, which will include the re-engagement of Social Finance to carry out a review of the original assumptions of the 5 year plan and any revised recommendations. The main areas of focus will be:-

- Reviewing the age profile and type of looked after placement
- Review the forecast of adoptions
- Reviewing the commissioning framework for placements
- Further refinement of the monitoring tool to ensure that there is clear accountability for each work stream
- A clearer focus on keeping families together – early help
- A reunification team whose focus is to bring children in care back to their families in a such a way that is safe and sustainable
- Culture and practice of social worker teams
- Audit of the workforce profile compared to the volume of work referred to in paragraph 3.3 above

### **Appendices**

Appendix 1: Timeline paper

Appendix 2 : Workforce Profile as at Sept 15

Appendix 3 : Placement/Association between Children and poverty/LAC rate

### **Background Documents**

**30<sup>th</sup> October 2014 – Children’s Services 5 year cost reduction plan**

<http://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=163&MId=5586&Ver=4>



### INDICATIVE TIMELINE AND PRIORITY ACTIONS FOR 5 YEAR PLAN PROJECT PLAN

#### 1. Overarching Aim

Confirmation that the 5 year plan is effective from 1<sup>st</sup> April 2015 – **by Sept 2015**

#### 1.1 Review the validity of the forecasts presented in the October 30th 2014 Council Report “Children’s Services 5 year reduction plan”. – **By end October 2015 - LF**

The key tables in that report are shown below:-

*Table 3*

<b>Local Authority</b>	<b>LAC Rate/10,000 based on 2012/13 data</b>
<i>Blackpool</i>	166
<b>Torbay</b>	<b>121 (134 for 2013/14)</b>
<i>Telford &amp; Wrekin</i>	82
<i>Bournemouth</i>	82
<i>Portsmouth</i>	73
<i>Plymouth</i>	73
<i>Isle of Wight</i>	69
<i>Southend –on-Sea</i>	62
<i>Poole</i>	49
<i>North Lincolnshire</i>	46
<i>Cornwall</i>	45
<b>Statistical Neighbour Average</b>	<b>75</b>
<b>Average Bournemouth/Southend/Plymouth</b>	<b>72</b>

*Table 6*

<b>Year</b>	<b>5 year Plan</b>	<b>Number of LAC at end of year</b>	<b>LAC rate /10,000</b>
2012/13		305	121
2013/14		314	134
2014/15	Year 1	305	122
2015/16	Year 2	274	109
2016/17	Year 3	242	97
2017/18	Year 4	211	84
2018/19	Year 5	180	72

*Table 7*

<b>Year</b>	<b>Total LAC placement Cost</b>	<b>Reduction in spend compared to 2013/14</b>	<b>Forecast Under/Overspend p.a</b>
2013/14	£12.4m		
2014/15	£10.9m	£1.5m	£1.4m
2015/16	£9.4m	£1.6m	£2.3m
2016/17	£8.0m	£3.0m	£1.1m
2017/18	£6.6m	£4.3m	<b>£0.2m underspend</b>
2018/19	£5.4m	£7.1m	<b>£3.2m underspend</b>

- 1.2 To enable the above tables to be revised there is a significant piece of work to be carried out which will :-
- a. Restate the total cost of LAC over 15/16, 16/17, 17/18, 18/19, 19/20
  - b. Review the profiling of legacy numbers and related costs
  - c. Review the treatment of SGOs
  - d. Review the treatment of Section 20s
  - e. Review the forecast of adoptions
- By end October 2015 LF in conjunction with RK/ AW/ PB**
- 1.3 As a result of restating the key areas of activities and resulting spend; the level of corporate reserves needed over the life of the plan can be established.
- By end October 2015 - LF**
- 1.4 Commission Social Finance to review the original assumptions and agree with Client the revised projections and associated costs – **By end of October 15**
- 2. Tools to Monitor Progress – By end October 2015 - RK**  
All of these items will be reported to the monthly Members Monitoring Meetings
- 2.1 To ensure that there is rigour in the cost reduction plan there will need to be a set of stringent reporting and monitoring tools to ensure that the key work strands and priorities remain at the forefront of the work we all do
- 2.2 The tools to be used will include the current Members monitoring pack which picks up spend and activity in a visual format. This will be tailored to also include a summary scorecard.
- 2.3 To provide an at a glance view of spend, a quarterly update of actual spend will be provided across placements and staffing comparing with the same quarter for the last 3 years.
- 2.4 The forecast position for 15/16 across the whole of Children's will be reported on a monthly basis as part of the normal corporate budget monitoring regime.
- 3. Reformulation of the action plan**
- 3.1 There are 3 main workstreams which need to be costed and their impact measured and timescales need to be established – **LF By the end of Sept 15**
- 3.1.1 **Keeping Families Together (KFT)**
- 3.1.2 Strategy document to be finalised **by the end of Sept 15 - JJ**
- Reunification team to focus on:-
    - Following though on SGO's (number of CLAs converted) – high priority
    - Using SGOs more (count number of SGOs started ) - ongoing
  - Setting up new Domestic Violence interventions (longer term impact) – funding to be identified
  - Setting up new Mental health provision (longer term impact) – funding to be identified
  - Consider how to reduce demand for social care intervention – use of the SWIFT model and MASH to further develop the current Early Help offer
- 3.2.1 **Right child, right placement – FG/LF**
- 3.2.2 Strategy document to be finalised **by the end of Sept - JJ**

- Formation of a “matching and exit team” – implement rigorous review and delivery of action culture. Ambient approach? how many stepped out of care (not 16+) - high priority
  - Record the number of placements that have been stepped down from residential
- Set up a contracting team (should monitor the cost benefit by looking at the % of placement breakdowns and average cost achieved for different placements and price reductions on placements) – high priority
- Fostering – tier system – consider the cost benefits of this new payment system (how many placements made on lower tier) – subject to consultation and then implementation April 16
- SGO/CAO/Adoption – means tested calculator – consider the cost benefit of any new system

#### **4. Culture and Practice Changes – Begin October 15 - FG**

- 4.1 Embedding Scheme of Delegation in all decision making
- 4.2 Educate all staff on the distinction between Commissioning and Contracting and their role in ensuring these functions remain separate but relevant to the services that are needed
- 4.3 Ensuring that Panels are staffed and supported appropriately and a sense of “less is more” when it comes to panel membership
- 4.4 Automate processes as far as possible ensuring that deviation is not acceptable only in exceptional and clearly understood circumstances
- 4.5 Redefine the role of Business Support in order to make faster progress across decision making
- 4.6 Develop a set of mandatory training course for all staff to include decision making and authorisation procedures
- 4.7 Implement the revised Needs and Outcomes forms and the new authorisation process via ATR – timeline the implementation from Sept 15 to Dec 15. The creation of a “user defined form” on PARIS will be a later development which will rid staff of repetitive data input (Feb 16)
- 4.8 Audit of the workforce profile to compare with the volume of contacts which convert to a social care assessment or intervention, to test the relevant hypothesis – high priority

#### **5. Recovery plan for £2.1m forecast overspend for 15/16 – ongoing Sept to March 16 - LF**

- Moratorium on spend across non pay lines
- Agency workers – consider the level of vacancies and where these fall – high priority
- The stepping down of high cost placements (part of 2. Above)
- Reviewing current placements ensuring that the contractual payment is reviewed regularly
- The reducing need for social workers and increased reliance on Early Help workers
- Maximising income from Health for placements with a significant health need

# WORKFORCE PROFILE

Social Care | Status report – position as at 30<sup>th</sup> September 2015

## Report format

This report focuses on roles which require a Social Worker qualification at Practice Manager to Social Worker. The report will especially focus on the roles within MASH, Single Assessment Team, The CIN/CP Team, The Court Team, LAC Teams, The Leaving Care Team, Fostering and Adoption Teams, the Disability Team, the Safeguarding Unit and Early Help

## Feedback to teams

Each report will be fed back to the Practice Manager for each team.

## Recruitment Position

The strategy for recruitment and retention of social workers has been successful in the past and is currently being redeveloped to include a further National recruitment Campaign for applicable roles, to aid a decrease to the current vacancy rate of 23%.

During September 15 the following appointments have been made:

- 1 x NQSW's Single Assessment
- 1 x NQSW CIN/CP
- 1 x SW Fostering
- 1 x IRO
- 1 .2 fte x Screening Manager (MASH)
- 1 x PM LAC

## Talent Management Programme

The Talent Management Programme is aimed at aspiring and new to post managers looking to develop and increase the number of staff within these roles. It offers a strong commitment to invest in our own talent and support career development, giving those on the programme additional training and mentoring whilst in a secondment position.

10 individuals are currently on secondment through the programme in roles covering Senior Practitioner up to Head of Service level. These secondments are due to be reviewed with the aim of making posts permanent where possible.

## Business Support Pilot

On Monday 5<sup>th</sup> October 2015 a pilot study commenced which will run for a three month period and aims to assess the impact on Social Work within the Looked After Children Team of the Business Support Service undertaking all back office functions for Social Workers.

The aim of the pilot is to assess the possibilities of reducing the number of vacant Social Worker posts by increasing the number of Business Support Staff who will undertake the majority of back office functions for Social Workers thus freeing them up to spend the maximum amount of their time undertaking social work tasks out in the field. This may also have the impact if successful of being able to slightly increase the case loads of Social Workers as they will have more time available to undertake Social Work tasks.

The Team has been given the best chance of success by the provision of specialist IT equipment including Dragon Speak software to aid the inputting of data on to PARIS, Digital Recording Devices to enable minutes of meetings etc to be recorded and stored electronically on file and improvements to the Iphone Technology to aid the communication of information between Social Workers and Business Support Officers. A highly skilled Business Support team has been selected to work on a ratio of 1 Business Support Officer to every three Social Workers which will be reviewed throughout the pilot to establish whether the ratio is correct. A Project Team has been established that will monitor the pilot throughout the three months and make adjustments as necessary. An evaluation report will be produced early in 2016 that will make final recommendations on the way forward in relation to other Social Work teams.

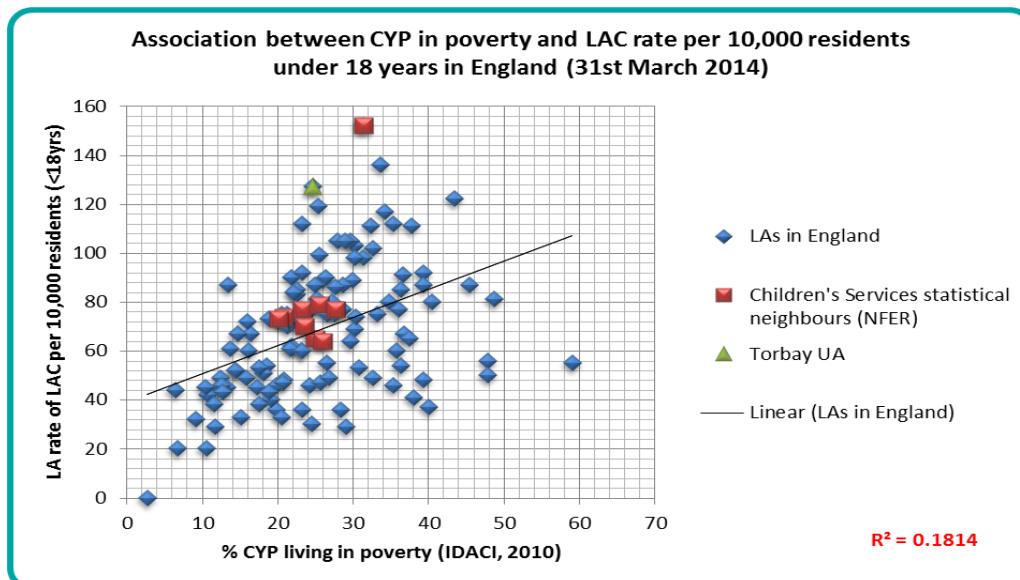
**CHILDREN'S SAFEGUARDING = WORKFORCE PROFILE as @30/09/15**

SERVICE AREA	ESTABLISHMENT	PERMANENT STAFF	AGENCY STAFF	NQSW	VACANCIES	VACANCY RATE	TURNOVER RATE	SICKNESS ABSENCE RATE	MATERNITY fte
<b>MASH</b>	PM x 2 SW x 3	PM X 2	SW x3	n/a	SW x 2	40%			0
<b>Single Assessment</b>	PM x 2.81 SW x 15	PM x 2.81 SW x 8.81	PM x 1 SW x 9	1	SW x 7.19	40%			PM x 1.81 SW x 1
<b>Notes:</b> The Agency SW figure contains 2 over establishment due to seconded posts being covered									
<b>CIN/CP</b>	PM x 3 SNP x 3 SW x 25.81	PM x 1 SNP x 3 SW x 20.21	PM x 2 SW x 6	SW x 5.81	PM x 2 SW x 5.60	23%			0
<b>Notes</b>									
<b>Court Team</b>	PM x 1 SW x 4	PM x 1 SW x 3	SW x 1	0	SW x 1	20%			0
<b>Looked After Children Teams</b>	SNP x 1.81 SW x 10.51	SNP x 1.81 SW x 9.7	SW x 1	SW x 3	SW x 0.81	0.6%			0
<b>Notes:</b> 0.11 over establishment on Agency staff									
<b>Leaving Care Team</b>	PM x 1 SW x 1	PM x 1 SW x 1	0	0	0	0%			0
<b>Fostering Team</b>	PM x 2 SW x 11.59	PM x 2 SW x 10.08			SW x 1.11	0.08%			SW x 1
<b>Adoption Team</b>	PM x 1 SNP x 1 SW x 5.31	SNP x 1 SW x 4.61	PM x 1		PM x 1 SW x 0.7	15%			0
<b>Notes:</b> SW 0.7 vacancy is for a member of staff on a career break figure also included in permanent staff figures as it is a substantive post									
<b>Disability Team</b>	PM x 1 SW x 3.81	PM x 1 SW x 2.2	SW x 2		SW x 1.6	33%			0
<b>Safeguarding Unit/IRO's</b>	IRO x 6	IRO x 4.5 LADO x 0.5	IRO x 2		IRO x 1	16%			0
<b>Notes:</b> 0.5 over establishment in Agency Workers due to not being able to find a part-time agency IRO									
<b>Early Help</b>	PM x 2 SNP x 2	PM x 2 SNP x 1	SNP x 1	0	0	0			0
<b>TOTAL</b>	<b>111.65</b>					<b>23%</b>			<b>0.03%</b>



## Actual Placement Mix 2013/14 to date

	NO OF PLACEMENTS		
	2013/14	2014/15	2015/16
<b>Quarter 1</b>			
In-House Fostering	100	125	154
ISP Fostering (excl P & C)	97	79	55
ISP Parent & Child	5	4	2
Residential	33	37	27
<b>Quarter 2</b>			
In-House Fostering	105	131	
ISP Fostering (excl P & C)	94	63	
ISP Parent & Child	2	5	
Residential	32	35	
<b>Quarter 3</b>			
In-House Fostering	121	143	
ISP Fostering (excl P & C)	95	58	
ISP Parent & Child	5	3	
Residential	32	36	
<b>Quarter 4</b>			
In-House Fostering	120	143	
ISP Fostering (excl P & C)	89	58	
ISP Parent & Child	5	2	
Residential	37	32	



	<b>% CYP in poverty (IDACI, 2010)</b>	<b>CIN rate per 10,000 (03/14)</b>	<b>CPP rate per 10,000 (03/14)</b>	<b>LAC rate per 10,000 (03/14)</b>
<b>Current rate</b>	25	743	67	127
<b>Target rate* (per 10,000)</b>	<b>24</b>	<b>459</b>	<b>65</b>	<b>84</b>
<b>Current count</b>	5,567 (2010)	1,843	166	315
<b>Target count**</b>	5,573 (2015)	<b>1,066</b>	<b>151</b>	<b>195</b>

\*average rate of statistical neighbours (including Torbay)

\*\*average rate of statistical neighbours (including Torbay) applied to projected population counts 0-17yrs (2015)