

Notice of Meeting

Executive

Thursday 19 November 2015 at 5.00pm

**in the Council Chamber, Council Offices,
Market Street, Newbury**

Date of despatch of Agenda: Wednesday, 11 November 2015

For further information about this Agenda, or to inspect any background documents referred to in Part I reports, please contact Democratic Services Team on (01635) 519462

e-mail: executivecycle@westberks.gov.uk

Further information and Minutes are also available on the Council's website at www.westberks.gov.uk



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| To: | Councillors Dominic Boeck, Hilary Cole, Roger Croft, Lynne Doherty, Marcus Franks, James Fredrickson, Graham Jones, Alan Law and Garth Simpson |
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Agenda

Part I

Pages

- 1. Apologies for Absence**
To receive apologies for inability to attend the meeting (if any).
- 2. Minutes** 5 - 12
To approve as a correct record the Minutes of the meeting of the Committee held on 10 September 2015.
- 3. Declarations of Interest**
To remind Members of the need to record the existence and nature of any Personal, Disclosable Pecuniary or other interests in items on the agenda, in accordance with the Members' [Code of Conduct](#).
- 4. Public Questions**
Members of the Executive to answer questions submitted by members of the public in accordance with the Executive Procedure Rules contained in the Council's Constitution. *(Note: There were no questions submitted relating to items not included on this Agenda.)*
- 5. Petitions**
Councillors or Members of the public may present any petition which they have received. These will normally be referred to the appropriate Committee without discussion.

Items as timetabled in the Forward Plan

Pages

- 6. School Funding Formula 2016/17 (EX3052)** 13 - 36
(CSP: BEC, BEC1, BEC2)
Purpose: The Council is required to decide the formula factors to use to distribute funding to all primary and secondary schools for the 2016/17 financial year.
- 7. Emotional Health re-design proposals for Children's Mental Health (EX3058)** 37 - 70
(CSP: P&S, P&S1)
Purpose: To update the Executive on the Brilliant West Berkshire (BWB): Building Community Together emotional health re-design proposals for children and young people's emotional health services.



8. **Result of the review of the Insurance Fund by the Overview and Scrutiny Management Commission (EX3042)** 71 - 80
(CSP: MEC1)
Purpose: The report outlines the results of the OSMC scrutiny of the Insurance Fund.
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9. **Members' Questions**
Members of the Executive to answer questions submitted by Councillors in accordance with the Executive Procedure Rules contained in the Council's Constitution.
- (a) **Question to be answered by the Leader of the Council submitted by Councillor Lee Dillon**
"Has the Executive considered co-operating with other, neighbouring, authorities on all major procurements in order to reduce costs?"
-
- (b) **Question to be answered by the Portfolio Member for Children's Services submitted by Councillor Alan Macro**
"The Executive agreed to recruit a "Social Media Executive" at its meeting on 8 May 2014 to help reduce external foster care placements. How successful has this been?"
-
- (c) **Question to be answered by the Portfolio Member for Property submitted by Councillor Alan Macro**
"What progress has there been in selling the depot site in Pound Lane, Thatcham?"
-

Andy Day
Head of Strategic Support

West Berkshire Council Strategy Aims and Priorities

Council Strategy Aims:

- BEC** – Better educated communities
- SLE** – A stronger local economy
- P&S** – Protect and support those who need it
- HQL** – Maintain a high quality of life within our communities
- MEC** – Become an even more effective Council

Council Strategy Priorities:

- BEC1** – Improve educational attainment
- BEC2** – Close the educational attainment gap
- SLE1** – Enable the completion of more affordable housing
- SLE2** – Deliver or enable key infrastructure improvements in relation to roads, rail, flood prevention, regeneration and the digital economy
- P&S1** – Good at safeguarding children and vulnerable adults
- HQL1** – Support communities to do more to help themselves
- MEC1** – Become an even more effective Council



Agenda - Executive to be held on Thursday, 19 November 2015 *(continued)*

If you require this information in a different format or translation, please contact Moira Fraser on telephone (01635) 519045.



DRAFT

Note: These Minutes will remain DRAFT until approved at the next meeting of the Committee

EXECUTIVE

MINUTES OF THE MEETING HELD ON THURSDAY, 10 SEPTEMBER 2015

Councillors Present: Dominic Boeck, Keith Chopping, Hilary Cole, Roger Croft, Lynne Doherty, Marcus Franks, Graham Jones and Gordon Lundie

Also Present: Nick Carter (Chief Executive), Martin Dunscombe (Communications Manager), Mark Edwards (Head of Highways and Transport), Tandra Forster (Head of Adult Social Care), Mac Heath (Head of Children and Family Services), David Holling (Head of Legal Services), Robert O'Reilly (Head of Human Resources), Andy Walker (Head of Finance), Stephen Chard (Policy Officer), Councillor Lee Dillon, Councillor Mollie Lock, Councillor Alan Macro and Jo Reeves (Policy Officer)

Apologies for inability to attend the meeting: Councillor Alan Law, Councillor Garth Simpson and Rachael Wardell

PART I

22. Minutes

The Minutes of the meeting held on 23 July 2015 were approved as a true and correct record and signed by the Leader.

23. Declarations of Interest

There were no declarations of interest received.

24. Public Questions

There were no public questions submitted.

25. Petitions

There were no petitions presented to the Executive.

26. Council Performance Report 2015/16: Q1 (Key Accountable Measures and Activities) (EX2961)

The Executive considered a report (Agenda Item 6) concerning the Council's progress at quarter one against its key accountable performance measures and milestones. In doing so, it sought to provide assurance to Members that objectives laid out in the Council Strategy, and other areas of significance / importance across the Council, were being delivered.

Of the 27 reported measures, outturns were available for 19. 14 measures were reported as 'green', with the remaining five reported as 'amber' - behind schedule, but expected to be achieved by year end.

Councillor Gordon Lundie commented that four of the 'amber' measures related to targets within Children's Services, which was in a process of rebuilding following the OFSTED inspection in March 2015.

Councillor Alan Macro remarked that at the last Executive meeting on 23 July 2015, he had criticised the empty homes target and did not see that this measure had been included in the report. Councillor Lundie responded that whilst the number of empty homes being brought back into use had not been one of the 27 measures reported to the

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Executive it was still a target measured by the Council. He offered to have a conversation with Councillor Macro regarding the measures which had been selected to be reported to the Executive outside of the meeting.

Nick Carter advised Councillor Macro that there had been a change to the measures which were previously reported to the Executive. Councillor Macro stated that it was premature to remove some of the reported measures.

Councillor Macro raised a query regarding measure 22 'percentage change in numbers of businesses registered for National Non Domestic Rates', observing that Q3 of 2014/15 showed a sharp drop. Nick Carter agreed that the figures did not appear to be correct and suggested that numbers had been reported, rather than a percentage change. He agreed to clarify this issue with a written answer.

Councillor Macro questioned the narrative provided against the measure 'to maintain a high percentage of (single) assessments being completed within 45 working days' as the reason for amber was provided as 'our performance against this indicator has improved since the start of the year (61%)' however the 2014/15 year end figure was given as 70%. Councillor Lynne Doherty advised that she could not comment on the figure for 2014/15 but there had been an upward trend in the month-by-month figures she received as the Portfolio Holder for Children's Services. Councillor Macro added that if the correct figure was in fact 70%, a 1.2% increase was not much of an improvement. Councillor Roger Croft commented that there had been some teething problems with this new style of reporting of the Council's performance which he hoped to see rectified at quarter two.

Councillor Lee Dillon observed that the commentary on page 20 of the agenda explained that the numbers of enquiries relating to Child Protection Plans (CPP) and Looked After Children (LAC) had reduced, so questioned the amber targets relating to CPP and Pathway Plans for LAC and said that if numbers were reducing he would hope to see more improvement in meeting the targets.

Councillor Dillon went on to suggest that the report would be clearer if figures were provided alongside percentages in order to help contextualise the data.

Councillor Dillon sought clarification on the reason for a 'placeholder' inserted under priority 6: support communities to do more to help themselves. The detail provided in the report was that an additional measure was to be confirmed for supporting a communities approach linked to Health Visiting and School Nurse services. Councillor Marcus Franks confirmed that the contract for provision of these services would commence in October 2015.

Councillor Lundie agreed to provide written answers on the further points raised by Councillor Dillon:

- On page 21 of the agenda under '(iii) Affordable Housing', further information regarding the causes for peaks in demand for homelessness prevention would be useful.
- Page 22 of the agenda reported that capacity was an issue for Adult Social Care and Councillor Dillon asked if additional resources were required to reassess all existing clients.
- On page 29 of the agenda there was a cut off sentence so the remedial action being taken was not clear.
- Regarding page 34, Councillor Dillon disagreed that the maintenance of Discretionary Housing Payments enabled the completion of more affordable housing.
- The reporting date for this information was 23 July 2015 and Councillor Dillon would have liked this information to have been received by the Executive sooner.

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RESOLVED that progress against the key accountable measures and activities be noted.

Reason for the decision: This framework compiles and monitors progress in relation to the objectives laid out in the Council Strategy and on key activities and areas of risk from the Council's individual service delivery plans.

In doing so, it expresses the purpose and ambition of the Council and by extension the Council's main focus of activities and key measures of success against which the Council can assess itself and publicly report progress.

Other options considered: n/a

27. Home to School Transport Policies (EX2989)

The Executive considered a report (Agenda Item 7) which reviewed the consultation feedback on the proposed policies for 2015/16 and 2016/17 and which sought to determine the Council's policy.

Councillor Dominic Boeck explained that the Council reviewed its Home to School Transport Policy, post-16 Transport Statement and Fare Payer Scheme annually and publicly consulted on the proposals. The consultation began on 8th June 2015 and ended on 17th July 2015. A Consultation Summary Report was provided within Appendix A.

In relation to the 2015/16 policy, two matters had been raised, which had been addressed by amending the wording in the final version of the Policy:

- the process for responding to urgent need in relation to temporary re-housing
- the position for children of separated or divorced parents who lived in two households

The 2016/17 policy would mirror the 2015/16 policy in this regard.

The 2016/17 policy included a proposal to remove free entitlement to discretionary transport to secondary catchment schools and introduce a fee. There was no legal entitlement to free transport to the catchment school, only to the nearest school. The Council was not obliged to provide catchment transport without a charge. The proposed fee was £250 p.a. (equivalent to £1.32 per school day for a return journey).

Universal opposition had been voiced in response to the consultation on this proposal, which would affect c.400 students out of a cohort of 11500. The overwhelming majority of responses came from Curridge, Chieveley and Hermitage villages which fed The Downs school, which was the area most affected by the proposal. Other Local Authorities, including Oxfordshire, had withdrawn some or all aspects of discretionary transport.

Home to School Transport budgets had been reduced for the last 4 years, (from £3.9m p.a to £3.3m p.a.) through robust procurement and streamlining routes. The ability to continue to make savings on Home to School Transport without impacting on families had been exhausted.

The requirement to deliver a further £100,000 in savings in 2016/17 was the driver for the above proposal. The widening of the fare payer fee would generate between £57k and £90k income in a full year, although the proposal was being phased in and the actual amount of savings would depend on whether parents paid the fee to use the school bus or made alternative arrangements.

Councillor Hilary Cole explained that the proposal to remove free entitlement to discretionary transport to secondary catchment schools and introduce a fee was a matter of much concern for many residents in her Ward. As reported above, it was residents in

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her Ward, Chieveley, who would be particularly affected by this proposal and Councillor Cole had been contacted by many of her constituents with their concerns. However, Councillor Cole fully understood the need to make savings in this area and would therefore be supporting the recommended actions.

Councillor Mollie Lock was concerned as a child's catchment school was not always their nearest school and it could be the case that a child's nearest school was at capacity and could not accommodate them. She then queried whether pupils already within a secondary school in the 2015/16 academic year and in receipt of free transport would retain this throughout their time at the school. Councillor Boeck explained that the proposal, due to start in 2016/17, would not affect children already within a school. However, the fee would apply to new entrants to a school (from September 2016), including applying to younger siblings of those in receipt of free transport.

Councillor Alan Macro added to the point raised by Councillor Lock by stating that parental preference could be for the nearest school but this school could be oversubscribed. This would mean that a child might not be able to attend their nearest school, through no fault of their own, and would not meet the criteria for free entitlement to discretionary transport.

Councillor Macro then queried the length of time that seats could be guaranteed on school buses. He also questioned how long the fee of £250 p.a. would be retained and the potential for parents to spread this cost over a year to make it more affordable. It would be helpful to parents to know that a seat would continue to be available and affordable throughout their child's time at secondary school.

Councillor Boeck confirmed that an 'easy payment' was offered. He agreed to discuss with Officers the potential to spread costs as much as possible. The fare payer scheme had been in operation for some time and places/cost of places could not be guaranteed indefinitely. However, the policies, if approved, would be set for the two year period (i.e. 2015/16 Policy and 2016/17 Policy).

RESOLVED that:

1. The 2015/16 and 2016/17 policies be approved.
2. The specific proposal to remove free transport to the catchment school for secondary students be approved.

Reason for the decision: Statutory requirement to determine the Home to School Transport Policy and the post-16 Transport Statement.

Other options considered: None

28. Treasury Management Annual Report 2014/15 (EX3016)

The Executive considered a report (Agenda Item 8) concerning the treasury management activity and performance of the Council's investments for the financial year 2014/15.

The aim of the Council's Treasury Management Strategy was to manage the Council's cash flow to ensure sufficient funds were available on a day to day basis for the Council's operations. Any surplus funds were invested to generate the most interest, while minimising the exposure of investments to risk.

The average level of funds invested by the Council in 2014/15 (net of short term borrowing) was £12.7 million. Funds were invested in instant access deposit accounts with Natwest, Bank of Scotland, and the Goldman Sachs Global Liquidity money market, which paid rates of interest of up to 0.43%; a deposit account with Santander UK which paid 0.8% in 2014/15 but was now reduced to 0.4%; and fixed term deposits with UK

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Building Societies for an average period of 42 days and an average rate of 0.55%. The maximum amount invested with any one institution was £5 million.

The Council earned total interest on these investments (net of interest paid on short term borrowing) of £93,000 or 0.73% of the average fund value. The Council also received a discount of 3.1% or £298,000 on its contributions to the Berkshire Pension Fund, by paying the contributions in advance. Taking into account this saving, the total net amount earned through cashflow management was £391,000.

During the course of the year, the Treasury Management team arranged a number of short term loans from other Local Authorities to cover short term cashflow needs. The average length of loan was 12 days and the average rate of interest paid was 0.41%. The team also arranged £17.7 million new longer term loans from the Public Works and Loans Board (PWLB) to fund capital expenditure in 2014/15 and earlier years. The loans were for between 5 years at 1.5% interest and 40 years at 3.21%, with the length of loan linked to the estimated useful life of the asset funded. £3.4 million repayments were made on existing capital financing loans, bringing the Council's total long term capital financing debt with the PWLB to £115.7 million.

The Treasury Management Group (which included the Portfolio Holder for Finance and the Head of Finance) would continue to monitor and review the Council's investment and borrowing activities during 2015/16, with a view to ensuring the security and liquidity of and return on the Council's funds and to financing the Council's Capital Programme at the most advantageous rates available.

Councillor Dillon asked if a Member of the Opposition might be invited to participate in the Treasury Management Group; Councillor Croft advised he would consider the suggestion.

In response to a query regarding the Berkshire Pension Fund, Councillor Croft advised that investment was made on a year-by-year basis and so long as inflation was static the current investment arrangements would continue. Investment would also depend on the trustees offering the pre-payment bonus.

Councillor Dillon asked if there had been an evaluation of any loans held above current interest rates and if so, whether refinancing had been considered. Councillor Croft advised that the rate paid to the PWLB had been reviewed and he was not aware of any recommendations to make changes.

Councillor Dillon further asked whether the Council lent to other local authorities; Councillor Croft replied that the Council was actively seeking to do so.

RESOLVED that the previous year's treasury management activities and performance of the fund be noted.

Reason for the decision: To ensure compliance with the updated CIPFA Code of Practice for Treasury Management in the Public Services 2009 and in accordance with Best Practice.

Other options considered: n/a

29. **Financial Performance Report 2015/16 - Quarter One (EX3019)**

The Executive considered a report (Agenda Item 9) concerning the financial performance of the Council at quarter one of 2015/16.

Councillor Roger Croft explained that at Quarter One, the forecast revenue position was an overspend of £987k.

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The overspend came predominantly from Children's Services who were forecasting an overspend of £1.9m. The Service and Communities Directorate were putting a range of actions in place to help bring this overspend down by year end. Adult Social Care was forecasting an under spend of £877k, as a result of releasing £400k from the risk reserve and capitalising over £400k of equipment expenditure which was previously funded from revenue budgets.

All other services were reporting close to budget.

Councillor Gordon Lundie sought to understand whether the forecast overspend was indeed expected by year end. Councillor Croft explained that the position would be clearer by Quarter Two and stated that the Executive was not at all comfortable with the Quarter One position. Councillor Lundie added that improvements would continue to be sought throughout the year in an attempt to get as close as possible to balancing the budget .

Councillor Alan Macro noted the mitigation measure to release £400k from the Adult Social Care risk reserve and queried the amount left in this particular reserve. Councillor Croft, while not able to confirm the precise figure, did confirm that the level of flexibility on the use of reserves was getting tighter. Councillor Lundie made the point that this reserve was separate to the Council's general reserve.

Councillor Macro then referred to paragraph 4.4 of the report which stated that a feasibility study was being undertaken for the redevelopment of the Four Houses Corner gypsy and travellers' site. It was also stated that a contribution towards the cost of this scheme would be made from the Disabled Facilities Grant and Councillor Macro queried the accuracy of this statement. Councillor Hilary Cole made the point that some residents on this site had disabilities, this was therefore legitimate use of the Disabled Facilities Grant.

RESOLVED that the report be noted.

Reason for the decision: To ensure that Members are fully aware of the latest financial position of the Council.

Other options considered: None

30. Implementing the Living Wage (EX3038)

The Executive considered a report (Agenda Item 10) which responded to the Conservative Manifesto pledge to implement a Living Wage.

It was proposed that no employee directly employed by the Council (excluding schools) was paid less than "The Living Wage" set by The Living Wage Foundation each November.

There were 17 corporate employees currently paid below the Living Wage rate of £7.85 ph. Many more employees were paid below the Living Wage rate in schools.

The report explained the current situation; the case for change; set out three options; and made a proposal. The proposal would see the Council shadow the Living Wage (not to be confused with the government's new "national living wage") by using a West Berkshire Council "Living Wage Supplement" which would increase each 1st November. The report looked at the higher costs for schools and set out a proposed approach for schools. The National Living Wage (NLW) would be set at £7.20 per hour from 1 April 2016 outside London and would rise to £9.00 per hour by 2020. Only those over 25 would be entitled to the NLW. Although the NLW would rise to £9.00 per hour by 2020 it was likely that the voluntary 'Living Wage' set by the Living Wage Foundation would always be higher than the compulsory NLW set by the government. There was concern amongst local

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authorities that the introduction of the NLW would mean increased costs in the system which would either need to be met by the providers, the local authority or a combination of both. The report set out the likely increase in costs in ASC of £2m per year due to the introduction of the NLW from 2016/16 to 2020 and this could be higher if the Council formally pledged to become a Living Wage employer.

The cost increase could either be absorbed by services affected or met from a central fund. It was recommended that the cost be absorbed by the relevant services.

It was also recommended that the Council commend the introduction of the "Living Wage Supplement" to schools. It would be up to individual governing bodies to decide if their school could afford to implement the "Living Wage Supplement".

Councillor Lundie stated that this was a symbolic step for the Conservative Party and the Council to ensure fair pay.

Councillor Macro declared that he supported the policy as it was a good initiative. He observed that the Council had modelled the financial implications when all those contracted by Adult Social Care were paid the National Living Wage as being £2m. When the National Living Wage was enforced in April 2016, contractors would also have to pay the National Living Wage. Councillor Lundie stated that this policy was just the start of the discussion around fair pay in West Berkshire. The national policy would take six months to come through. The Council were not proposing to become nationally accredited and therefore force contractors to pay a Living Wage but would be encouraging other organisations such as schools to adopt Living Wage policies.

Councillor Dillon enquired whether potential contractors might be asked at the pre-qualification questionnaire stage whether they were a Living Wage employer and use this information to determine whether to appoint the contractor. He went on to add that this would not cost the Council more money as the tender price would include associated wage costs and would help the Council to ensure it was contracting to organisations with similar values. Councillor Lundie agreed that the question could form part of the pre-qualification questionnaire but there were many factors to be taken into account when appointing a contractor.

RESOLVED that the Council adds a West Berkshire Council "Living Wage Supplement" to the pay of all employees who would otherwise receive an hourly rate below The Living Wage with effect from 1st October 2015.

That schools are encouraged to use the "Living Wage Supplement" for their employees who would otherwise receive an hourly rate below The Living Wage.

Reason for the decision: To meet a manifesto commitment to raise low pay thresholds.

Other options considered: Formally sign up to the Living Wage Foundation -rejected because that would also mean forcing contractors to pay The Living Wage to the contracted workforce.

To abolish the use of spinal column points below The Living Wage- rejected because schools not following the Council's example will still need these spinal column points.

31. **Members' Question(s)**

There were no Members questions submitted.

32. **Exclusion of Press and Public**

RESOLVED that members of the press and public be excluded from the meeting for the under-mentioned item of business on the grounds that it involves the likely disclosure of exempt information as contained in Paragraph 3 of Part 1 of Schedule 12A of the Local

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Government Act 1972, as amended by the Local Government (Access to Information)(Variation) Order 2006. Rule 8.10.4 of the Constitution also refers.

33. Progress on smoking cessation service procurement and request for delegated authority to Strategic Director of Public Health for approving final provider of services (EX3043)

(Paragraph 3 - information relating to financial/business affairs of particular person)

The Executive considered an exempt report (Agenda Item 13) which provided an update of the procurement process to date and which sought delegated authority to award the contract for the provision of a smoking cessation service to the successful provider via the Joint Commissioning Team (Bracknell).

RESOLVED that the recommendation in the exempt report be agreed.

Reason for the decision: as set out in the exempt report.

Other options considered: as set out in the exempt report.

(The meeting commenced at 6.00pm and closed at 6.40pm)

CHAIRMAN

Date of Signature

School Funding Formula 2016-17 - Summary Report

| | |
|---|-----------------------------------|
| Committee considering report: | Executive on the 19 November 2015 |
| Portfolio Member: | Councillor Dominic Boeck |
| Date Portfolio Member agreed report: | 22 October 2015 |
| Report Author: | Claire White |
| Forward Plan Ref: | EX3052 |

1. Purpose of the Report

- 1.1 The Council is required to decide the formula factors to use to distribute funding to all primary and secondary schools for the 2016/17 financial year.

2. Recommendations

- 2.1 The formula factors for 2016/17 are to remain the same as those used in 2015/16.
- 2.2 If there is a funding shortfall, this is addressed through an adjustment to the basic entitlement rate.
- 2.3 If there is additional funding available, the Schools' Forum at its January 2016 meeting will decide whether this is all allocated through the basic entitlement rate or through other factors including deprivation.

3. Implications

- 3.1 **Financial:** School funding allocations are paid for from the ring fenced Dedicated Schools Grant (DSG) and does not impact on the Council's corporate budget
- 3.2 **Policy:** None
- 3.3 **Personnel:** None
- 3.4 **Legal:** None
- 3.5 **Risk Management:** None
- 3.6 **Property:** None
- 3.7 **Other:** None

4. Other options considered

- 4.1 None, for the reasons outlined below.

5. Executive Summary

- 5.1 Since the change to School Finance Regulations in 2013/14, the Council has been required to approve annually the school funding formula. This is in consultation with the Schools Forum and following a consultation with all maintained and academy schools.
- 5.2 The Department for Education (DfE) announced the arrangements for the 2016/17 funding formula for primary and secondary schools on 16th July 2015. There were no amendments to the regulations, and the options available for the formula to be used to distribute funding to schools remain the same as for 2015/16.
- 5.3 School funding allocations are paid for from the Dedicated Schools Grant (DSG). It is also likely that the funding rate (per pupil) that the DSG is based on will remain the same, though this is subject to the Government's spending review. We will be notified of our actual DSG funding for 2016/17 in mid December.
- 5.4 Major changes to the funding formula by the Government took place in 2013/14. The formula implemented by West Berkshire in 2013/14 was following modelling of different scenarios and consideration of different options (scrutinised in detail by the Heads Funding Group) to try and arrive at an optimum position. Since then there have been minor annual amendments. The formula factors available for use are set out in Appendix C (2)
- 5.5 At the Schools' Forum meeting held on 13th July 2015, it was agreed that if there was no change to the regulations that would be of benefit to West Berkshire schools, their preferred option would be no change to the formula for 2016/17. A briefing/consultation document setting out this proposal (see Appendix C) was sent to all primary and secondary schools on 1st September 2015.
- 5.6 There were only a few responses to the consultation. All except one agreed with all the proposals. The one exception asked for consideration to be given to allocating more money through the deprivation factor, due to the fact that West Berkshire does have some pockets of serious deprivation.
- 5.7 At the meeting of the Schools' Forum held on 28th September, the Members of the Forum confirmed that their preferred option would be to keep the funding formula the same for 2016/17.
- 5.8 This recommendation is for the following reasons:
- (1) The current formula is deemed to be a best fit for West Berkshire schools and is equitable and fair as can be within the parameters allowed and funding available.
 - (2) There are no perceived anomalies that need to be addressed.
 - (3) To prevent any turbulence in school budget allocations and keep to the model on which schools have been basing their longer term strategic financial planning on.
 - (4) To provide another year of stability prior to a possible move to national funding of schools.

- (5) Our current per pupil and lump sum rates (through which the greatest proportion of funding is allocated) are close to the national average, and the primary/secondary ratio is also at the national rate. As using the average is the likely direction of travel for national rates, we should not move our formula away from these averages.

5.9 The only impact on individual schools will be where they are receiving funding protection from the original change in the formula in 2013/14 (known as the minimum funding guarantee). Their funding will be reduced by 1.5% per pupil. The exemplification in the briefing/consultation document uses current (October 2014) data. Schools' final funding allocations for 2016/17 will be based on their pupil numbers (and other relevant data) in the October 2015 census. If this changes significantly compared to 2015/16, then so will their funding.

6. Conclusion

6.1 The Schools' Forum recommends the following formula for 2016/17 to be submitted to the Education Funding Agency:

| Factor | Rate - Primary | Rate - Secondary |
|--|----------------|------------------|
| 1. Basic Entitlement per Pupil: | | |
| Primary | £2,937 | |
| Secondary KS3 | | £4,364 |
| Secondary KS4 | | £4,364 |
| 2. Deprivation per eligible Pupil: | | |
| Free School Meals Ever 6 | £875 | £670 |
| Income Deprivation Affecting Children Index (IDACI): | | |
| IDACI Band 1 | £40 | £60 |
| IDACI Band 2 | £120 | £180 |
| IDACI Band 3 | £240 | £360 |
| IDACI Band 4 | £240 | £360 |
| IDACI Band 5 | £240 | £360 |
| IDACI Band 6 | £240 | £360 |
| 3. Prior Attainment per eligible Pupil | £284 | £1,125 |
| 4. Looked After Children | Not used | Not used |
| 5. English as an Additional Language | £345 | £345 |
| 6. Pupil Mobility | Not used | Not used |
| 7. Sparsity | Not used | £100,000 |
| 8. Lump Sum per School | £126,400 | £126,400 |
| 9. Split Sites | Not used | Not used |
| 10. Rates - actual cost to school | Actual cost | Actual cost |
| 11. Private Finance Initiative | Not applicable | Not applicable |
| 12. London Fringe | Not applicable | Not applicable |
| 13. Post 16 | Not used | Not used |
| 14. Exceptional Premises | Actual cost | Actual cost |

7. Appendices

7.1 Appendix A – Supporting Information

7.2 Appendix B – Equality Impact Assessment

7.3 Appendix C – Briefing & Consultation Document to Schools

Schools Funding Formula 2016-17 – Supporting Information

1. Consultation and Engagement

- 1.1 All schools in West Berkshire (including Academies) received the briefing/consultation document. Schools' Forum was consulted at meetings held on 13th July 2015 and 28th September 2015.

Background Papers:

<https://www.gov.uk/government/publications/schools-funding-arrangements-2016-to-2017>
and School Forum papers at
<http://decisionmaking.westberks.gov.uk/ieListMeetings.aspx?CId=335&Year=0>

Subject to Call-In:

Yes: No:

- The item is due to be referred to Council for final approval
- Delays in implementation could have serious financial implications for the Council
- Delays in implementation could compromise the Council's position
- Considered or reviewed by Overview and Scrutiny Management Commission or associated Task Groups within preceding six months
- Item is Urgent Key Decision
- Report is to note only

Wards affected: All

Strategic Aims and Priorities Supported:

The proposals will help achieve the following Council Strategy aim:

BEC – Better educated communities

The proposals contained in this report will help to achieve the following Council Strategy priorities:

BEC1 – Improve educational attainment

BEC2 – Close the educational attainment gap

Officer details:

Name: Claire White
Job Title: Schools' Finance Manager
Tel No: 01635 519037
E-mail Address: cwhite@westberks.gov.uk

Appendix B

Equality Impact Assessment - Stage One

We need to ensure that our strategies, policies, functions and services, current and proposed have given due regard to equality and diversity.

Please complete the following questions to determine whether a Stage Two, Equality Impact Assessment is required.

| | |
|--|------------------------|
| Name of policy, strategy or function: | School Funding Formula |
| Version and release date of item (if applicable): | 2016/17 financial year |
| Owner of item being assessed: | Claire White |
| Name of assessor: | Andy Walker |
| Date of assessment: | 15/10/15 |

| Is this a: | | Is this: | |
|-----------------|------------|---|------------|
| Policy | Yes | New or proposed | No |
| Strategy | No | Already exists and is being reviewed | Yes |
| Function | Yes | Is changing | No |
| Service | No | | |

| | |
|--|--|
| 1. What are the main aims, objectives and intended outcomes of the policy, strategy function or service and who is likely to benefit from it? | |
| Aims: | Funding of schools in West Berkshire |
| Objectives: | To apply a method to fund all schools in an equitable and fair way |
| Outcomes: | All schools funded in an equitable and fair way |
| Benefits: | No school disadvantaged financially compared to another |

| |
|--|
| <p>2. Note which groups may be affected by the policy, strategy, function or service. Consider how they may be affected, whether it is positively or negatively and what sources of information have been used to determine this.</p> <p>(Please demonstrate consideration of all strands – Age, Disability, Gender Reassignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion or Belief, Sex and Sexual Orientation.)</p> |
|--|

| Group Affected | What might be the effect? | Information to support this |
|---|---------------------------|---------------------------------------|
| None | N/A | Covers funding for pupils aged 4 - 16 |
| | | |
| | | |
| Further Comments relating to the item: | | |
| | | |

| 3. Result | |
|--|-----------|
| Are there any aspects of the policy, strategy, function or service, including how it is delivered or accessed, that could contribute to inequality? | No |
| Please provide an explanation for your answer: equal funding of schools via a formula | |
| Will the policy, strategy, function or service have an adverse impact upon the lives of people, including employees and service users? | No |
| Please provide an explanation for your answer: equal funding of schools via a formula | |

If your answers to question 2 have identified potential adverse impacts and you have answered 'yes' to either of the sections at question 3, then you should carry out a Stage Two Equality Impact Assessment.

If a Stage Two Equality Impact Assessment is required, before proceeding you should discuss the scope of the Assessment with service managers in your area. You will also need to refer to the Equality Impact Assessment guidance and Stage Two template.

| 4. Identify next steps as appropriate: | |
|---|-----|
| Stage Two required | NO |
| Owner of Stage Two assessment: | |
| Timescale for Stage Two assessment: | |
| Stage Two not required: | YES |

Name: Claire White

Date: 15/10/15

Please now forward this completed form to Rachel Craggs, the Principal Policy Officer (Equality and Diversity) for publication on the WBC website.

Primary and Secondary Schools Funding Proposed Funding Arrangements for 2016/17

Briefing & Consultation Document for Schools September 2015

1. Introduction

- 1.1 The Department for Education (DfE) introduced major changes to school funding in 2013/14 in relation to how local authorities distribute funding to schools (the school formula), followed by further minor changes in 2014/15 and 2015/16.
- 1.2 The schools revenue funding arrangements for 2016/17 so far announced by the Government do not contain any changes in respect of the primary and secondary formula, but this does not rule out other changes (for example to early years and high needs funding) following the Government's spending review in late November 2015 – which may then have an impact on the school formula rates.
- 1.3 The funding promise in the Conservative manifesto of “flat” cash per pupil has been upheld, with the local authority schools block rate of funding for 2016/17 being confirmed as protected at the 2015/16 level (for background and more detailed information on school funding, see **Appendix C (1)** – An Explanation of the DSG).
- 1.4 The detail of the school revenue funding arrangements for 2016/17 can be accessed on this Government webpage:
<https://www.gov.uk/government/publications/schools-funding-arrangements-2016-to-2017>.
- 1.5 The Government remain committed to making schools funding fairer and aim to eventually move to a full national formula, which may include national rates for some or all of the funding factors. Currently, local authority funding rates vary. It is expected that we will shortly see a consultation from the Government on their proposals for change.
- 1.6 As well as this document providing a briefing on the proposed local arrangements for 2016/17, schools are also invited to make comments on five specific areas, as highlighted in boxes within the text. Please e-mail your response to Claire White, Schools' Finance Manager cwhite@westberks.gov.uk by **8th September 2015**. In order for the Schools' Forum to consider a suggestion for change, it should be accompanied by clear rationale on why your proposal is a better solution and fair and equitable for all schools in West Berkshire, and not just for your own individual school. You should also check that it falls within the current funding regulations.

2. Current Formula / Funding Rates and Proposals for 2016/17

2.1 The following table shows the current West Berkshire formula, alongside the 2015/16 average funding rate per factor for all local authorities:

Table 1: West Berkshire Formula 2015/16

| Factor | Rate | Units (no. of pupils unless specified) | Funding | National Average |
|--|-------------|--|-------------|------------------|
| 1.Basic Entitlement: | | | | |
| Primary | £2,937 | 12,811 | £37,625,907 | £3,014 |
| Secondary KS3 | £4,364 | 5,424 | £23,670,336 | £4,158 |
| Secondary KS4 | £4,364 | 3,755 | £16,386,820 | £4,680 |
| 2.Deprivation: | | | | |
| Primary FSM Ever 6 | £875 | 1,833.43 | £1,604,251 | £958 |
| Primary IDACI Band 1 | £40 | 381.32 | £15,253 | £123 |
| Primary IDACI Band 2 | £120 | 720.53 | £86,464 | £176 |
| Primary IDACI Band 3 | £240 | 501.43 | £120,343 | £278 |
| Primary IDACI Band 4 | £240 | 83.64 | £20,074 | £419 |
| Primary IDACI Band 5 | £240 | 5.94 | £1,426 | £540 |
| Primary IDACI Band 6 | £240 | 0.00 | £0 | £693 |
| Secondary FSM Ever 6 | £670 | 1,495.00 | £1,001,650 | £1,142 |
| Secondary IDACI Band 1 | £60 | 330.78 | £19,847 | £158 |
| Secondary IDACI Band 2 | £180 | 517.79 | £93,202 | £227 |
| Secondary IDACI Band 3 | £360 | 540.80 | £194,688 | £360 |
| Secondary IDACI Band 4 | £360 | 38.84 | £13,982 | £548 |
| Secondary IDACI Band 5 | £360 | 7.94 | £2,858 | £693 |
| Secondary IDACI Band 6 | £360 | 0.00 | £0 | £852 |
| 3.Prior Attainment: | | | | |
| Primary | £284 | 3,101.21 | £880,743 | £812 |
| Secondary | £1,125 | 2,010.55 | £2,261,869 | £1,040 |
| 4.Looked After Children | | | | |
| | Not used | | | £636 |
| 5.English as an Additional Language: | | | | |
| Primary EAL 3 | £345 | 654.63 | £225,848 | £476 |
| Secondary EAL 3 | £345 | 75.93 | £26,196 | £911 |
| 6.Pupil Mobility: | | | | |
| Primary | Not used | | | £448 |
| Secondary | Not used | | | £626 |
| 7.Sparsity | | | | |
| Primary | Not used | | | |
| Secondary | £100,000 | 1 (school) | £100,000 | |
| 8.Lump Sum: | | | | |
| Primary | £126,400 | 66 (school) | £8,342,400 | £127,952 |
| Secondary | £126,400 | 10 (school) | £1,264,000 | £139,739 |
| 9.Split Sites | | | | |
| | Not used | | | |
| 10.Rates: | | | | |
| Primary | Actual | | £667,649 | |
| Secondary | Actual | | £342,458 | |
| 11.Private Finance Initiative (PFI) contracts | | | | |
| | N/A for WBC | | | |
| 12. London Fringe | | | | |
| | N/A for WBC | | | |
| 13.Post 16 | | | | |
| | Not used | | | |
| 14.Exceptional Premises factors – joint use of leisure facilities | | | | |
| | Actual | 0 | £0 | |
| 15.Minimum funding Guarantee (-1.5%) | | | | |
| Primary | | | £347,499 | |
| Secondary | | | £31,426 | |

| | | | | |
|--|--|--|--------------------|--------|
| TOTAL | | | £95,347,188 | |
| Primary/Secondary Ratio | | | 1.28 | 1.28 |
| Percent of funding through basic entitlement | | | 81.82% | 76.2% |
| Percent of funding through lump sum | | | 10.12% | 7.92% |
| Percent of funding through pupil Led | | | 88.74% | 89.73% |

2.2 Compared to other local authorities, West Berkshire is not an outlier in terms of the formula factors used and the funding rates applied to the main factors. Of the two main factors, the primary basic entitlement is £2,937 per pupil compared to the national average of £3,014; the secondary basic entitlement is £4,364 per pupil compared to the national (weighted) average of £4,367; the primary and secondary lump sum is £126,400 per school compared to the national averages of primary £127,952 and secondary £139,739. The primary:secondary funding ratio is as per the national ratio 1:1.28 (i.e. secondary schools receive 28% more funding than primary schools).

2.3 It should be noted that not all formula factors are used by all local authorities, and the average rates provided in the above table are derived based on those authorities that are using that factor – there is no expectation that an authority should aim for the average rate for each factor, as each authority is funded at a different level and it would be impossible to replicate this.

2.4 The only concern with our current formula that was raised by the Schools' Forum was that there did not appear to be enough funding going to schools through the deprivation and prior attainment factors. This is due to West Berkshire's funding rate being well below the national average, and that being an area of comparatively very low deprivation, our historical funding allocation does not provide enough funding to increase these rates.

2.5 For further information, the report from the DfE on the 2015/16 funding formula review for all local authorities and each local authority's data can be found on the following webpage: <https://www.gov.uk/government/publications/schools-block-funding-formulae-2015-to-2016>.

2.6 **Appendix C (2)** is an extract from the Government's school revenue funding arrangements document, detailing the allowable funding factors for 2016/17. Although the arrangements for 2016/17 had not been released in time for the Schools' Forum meeting held on 13th July 2015, it was (correctly) assumed that there would be no change to the primary and secondary school formula rules. It was therefore proposed that there should be no changes to the West Berkshire formula factors in 2016/17, and if possible the funding rates remain the same, for the following reasons:

- The current formula is deemed to be a best fit for West Berkshire schools within the parameters allowed and funding available (our concerns about small school viability and suggestions for change have not to date been accepted by the Government).
- To prevent any turbulence in school budget allocations and keep to what schools have been basing their longer term strategic financial planning on.
- To provide another year of stability prior to national funding as far as is possible.

- The largest proportion of funding is allocated through the basic entitlement (per pupil rate) and lump sum and these rates fall close to the national average, which we would not want to move away from if this is the direction of a national formula. The primary/secondary ratio is also at the average.
- As the main formula rates are close to average, we should wait for the national changes and in the meantime aim to keep our funding rates much the same if at all possible.

2.7 The funding rate that can be applied to each factor is subject to the amount of funding we receive through the Dedicated Schools Grant (DSG), which will be confirmed in December 2015 for 2016/17. Although we already know that there will be no change to the funding rate of the DSG, there are a number of reasons why the total amount of funding available for allocation and thus formula funding rates may change:

- The DSG is based on number of pupils in the October census – this may be higher or lower than the previous year, affecting the total funding received. As the formula factors are not all related to number of pupils, e.g. the lump sum or rates, a reduction in pupil numbers will mean there is less money left to put through the non fixed factors and vice versa.
- Some factors may increase by default, leaving less funding for the other factors e.g. if there are any claims for exceptional premises funding from qualifying schools (there were none in 2015/16), and if rates bills go up significantly (schools are funded on actual cost of rates).
- The Minimum Funding Guarantee (MFG) payment may go up or down. MFG is payable where a school's funding decreases by more than 1.5% *per pupil* and therefore protects schools where there is a change to the formula and/or funding rates that adversely affect the school.
- The amount of funding required for centrally retained services that are also funded from the DSG may change
- There may be a shortfall of funding in high needs, which would possibly need to be met from schools funding if other savings cannot be found.

2.8 If there is not enough funding to maintain the current rates, or there is additional funding available, it is proposed that this is made through the basic entitlement rate, as this is the only factor that will impact (good or bad) every school equally.

3. Formula Exemplification for 2016/17

3.1 **Appendix C (3)** shows the formula exemplification for 2016/17 using the same pupil numbers as 2015/16, and assuming the same funding rates. As there are no changes proposed to the formula, the exemplification just shows schools the effect of the continuation of the MFG. Actual individual school allocations will be dependent on the October 2015 census data.

3.2 This appendix is also provided as a separate spreadsheet, and by entering the school cost centre in the orange box of the "school sheet" tab this will display the detailed formula for the school alongside the current funding received for each factor. Schools can also enter their expected/actual pupil numbers for October 2015 (yellow boxes) to see their likely funding for 2016/17 and beyond based on the current funding rates. The sheets do not include any high needs funding for individual pupils i.e. top ups, which is paid outside the formula, as top up funding is variable and follows the pupil.

Do you agree that the Council should keep the current formula factors (as shown in Table 1)? If not, please let us know with your reasons why.

Do you agree that if there is to be a change to funding rates (either up or down) that this is adjusted through the basic entitlement rate? If not, please let us know with your reasons why.

Do you think your school is eligible for exceptional premises funding? If yes, please let us know with your reasons why.

4. Future Changes to Funding

4.1 The Conservative manifesto made a commitment to make school funding fairer. There are two possible options for the DfE in moving to a national formula.

4.2 Option 1- a pure national funding formula with all schools receiving the same (or similar) funding rates through the same formula and allocated from a central agency.

4.3 Option 2 – a new fairer formula to allocate the funding to local authorities (i.e. keeping the school block DSG) with some local discretion still allowed in how it is allocated to individual schools through the current factors.

4.4 Option 1 is the most turbulent and extremely difficult to achieve at a time of austerity when there is no additional funding available to help mitigate the loss for the “losers”. Option 2 is more realistic as it is the least disruptive and can be introduced gradually, though many of the more generously funded local authorities would see a decrease over time to their DSG allocation. The West Berkshire funding rate is now much lower than the average - £4,368 in 2015/16 compared to the national average of £4,699 (following the distribution of the additional £390m in April to the lowest funded authorities). Overall, funding rates currently range from £4,151 in Wokingham to £7,007 in Tower Hamlets.

4.5 Whatever the option, it is highly unlikely that schools in West Berkshire will see any inflationary increase to funding rates over the foreseeable future, and each year will be an increasing challenge for schools to set a balanced budget given the increases in inflationary and other costs.

5. Additional Funding Outside the School Formula

5.1 The funding regulations allow for a few exceptional circumstances to be funded outside the formula and be top sliced from the DSG. For each fund the Schools’ Forum needs to agree the clear criteria setting out the circumstances in which a payment could be made and the basis for calculating the sum to be paid.

5.2 The current criteria for each fund are attached alongside this document. The only proposed change is to the Growth Fund, and the tracked change is shown.

5.3 The funds are as follows:

- Growth Fund – support for schools required to provide extra places in order to meet basic need within the authority – including pre-opening, diseconomy and reorganisation costs
- Falling Rolls Fund – to support good or outstanding schools with falling rolls where local planning data shows that the surplus places will be needed in the near future
- Schools with a disproportionate number of high needs pupils which cannot be reflected adequately in their formula funding. This needs to be made through a formula.

If you have any comments/suggestions on the criteria set to access the additional funds please provide details.

5.4 **Appendix C (4)** is an extract from the Government’s school revenue funding arrangements document summarising other funding allocations that schools receive – either as a formula or as a grant.

5.5 The current information on high needs funding is that there will be no change to our funding allocation in 2016/17, therefore there are no proposals to change top up funding rates for high needs pupils. Place funding of £10,000 for resource units will remain for 2016/17, and the number of places to be funded will remain the same for the authority, though there is flexibility to “move” place funding between institutions within the local authority. The move to a system of place funding based on actual places filled in the previous academic year as previously proposed by the DfE has not gone ahead.

5.6 There are no detailed proposals from the DfE yet on early years funding for 2016/17, though the DfE has called for evidence on the cost of providing childcare, and has suggested that there may be an increase to the funding rate. Locally in West Berkshire there is not enough funding to maintain the current funding rates, so if additional funding is not received, there may need to be a reduction in the early year (3&4 year old nursery) funding rates.

5.7 No announcement has been made yet on the likely Pupil Premium Grant (PPG) rates or arrangements for 2016/17.

6. De-delegations 2016/17

6.1 From 2013/14 schools received funding for newly delegated central services. For some services (where offered by the local authority), maintained primary and secondary schools can collectively opt for the service to be de-delegated – which means that the funding continues to be centrally retained for the benefit of all maintained primary and secondary schools, and individual schools cannot make that choice for themselves (Academies may be given the option to buy into the service, as can Nursery and Special schools and PRUs). The de-delegations need to be reconsidered on an annual basis.

6.2 The relevant Schools’ Forum representatives for each phase will vote on whether each service is to be de-delegated or not. The services currently de-delegated are as follows:

- Behaviour Support Service
- Support to underperforming ethnic minority groups and bilingual learners
- Trade Union Local Representation
- Contingency for schools in financial difficulty (primary schools only)

6.3 The spreadsheet sent with this document containing the formula exemplification, shows for each individual school the amount of funding deducted for each service in the current year. The amounts to be deducted for 2016/17 will be dependent on the October census.

6.4 The final decision on each de-delegation will be made by the relevant Schools' Forum Members for each phase on 28th September. Schools may wish to contact their Schools' Forum representative direct to express their view, or respond as part of this consultation.

If you do not agree with any of the above services being de-delegated, please let us know with your reasons why.

7. Timetable

7.1 The timetable for finalising the formula and schools budgets for 2016/17 is as follows:

| | |
|---|---|
| Consultation with schools | 1 st September to 8 th September 2015 |
| Heads Funding Group consider the responses from schools and make recommendation to Schools' Forum | 16 th September 2015 |
| Schools' Forum agree the formula to recommend to the Council. Vote taken on de-delegations | 28 th September 2015 |
| Formal Political approval received | By Mid October |
| Submit draft formula to Education Funding Agency | 30 th October 2015 |
| October census data issued and funding allocation received – able to finalise formula rates | Mid December |
| Submit final formula to Education Funding Agency | 21 st January 2016 |
| Schools' Forum consider the overall schools budget | 25 th January 2016 |
| Confirmation of final budget allocations to maintained schools | 29 th February 2016 |

Appendices

Appendix C (1) – An Explanation of the DSG

Appendix C (2) – Allowable Funding Factors

Appendix C (3) – Proposed Formula 2016/17 - Exemplification for Individual Schools

(also provided as separate spreadsheet for schools to see their own
formula budget allocation detail and for their own modelling purposes)

Appendix C (4) – Other Funding Allocations

Appendix C (1)

An Explanation of the Dedicated Schools Grant (DSG)

Background

1. Since April 2006, funding for schools has come from a ring-fenced grant known as the Dedicated Schools Grant (DSG). It comes direct from the Government and is totally separate from all other Council funding and spending.
2. The grant is paid to the Council on a financial year basis and is split into three funding blocks – schools, early years, and high needs. Although separate allocations are received for each, the blocks are not ring fenced.
3. The use of the grant is governed by school finance regulations, and this includes setting out what (limited) centrally retained services can be met from the grant. Therefore not all the grant is directly allocated out to schools, some funding is retained by the Council to provide central services to schools with particular needs.
4. Any unspent grant at the end of the financial year is carried forward for allocation in the following financial year.
5. The Council uses a formula to allocate funding out to schools from this grant. The formula is largely prescribed by the Government, though the Council is free to choose which factors to use and at what funding rates, though the funding rates are very much governed by the amount of grant received. The Council must consult with the Schools' Forum and all schools on any changes.
6. The DSG allocated to the Council includes the funding for Academies and Free schools. Once the school formula has been determined, the Government then recoup the exact formula amount back in order for them to fund these schools direct.
7. A national formula (the Government's future aim) may either fund schools direct from a national centre using the same formula and similar funding rates for all schools in England, or standardise the funding rates that every Council receives.
8. Sixth form funding is not included in the DSG (other than high needs top up payments) and is paid to schools separately by the Government using a national formula and national rates.

How the DSG is calculated

Since 2013/14 the DSG has been split into three funding blocks:

Schools Block

- Based on the previous October school census
- Calculated total number of primary and secondary pupils (year R to 11) x funding rate
- In 2015/16 this is 21,992 pupils x £4,368 = £96.060m
- The funding rate is historical and is different for every Council. In 2015/16 this ranges from £4,151 in Wokingham to £7,007 in Tower Hamlets.
- The funding rate has not increased since 2010/11, therefore schools have not seen any inflationary increases to their allocations
- However, in 2015/16 the Government allocated an additional £390m to the lowest funded Council's as a step towards closing the funding gap. West Berkshire received an additional £8 per pupil (0.2%).

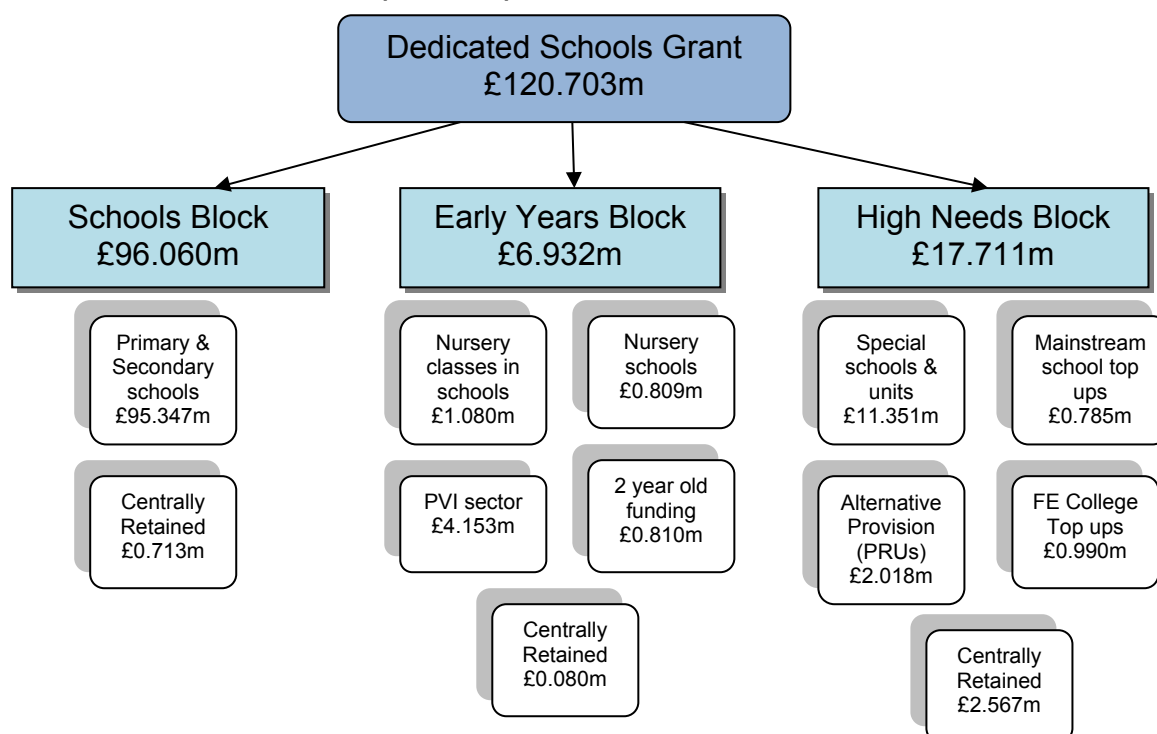
Early Years Block

- Based on the January school and early years census
- Calculated 5/12 of the previous January nursery pupils plus 7/12 of the following January nursery pupils x funding rate.
- Separate calculation for 2 year olds
- For the 2015/16 grant we do not know what the allocation for the year will be until February 2016 at the earliest, so estimates have to be made
- In 2015/16 this estimate is:
 1,562 pupils x £3,911 = £6.109m for 3&4 year olds
 162 pupils x £5,092 = £0.823m for 2 year olds
- The funding rate for 3&4 year olds is historical and is different for every Council, and has not seen any increases. The rate ranges from £3,230 in Worcestershire to £8,713 in Camden. The rate for 2 year olds is standardised across all Councils.

High Needs Block

- This is a fixed sum. In 2013/14 this sum was derived by how much each individual Council had spent on high needs in the previous year
- There has been a limited increase to this sum since then, and so increases in the number of pupils requiring support, increases in the level of support and general increases in cost have not been funded.
- For 2015/16 this sum is £17.711m (compared to £17.550m in 2014/15)
- If funding runs out in this block then the Council would need to use funding from other blocks (i.e take funding away from schools) in order to maintain the statutory provision for high needs pupils.

Where the DSG is allocated (2015/16)



The main centrally retained services are:

Schools Block – licences for all schools, growth fund for schools, school admissions service

Early Years Block – quality monitoring & compliance, eligibility checking, sufficiency & sustainability planning, early years IT system

High Needs Block – ASD advisory support, Home Tuition, Engaging Potential service, therapy services, sensory impairment support, inclusion support, applied behaviour support, vulnerable children support, early intervention

Appendix C (2)

Allowable Funding Factors

| Factor | Further information |
|--|--|
| <p>1. Basic entitlement A compulsory factor that assigns funding to individual pupils, with the number of pupils for each school or academy based on the October pupil census.</p> | <p>Funding allocated according to an age-weighted pupil unit (AWPU). A single rate for primary age pupils, which must be at least £2,000. There may be different rates for key stage 3 and key stage 4, with a minimum of £3,000 for each. Local authorities may choose to increase the pupil number count where schools had previously had higher reception pupil numbers in January 2015 than in the October 2014 census.</p> |
| <p>2. Deprivation A compulsory factor</p> | <p>Local authorities may choose to use free school meals and/or the Income Deprivation Affecting Children Index (IDACI). Free meals can be measured either at the previous October census or “ever 6” - which reflects pupils entitled to free meals at any time in the last 6 years – but not both. The IDACI measure uses 6 bands and different values can be attached to each band. Different unit values can be used for primary and secondary.</p> |
| <p>3. Prior attainment An optional factor (although it is used by almost all local authorities). It acts as a proxy indicator for low level, high incidence special educational needs</p> | <p>May be applied for primary pupils identified as not achieving the expected level of development within the early years foundation stage profile (EYFSP) and for secondary pupils not reaching L4 at KS2 in either English or maths.</p> <p>The EYFSP changed in 2013, so a weighting may be used to ensure that funding delivered through the primary prior attainment factor is not disproportionately affected by the year groups (years 1 to 3) assessed under the new framework. For pupils assessed using the old profile (years 4 to 6), local authorities will continue to be able to choose between two EYFSP scores, targeting funding to either all pupils who achieved fewer than 78 points; or all pupils who achieved fewer than 73 points on the EYFSP.</p> <p>In 2012 the KS2 English assessment methodology was changed to include separately a reading test, a grammar, punctuation and spelling test and teacher assessed writing. For those assessed at KS2 up to 2011, the English element of the KS2 measure will identify those pupils who fail to achieve a level 4 in English.</p> <p>For pupils assessed at KS2 from 2012 onwards and who have been part of these new arrangements, the English element of</p> |

| Factor | Further information |
|---|--|
| | the KS2 measure will identify those who do not achieve a level 4 in either the reading or teacher assessed writing elements. |
| <p>4. Looked-after children An optional factor</p> | <p>A single unit value may be applied for any child who has been looked after for one day or more as recorded on the local authority SSDA903 return at 31 March 2015. This data is mapped to schools using the January school census, enabling identification of the number of looked-after children in each school or academy.</p> |
| <p>5. English as an additional language (EAL) An optional factor</p> | <p>EAL pupils may attract funding for up to 3 years after they enter the statutory school system. Local authorities can choose to use indicators based on one, two or three years and there can be separate unit values for primary and secondary.</p> |
| <p>6. Pupil mobility An optional factor</p> | <p>This measure counts pupils who entered a school during the last three academic years, but did not start in August or September (or January for reception pupils). There is a 10% threshold and funding is allocated based on the proportion above the threshold – so if a school has 12% mobility, then 2% of pupils would attract funding.</p> |
| <p>Proportion allocated through pupil-led factors</p> | <p>Local authorities must allocate at least 80% of the delegated schools block funding through pupil-led factors (the factors in lines 1-6 above, and London fringe uplift where relevant).</p> |
| <p>7. Sparsity An optional factor</p> | <p>A sparsity distance is calculated for each school. Pupils for whom it is their closest compatible school are identified, and then the average (mean) distance to the second nearest compatible school for these pupils is calculated.</p> <p>In addition, the number of pupils in a school is divided by the number of year groups to determine the size of the average year group.</p> <p>Two qualification criteria for attracting sparsity funding must be met if schools are to attract sparsity funding:</p> <p>Primary schools qualify if the sparsity distance is greater than 2 miles and the average year group is less than 21.4.</p> <p>Secondary schools qualify if the sparsity distance is greater than 3 miles and the average year group is less than 120.</p> <p>Middle schools qualify if the sparsity distance is greater than 2 miles and the average year group is less than 69.2.</p> |

| Factor | Further information |
|--|--|
| | <p>All-through schools qualify if the sparsity distance is greater than 2 miles and the average year group is less than 62.5. Local authorities can reduce the pupil numbers and increase the distance criteria. The maximum amount which can be allocated to an individual school through this factor is £100,000 (including fringe uplift) and the value can be different for each phase of school.</p> <p>Local authorities can choose whether to use a single amount for all sparse schools, or to use a tapered amount which increases the smaller the school.</p> <p>Local authorities can apply for an exceptional factor to target up to an additional £50,000 of sparsity funding at very small secondary schools where the total number on roll is 350 or less, where the sparsity distance is 5 miles or more, and where pupils in years 10 and 11 are present.</p> <p>See paragraphs 9-17 for further information.</p> |
| <p>8. Lump sum An optional factor (although in 2015 to 2016 it was used by all local authorities)</p> | <p>Local authorities can set different lump sums for primary and secondary (middle schools receive a weighted average based on the number of year groups in each phase). The maximum lump sum is £175,000, including London fringe uplift.</p> <p>Where schools amalgamate, they will retain 85% of the combined lump sums in the year after the amalgamation (or in the same year if they amalgamate on 1 April) instead of receiving just a single lump sum immediately. Local authorities may apply to vary the additional payment in exceptional circumstances. Where schools amalgamate after 1 April, the new school will receive funding equivalent to the formula funding of the closing schools added together for the appropriate proportion of the year and will receive the 85% allocation in the following year.</p> <p>Local authorities may apply for an exceptional factor to pay a further allowance to amalgamating schools in the second year after amalgamation. Local authorities may also wish to apply to exclude the exceptional factor payment from the MFG baseline.</p> <p>See paragraphs 18-20 for more information.</p> |
| <p>9. Split sites An optional factor</p> | <p>The purpose of this factor is to support schools which have unavoidable extra costs because the school buildings are on separate sites. Allocations must be based on</p> |

| Factor | Further information |
|--|---|
| | <p>objective criteria, both for the definition of a split site and for how much is paid. See paragraphs 21-24 for more information.</p> |
| <p>10. Rates An optional factor (although in 2015 to 2016 it was used by all local authorities)</p> | <p>These must be funded at the authority's estimate of the actual cost. Adjustments to rates may be made during the financial year but outside of the funding formula. For example, an additional allocation could be made to a school (e.g. from balances brought forward). This should be reflected in the Section 251 outturn statement and in each school's accounts. The effect on the school would be zero since any rates adjustment will be offset by a change in the cost of the rates. See paragraph 56 for more information.</p> |
| <p>11. Private Finance Initiative (PFI) contracts An optional factor</p> | <p>The purpose of this factor is to support schools which have unavoidable extra premises costs because they are a PFI school and/or to cover situations where the PFI "affordability gap" is delegated and paid back to the local authority. Allocations must be based on objective criteria, capable of being replicated for any academies in the authority area. See paragraphs 25-28 for more information.</p> |
| <p>12. London fringe An optional factor, but only for the five local authorities to which it applies (Buckinghamshire, Essex, Hertfordshire, Kent and West Sussex)</p> | <p>The purpose of this factor is to support schools which have to pay higher teacher salaries because they are in the London fringe area, and where only part of the authority is in this area. It is applied as a multiplier of 1.0156 to the relevant factors.</p> |
| <p>13. Post-16 An optional factor, but can only be used where the local authority had such a factor in 2015 to 2016</p> | <p>A per-pupil value which continues funding for post-16 pupils up to the per pupil level that the authority provided in 2015 to 2016.</p> |
| <p>14. Exceptional premises factors Local authorities can apply to EFA to use exceptional factors relating to premises. The most frequently approved factors are for rents and for joint-use sports facilities.</p> | <p>The exceptional factors must relate to premises costs and applications should only be submitted where the value of the factor is more than 1% of a school's budget and applies to fewer than 5% of the schools in the authority's area. Any factors which were used in 2015 to 2016 can automatically be used for pre-existing and newly-qualifying schools in 2016 to 2017, provided that the qualification criteria are still met.</p> |

Appendix C (4)

Other Funding Allocations

| Factor | Further information |
|---|---|
| <p>Early years funding This applies to schools or academies with a nursery class</p> | <p>This is paid directly by local authorities to all early years providers, including academies and maintained schools, through the early years single funding formula (EYSFF). Most funding is calculated by multiplying a base rate by the number of hours of provision counted on a termly basis or during the year. For 3 and 4 year olds, there is a mandatory supplement for deprivation and there can be other supplements, such as for quality. Whereas the 5-16 formula uses lagged pupil numbers, early years funding is based on actual hours during the current year. Funding for eligible 2 year olds is provided at a fixed hourly rate, which already includes a supplement for deprivation.</p> |
| <p>Post-16 mainstream funding</p> | <p>Calculated by the EFA according to a national formula</p> |
| <p>High needs place funding This applies to mainstream schools or academies with a designated special unit or resourced provision.</p> | <p>£10,000 place funding is provided for each agreed pre-16 high needs place. This is paid directly to academies by the EFA, and forms part of the budget share for maintained schools. Post-16 high needs places – in special units, resourced provision or sixth forms – are funded through the national post-16 formula. Funding for academies is paid directly by the EFA. Where place funding is payable to maintained mainstream schools for Post-16 pupils, it forms part of the sixth form grant that the local authority pays to its school sixth forms on behalf of the EFA.</p> |
| <p>High-needs top-up funding</p> | <p>This is paid directly by the commissioning local authority for pre-16 high needs pupils where the total cost exceeds the thresholds. In the case of special units, the cost threshold is £10,000 and includes the costs of all pupils' basic educational entitlement, which is funded through the place funding; if the pupil is not in a unit, the cost threshold is £6,000, which only covers the costs of additional SEN support. Schools are expected to meet any cost of support below these thresholds from their budget allocations. For post-16 pupils, the top-up funding is paid in addition to the amounts paid to providers through the national post-16 formula and additional £6,000.</p> |
| <p>Pupil premium</p> | <p>A premium is payable for each pupil who has been eligible for free meals at any time in the last 6 years, or is looked after / adopted from care, or who has been a service child in the last four years (including children whose parents had died in service and who are in receipt of pensions under the Armed Forces Compensation Scheme (AFCS) and the War Pensions Scheme (WPS)). Allocation is based on the spring census preceding the financial year. Rates for 2015-16 are:</p> <ul style="list-style-type: none"> • £1,320 Primary age pupils • £ 935 Secondary age pupils • £1,900 Looked-after children / adopted from care • £ 300 Service children <p>An early years pupil premium is payable for eligible 3 and 4 year</p> |

| | |
|---|---|
| | <p>olds at the rate of 53p per hour for 2015 to 2016 Rates for 2016 to 2017 will be announced in due course.</p> |
| <p>Education services grant (academies only)</p> | <p>This funding is provided to academies for services previously provided by their local authority – for example, school improvement and asset management. The academic year 2015 to 2016 rate is £87 per pupil, although some protections apply where academies have received a higher level of funding previously. Local authorities also receive ESG for their maintained school pupils at £87 for each pupil in the financial year 2015-16. Rates for 2016 to 2017 will be announced in due course.</p> |
| <p>Universal infant free school meals grant</p> | <p>This funding is available to provide all infant-age pupils with a free school meal. The rate for 2015 to 2016 is £2.30 per meal taken. Rates for 2016 to 2017 will be announced in due course</p> |

Emotional Health re-design proposals for Children's Mental Health

| | |
|---|-----------------------------------|
| Committee considering report: | Executive on the 19 November 2015 |
| Portfolio Member: | Councillor Lynne Doherty |
| Date Portfolio Member agreed report: | 15 September 2015 |
| Report Author: | Andrea King |
| Forward Plan Ref: | EX3058 |

1. Purpose of the Report

- 1.1 To update the Executive on the BWB: Building Community Together emotional health re-design proposals for children and young people's emotional health services.

2. Recommendation

- 2.1 That Executive approve the design proposals for the Emotional Health Academy; including the creation of the additional posts.

3. Implications

- 3.1 **Financial:** Child and Adolescent Mental Health services (CAMHs) are provided by Berkshire Healthcare Foundation Trust (BHFT). CCGs commission Tier 3 CAMHs services e.g. Psychologist and Psychiatric time (CCGs provide £6,166,360 funding for the Berkshire West area per annum). CCGs have provided an additional non-recurrent £1.5 million investment in this financial year to improve service provision and timeliness of assessments. WBC commission Tier 2 PCAMHS services e.g. early help for children with emotional health difficulties (£80,000 per annum) which purchases two 0.5 workers.

Please see the attached business case for a full financial proposal. The emotional health design proposals use the Council's existing revenue investment in Primary CAMHs (Child and Adolescent Mental Health Service) PCAMHs more effectively. We can establish the Emotional Health Academy on the revenue funding from the Council. However, we are seeking partner agency match funding to increase the size of the Academy, to support a more timely service for our local children, young people and families. The size of the Academy will be directly proportionate to the amount of income received from partner agencies i.e. if we receive more investment we will grow the Academy, if we get less we will reduce the Academy; mitigating financial risk for the authority.

We are actively pursuing philanthropic investment into the Emotional Health Academy and local business investment in/sponsorship of the Academy too. Longer term, it would be in the interests of West Berkshire Council to consider enabling the Emotional Health Academy to become a Community Interest Company (CIC), to draw in additional funding from sources that will not fund Local Authorities. Karen Felgate is currently investigating this option as part of the Brilliant West Berkshire: Building Community Together programme.

The design of the Emotional Health Academy is intended to secure financial sustainability of the Academy, potentially achieving revenue savings for West Berkshire Council longer term (please see the attached business case).

CAMHS Tier 3 services i.e. Psychological and Psychiatric services are commissioned by the CCG. The CCG is increasing its investment into CAMHS by £1.5 million to increase the resource in the service. WBC will continue to commission BHFT to provide clinical supervision of the Academy workers and oversight of complex children's needs that may require Tier 3 support in the future.

- 3.2 Policy:** The Local Safeguarding Children Board (LSCB) have overseen the design proposals for the Emotional Health Academy i.e. to ensure the effectiveness of the arrangements to safeguard children; and have endorsed the proposals.
- 3.3 Personnel:** The Academy will create additional posts (4 minimum and 8 maximum) within West Berkshire Council employment. The draft job descriptions for emotional health workers have been graded by HR at grade H. Elected Members approval is sought to create the new and additional posts. The business case outlines the plans to ensure that the Emotional Health Academy becomes financially self-sustaining, to finance these posts.
- 3.4 Legal:** N/A
- 3.5 Risk Management:** The financial risks associated with developing the Emotional Health Academy are responded to in the attached business case. In summary, the size of the Academy will be directly proportionate to the amount of income received from partner agencies i.e. if we receive more investment we will grow the size of the Academy, if we get less we will reduce the size of the Academy. Philanthropic investment is uncertain, it is difficult in the current financial climate to encourage philanthropic investors to invest in Local Authorities. As described above, to move in the longer term, to a Community Interest Company arrangement for the Academy, would be potentially advantageous.

The Academy will market training packages to independent and private schools and neighbouring Local Authorities; our local market testing suggests that this is a currently untapped resource. Generating income in this way is designed to offset the risk associated with increased pressure on statutory partner agency budgets over the foreseeable future and any associated risk of redundancy.

We note that there are two 0.5 workers in CAMHS currently funded by West Berkshire Council's contribution to PCAMHs. The additional £1.5million investment by CCGs, means that BHFT are urgently recruiting staff and there are more Tier 3 posts than postholders, significantly reducing the risk of TUPE. WBC and BHFT have discussed TUPE regularly and there are no indications that this will be required.

3.6 Property: Accommodation options for the Emotional Academy staff are currently being considered by Jo England as part of her lead responsibilities for Brilliant West Berkshire. Partner agencies are offering facilities to co-locate the workers.

3.7 Other: The Executive is asked to note that the safeguarding risk to children and young people in the current arrangements with CAMHs is of concern to the Local Safeguarding Children Board (LSCB). Most children are waiting for a minimum of a year to be seen for the first time; some children are waiting two years or more. The proposals for responding to this level of need by introducing the Emotional Health Academy workers, working across West Berkshire, intends to ensure that children and young people are seen within 6 weeks. The LSCB, Department for Education and Department for Health have reviewed and endorsed these proposals, identifying this design as an example of national innovation.

4. Other options considered

4.1 We could continue funding BHFT to deliver the PCAMHs service. Upon review our concerns relating to this option are:

- The service was unable to identify which West Berkshire children subject to Child Protection Plan or Looked After by the local Authority were receiving help or support for CAMHs, or were on the waiting list for the service (please note the waiting list is a minimum of one year, many children are waiting two years).
- There is no risk analysis or risk mitigation for children waiting for a service.
- BHFT require children and families to attend hospital settings to receive treatment, which many local families find challenging.

5. Executive Summary

5.1 The Good Childhood Report (Children's Society August 2015) reports that UK children are among the unhappiest worldwide. Emotional health need is one of the most common early indications of additional need; left unsupported, early emotional health difficulties can rapidly develop into a diagnosed mental health condition.

Over 5000 (i.e. 5868) West Berkshire children were referred to CAMHS last year alone for emotional health services

5.2 Of the 80% of children and young people asking CAMHS for support/help in West Berkshire do not receive a service. The vast majority of our children subject to Child Protection Plans and those open to the Youth Offending Team have emotional health needs and many have mental health disorders. Most children are waiting over a year to be seen by a mental health professional and some are waiting over two years; for most children and young people, their condition deteriorates significantly in that time.

5.3 In summary we want to:

1) Create an Emotional Health Academy that will:

- **children will be seen in a week, rather than waiting a year** - take newly qualified psychology graduates and other emotional health qualified staff and train them to work with children and families in the communities in which they live.
- **We'll work in partnership** - to ensure that these staff work closely with schools, with GP surgeries, with Children's Centres, the Police and crucially with voluntary sector
- **We'll look at the needs of the whole family, not just the child** - by testing a new way of working with adult services, to see how we can work more effectively with whole families; where both adults and children are affected by emotional health needs
- **Sustaining good health** - we'll support children and young people to develop sustainable strategies to keep themselves well and promote their long-term well-being; by drawing on their own resources, the resources of their friends and family; by utilizing and creating community led resources.
- **Getting to children early will reduce the pressure on child protection services later**

2) Commission specialist voluntary sector providers - to provide more non-stigmatising care in, and to, our communities in close partnership with the Academy.

6. Conclusion

- 6.1 This development in West Berkshire has been given the full support of advisors from the Department of Education and has been identified as an example of national innovation. This paper seeks the Executive's support to progress the implementation of the Emotional Health Academy (by 1st April 15), emotional health Triage (by the end of November 15) and associated partnership working with the voluntary, community and faith sectors.

7. Appendices

- 7.1 Appendix A – MP Summary – West Berkshire Emotional health Services re-design
- 7.2 Appendix B – Emotional Health Academy re-design proposal final draft and timeline
- 7.3 Appendix C – Business Case for the Emotional Health Academy

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Emotional Health Academy Summary

1) West Berkshire's children's emotional health need

The Good Childhood Report (Children's Society August 2015) reports that UK children are among the unhappiest worldwide. Emotional health need is one of the most common early indications of additional need; left unsupported, early emotional health difficulties can rapidly develop into a diagnosed mental health condition.

There are over 3000 children and young people in West Berkshire with a mental health disorder; yet national research tells us that less than 25% of those children will receive treatment or support with those needs.

Of the 80% of children and young people asking CAMHS for support/help in West Berkshire do not receive a service. The vast majority of our children subject to Child Protection Plans and those open to the Youth Offending Team have emotional health needs and many have mental health disorders. Most children are waiting over a year to be seen by a mental health professional and some are waiting over two years; for most children and young people, their condition deteriorates significantly in that time.

For many children and families the idea of accessing help or support from a medicalised mental health service is simply too daunting or stigmatising – those services become a last resort. Families tell us that having support and help available in their communities is crucial.

2) What do we want to do?

We need to think differently. We need to improve the level of early intervention, accessible to children and families in the community; and we need to do it quickly.

In summary we want to:

- 1) Create an Emotional Health Academy that will:
 - **children will be seen in a week, rather than waiting a year** - take newly qualified psychology graduates and other emotional health qualified staff and train them to work with children and families in the communities in which they live.
 - **We'll work in partnership** – to ensure that these staff work closely with schools, with GP surgeries, with Children's Centres, the Police and crucially with voluntary sector
 - **We'll look at the needs of the whole family, not just the child** - by testing a new way of working with adult services, to see how we can work more effectively with whole families; where both adults and children are affected by emotional health needs
 - **Sustaining good health** – we'll support children and young people to develop sustainable strategies to keep themselves well and promote

their long-term well-being; by drawing on their own resources, the resources of their friends and family; by utilizing and creating community led resources.

- **Getting to children early will reduce the pressure on child protection services later**

- 2) Commission specialist voluntary sector providers - to provide more non-stigmatising care in, and to, our communities in close partnership with the Academy.

Subject to approval, this will start 1st April 2016.

3) How much will it cost?

West Berkshire Council will use the £120,000 it already invests in emotional health services to better effect; by investing in less expensive workers and increase service capacity. We're seeking partnership funding from schools and health; and philanthropic investment too.

The Academy will generate income and become self-sustaining over time.

4) How do we know this is a good idea?

The Department for Education is particularly interested in these proposals and have suggested that the Academy is put forward for national Innovation Funding from 2017/18. Interest from the European Union is also emerging, we have had a first conference call with Copenhagen. This could lead to additional funding for West Berkshire.

Emotional Health and Early Intervention re-design proposal

1) West Berkshire Partners - Shared Vision

West Berkshire partner agencies¹, have committed to working together to achieve a shared strategic vision summarized as 'Brilliant West Berkshire: Building Community Together' – a vision which focuses on:

- working differently with communities, not doing 'for' and not doing 'to'
- providing help and support early in communities, built on the assets, strengths and needs of individual communities
- finding solutions and seeking different ways to say 'yes'.

Representatives of these partner agencies came together on 3rd July 15 to discuss opportunities for the development of Tier 2 emotional health services; this document summarises the proposals arising from these discussions.

The key strands of this proposal arise from those partnership discussions and co-design activity; the strands are:

- a) Establishing a strategic framework and series of principles for emotional health and well-being at Tier 2, that involves all partner agencies and establishes a foundation for the local 'Transformation Plan'
- b) Establishing an emotional health academy e.g. to seek emotional health workers to train and grow in Tier 2 emotional health support and intervention skills; to work out in communities alongside Universal and Tier 2 partners
- c) Investing in voluntary, community and faith sector delivery, including working in partnership to seek national sources of funding only open to the sector; to increase the community based provision.

2) The Strategic Context

Emotional health need is one of the most common early indications of additional need; left unsupported, early emotional health difficulties can rapidly develop into a mental health difficulty.

Currently children and young people requiring extra mental health support are referred to a CAMHS single common point of entry (CPE). If they meet the criteria and threshold they are referred to Primary CAMHS workers who work at Tier 2, or for more intense and specialist Tier 3&4 interventions.

¹ including representatives from the health economy, CCGs, education services, police force, social care services, housing services, early help services and voluntary community and faith sectors

West Berkshire's Joint Strategic Needs Analysis: Children and young people in West Berks estimates that the following number of children and young people have a mental health disorder ²

| | 5-10yrs | 11-16yrs | 17-19 yrs |
|-------|---------|----------|-----------|
| Boys | 580 | 780 | 624 |
| Girls | 280 | 615 | 480 |

In West Berkshire, children are waiting on average a year to receive individual therapeutic care at Tier 2. Some families are reporting two years or more for an appointment to progress an ASD diagnosis; whilst additional funding has recently been made available by Berkshire West CCGs to lessen the pressures at Tier 3; this remains an early intervention gap in service, requiring early support as families await diagnosis.

Last year CPE CAMHS were contacted for help and support 3052 times in Newbury and District (West Berkshire district); and 2816 times in North and West Reading CCG areas (shared between West Berkshire and Reading). Of these contacts 571 and 554 contacts were accepted as referrals into a CAMHS service; subsequently 80% of contacts led to no further action by the CAMHS service and remained in the community for support. In this context, the additional resources made available from CCGs to support Tier 3 services, whilst very valuable, will only be of direct benefit to around 20% of the children requiring help and support. It is therefore perhaps logical, particularly in light of the national call for Transformation Plans for CAMHS services, to increase the early intervention resources available to respond to emotional health within the community.

Schools in particular, find themselves needing to meet the needs of the 80% of children who do not receive Tier 3 support, often with little additional help or support. Schools and other universal services understanding of children with emotional health needs and their families is often not effectively used within the wider referral system, which promotes a 'medical model' of analysis of need; without triangulation with other partner agency information.

A significant proportion of children and young people accessing Tier 3 and 4 services (specialist and acute levels of need) have significant underlying emotional health needs or mental health difficulties.

“One in ten children needs support or treatment for mental health problems. Mental health problems in young people can result in lower educational attainment and are strongly associated with behaviours that pose a risk to their health, such as smoking, drug and alcohol abuse and risky sexual behaviour.” (Future in Mind 2015)

² Annual modeling based on ChiMat (Children & Maternal Health Intelligence Network)

One in four adults and one in 10 children will experience a mental health condition in any one year.

Only a quarter of adults and children with a mental health condition get any treatment for it.

The economic and social cost of mental ill health in England is **£105 billion a year**.

Up to **20% of mothers** develop a mental health condition during pregnancy or within a year of giving birth

Promoting Mental Health 4 Life

Centre for Mental Health with Ed Davie, March 2015

Our current specialist mental health services are over-subscribed and under resourced. In order to meet rising demand and levels of need it is essential that all opportunities are taken to intervene early, and to ensure that the responsibility for improving emotional health and well-being is shared and is not the sole responsibility of specialist mental health services.

“ The economic case for investment is strong. 75% of mental health problems in adult life start by the age of 18. Failure to support children and young people with mental health needs costs lives and money. Early Intervention avoids young people falling onto crisis and avoids expensive and longer term interventions into adulthood. There is a compelling moral, social and economic case for change.” (Future in Mind 2015)

Only 25% of children with a mental health condition get any professional help

72% of children in care and 95% of young people in custody have a diagnosable mental health condition

Half of all lifetime mental health conditions first emerge **before the age of 14** and three quarters **by the age of 25**

Promoting Mental Health 4 Life

Centre for Mental Health with Ed Davie, March 2015

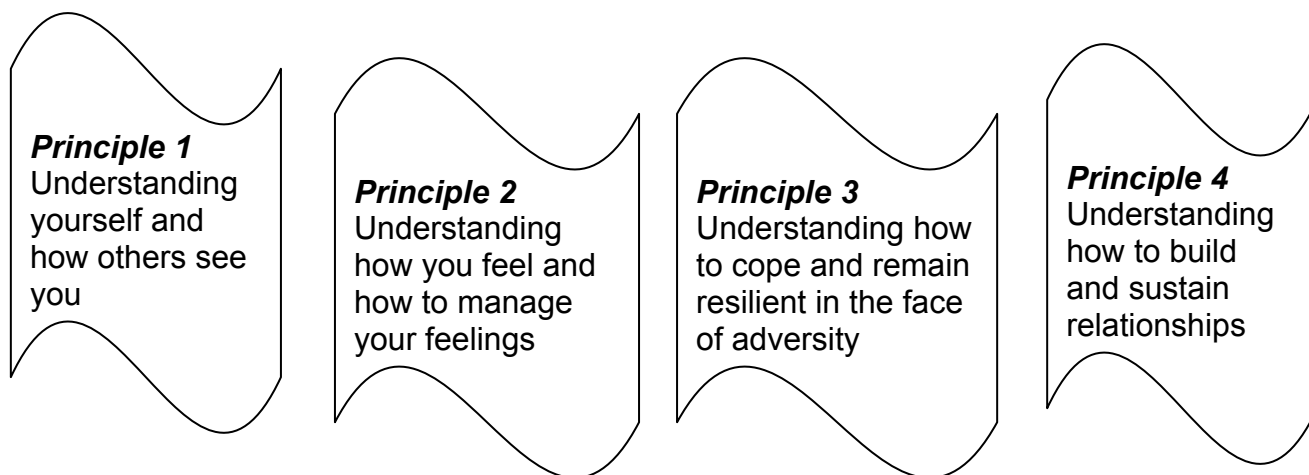
Nationally, the Mental Health landscape is being positively influenced by, “ *Future in Mind*,” a joint report by NHS England and DoH focusing on the transformation of mental health services to children and young people.

It emphasises the following issues as essential to be included in national and local mental health planning:

- Promoting resilience, prevention and early intervention
- Improving access to effective support – a system without tiers
- Care for the most vulnerable
- Accountability and transparency
- Developing the workforce

3) Local strategic approach (West Berkshire Transformation Plan)

West Berkshire's strategic approach to the local Transformation Plan could be summarised includes four simple principles to build self-care skills and promote well-being these strategies form the foundation of the Transformation Plan:



These principles could be applied equally to both building the emotional health and resilience of members of the community; as well as promoting the welfare of the staff and volunteer workforce.

West Berkshire's workforce development strategy supports the wide-spread establishment of these principles through the investment in mindfulness and staff and volunteer training in restorative practices.

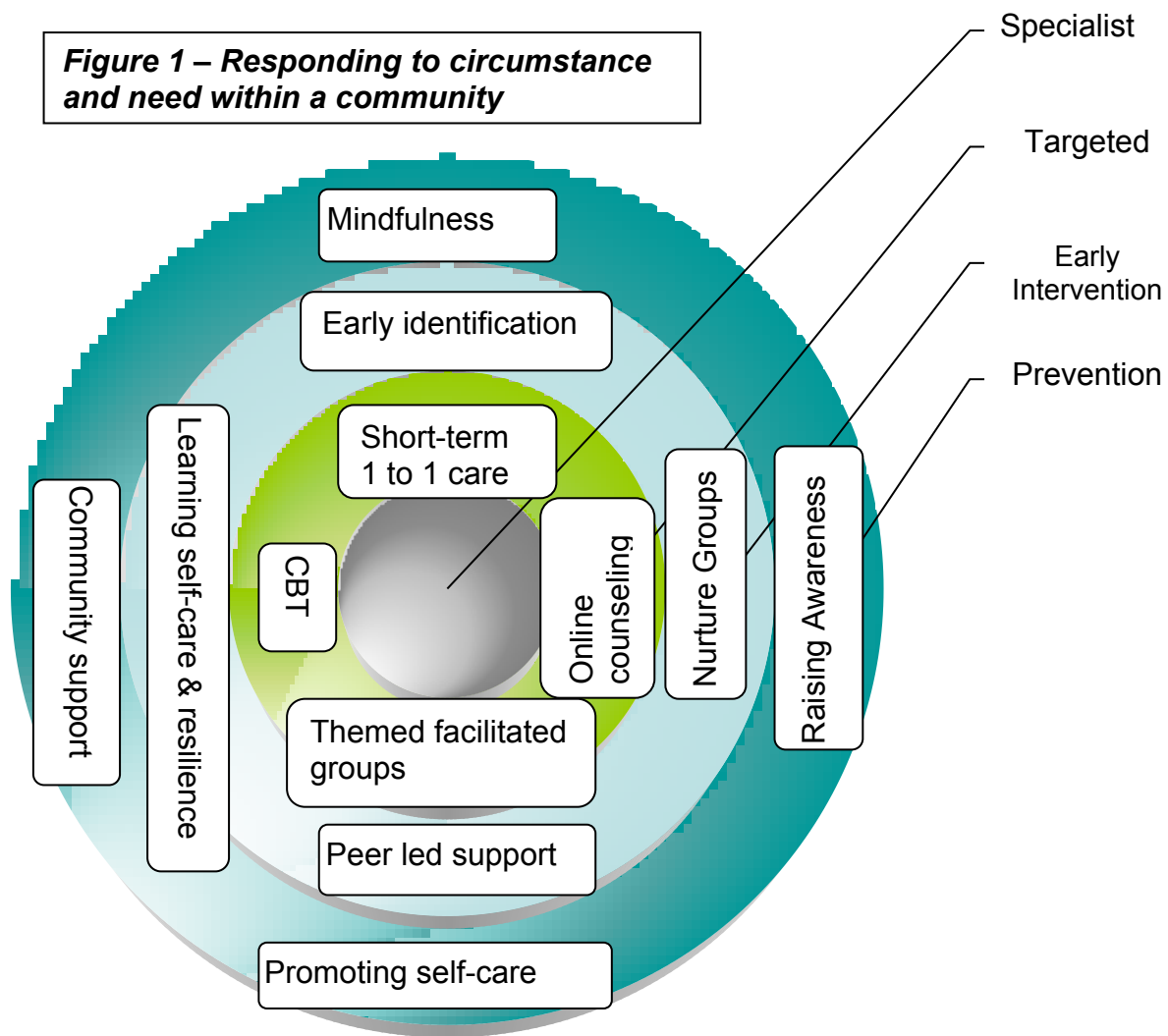


Figure 1 illustrates how the principles to promoting emotional health and well-being can be applied to the particular needs and circumstances of a member of the community. Imagine this diagram as the layers of an onion, or the concentric circles within a tree trunk – the activity in the outer preventative layer is equally relevant to the early intervention and more specialist layers. Continuing the analogy, the more mature a system gets, the more self-sustaining it becomes e.g. a thin young tree needs watering and staking and external protection, whereas a larger tree has developed self-protection and maintains itself without outside intervention. This is what we are aiming for – a growing of community resources so that it becomes more self-sustaining and less reliant on outside support.

For example, if a member of the community were to learn short mindfulness meditations as a component of their day-to-day preventative self-care; they could continue to use and grow these skills if they needed additional help or support due to an episode of severe depression; or a sudden bereavement. The evidence would suggest that the skills associated with mindfulness, would reduce the likelihood of a recurrent episode of depression.

If an individual has a history of depressive episodes, the evidence suggests that the routine use of simple mindfulness techniques can reduce the severity or longevity of any subsequent episodes.

“Of the treatments specifically designed to reduce relapse group-based mindfulness-based cognitive therapy has the strongest evidence base with evidence that it is likely to be effective in people who have experienced three or more depressive episodes”. (NICE 2009.)

4) Involving the breadth of the community and the workforce

Rather than simply describing ‘levels of need’ or ‘thresholds’ associated with care, where only a few services can provide interventions; this model enables the community itself and the range of volunteer and professionally led-services within West Berkshire to play an active role.

Figure 2 illustrates how we can see this as a shared responsibility

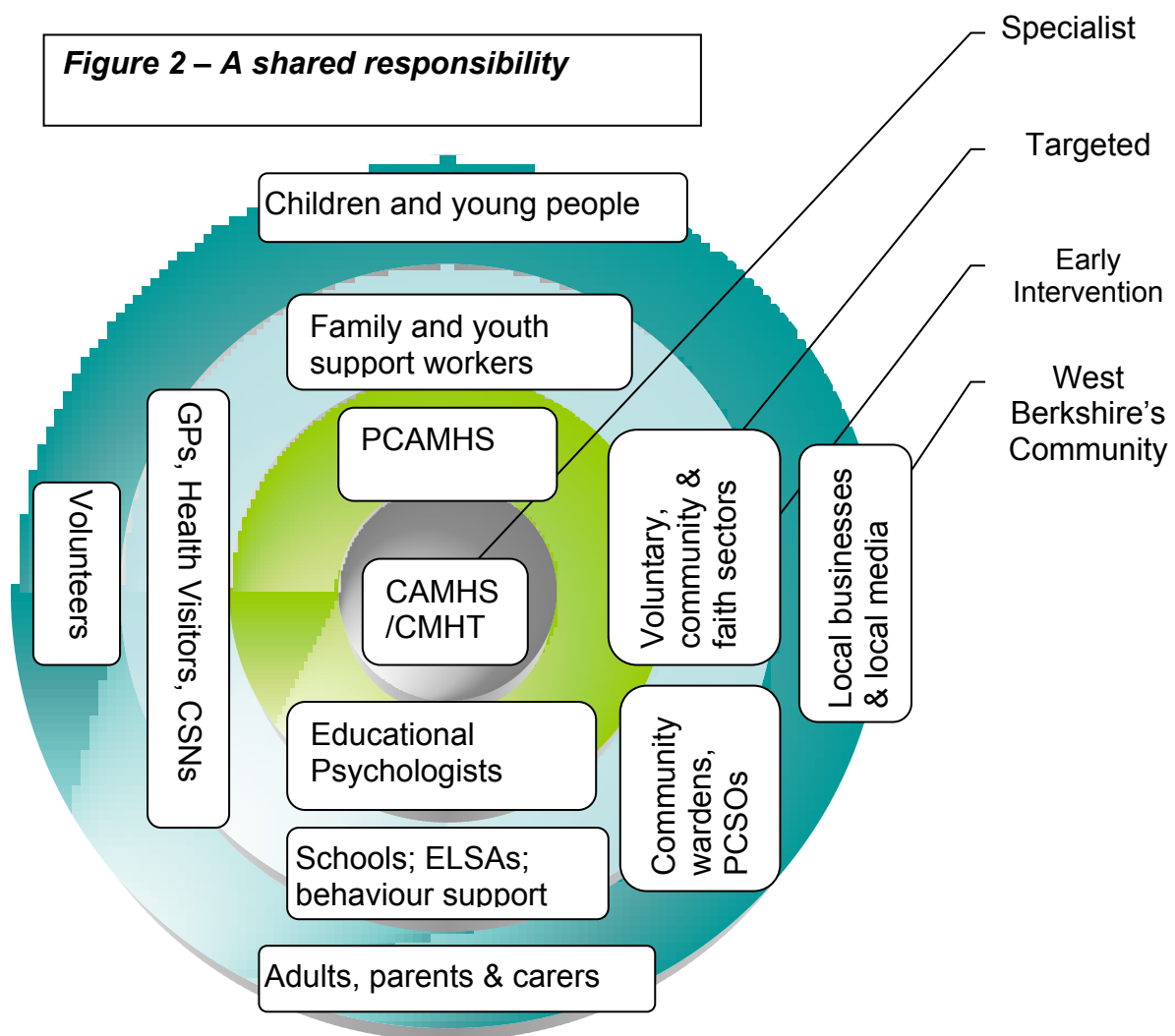


Figure 2 highlights how members of the community can receive care and support from a variety of places and from a variety of people; increasing the chances of reaching those most reluctant or least confident to access traditional services or to interact with statutory partner agencies.

There is particular dependence in this model on the pivotal role of the voluntary, community and faith sectors of reaching out into our community; and on finding volunteers from within communities to take an active role, who would be trained, supported and supervised with a voluntary community and faith sector umbrella and an Academy model.

Research tells us that the most effective way to reach the community with help and support, is by being based within the community itself. This feedback is reflected in the feedback from communities and from front-line staff and volunteers. In the context of austerity and perpetually reducing resources; it is potentially challenging to consider working in this way.

This shared partnership endeavour could be summed up in the following strategic principles:

- Building family resilience and empowering families to make sustainable changes;
- Safeguarding children and young people from harm through effective and early intervention;
- Break cycles of deprivation and poor family outcomes; and
- Reduce escalation to more specialist high cost provision.

5) Providing support frontline in communities

Leaders from schools; General Practice; the voluntary , community and faith sectors; and the Police all describe a lack of emotional health support available in communities. These proposals provide clear commitment for the resource of the Emotional Health Academy³ to be deployed within communities, on the ground, working in partnership

Our analysis of the levels of need within West Berkshire district demonstrate that the majority of our resources; and in particular our specialist and targeted resources are deployed in the following geographical areas:

- 1) Calcot
- 2) Newbury*
- 3) Thatcham*
- 4) Greenham*
- 5) Hungerford & Lambourn
- 6) Mortimer and Burghfield

³ See Appendix 1

7) (The Downs)

These areas could become the focus for community resources being delivered within communities. In order to ensure coverage for the breadth of the district; an additional community focus, in the 'Downs' area could be considered. It could be that locality based teams could serve more than one geographical area – for example the * areas above could combine resources in one team.

The analysis of current CAMHS referrals tells us that we have this proportion of referrals spread across the 7 districts:

- 1) Calcot
- 2) Newbury*
- 3) Thatcham*
- 4) Greenham*
- 5) Hungerford & Lambourn
- 6) Mortimer and Burghfield
- 7) (The Downs)

Newbury and District Clinical Commissioning Group are willing to review their voluntary, community and faith sector funding to see if it can be used to maximize financial investment within the district and be invested where impact on improving outcomes for children and families can most effectively be secured. In this context, the CCGs would also be asked to consider joint funding this emotional health and well-being service.

Longer term, these services and the skill/resources of the Mental Health Academy could be sold to other Local Authority areas; to generate income for West Berkshire.

6) What difference will these proposals make to West Berkshire children and young people?

- Currently children have to wait until their needs are 'bad enough' to receive support i.e. meet threshold – this model will enable support to be offered at the earliest opportunity and work to prevent the escalation of need
- Currently children can wait up to 18 months for an appointment – this model will enable children to be supported quickly, in their local communities; without needing to negotiate different referral systems and different thresholds in the sector
- Currently children have to travel across the district and sometimes out of district to access support, advice and care – this model will enable to receive early help, advice and support within the communities in which they live
- Children and families often identify that they feel 'done to' and confused by the system – working restoratively with children and families will increase the opportunities for children and families to feel listened to, feel able to achieve

things, or manage situations, that previously felt too difficult; experience a renewed sense of hope that change is possible

- Currently a significant number of children and young people are referred again to emotional and mental health services after completing their package of care or support – by working restoratively with children and families, and overtly focussing on strengths and interventions that bring resilience and sustainable change, involving ‘significant others’ around a child or family, repeat referrals will reduce
- Vulnerable children known to specialist and acute services all receive separate services from each agency individually, the level of co-ordination is variable; some of our most vulnerable children wait significant lengths of time for emotional health and support - will receive priority support, in their local area, bringing together professional analysis of risk and enabling the agreement of one shared ‘bottom line’ with children and families that everyone works to
- Currently we only have a few types of support available to our children and families - There will be a wider range of evidence based support and interventions for children and families; and these resources will be shared with all partner agencies working in those communities – this will include training being available to these partners and increased choice for children and families
- Our current models of support are offered district wide, with little opportunity to respond to individual needs and circumstances - support will be individually tailored to the needs of the child, family and community
- Children and families currently experience changes in professionals as their needs are assessed and transferred to different teams and departments, seeking to cover the district or county – children and families would have more opportunity to build relationships of trust with these keyworkers in their community
- We know that young people often feel ‘let down’ or confused at the point of transition to adult service – we will work in partnership with adult service colleagues to consider how we could work differently together with these families
- We currently have no local identified lead for perinatal mental health and we know that mothers experiencing maternal depression find it hard to access help and support – we will work in partnership to ensure that families experiencing these needs have several places in their local community to go to for help and support, with minimum standards being overseen in the new emotional health academy
- Children and families with emotional health needs often find themselves receiving inconsistent advice, help and support from different partner agencies; or ‘falling between the cracks’, between agencies, with no one agency providing

leadership – the emotional health academy will seek to develop greater consistency, shared planning and accountability for families and one point of contact (i.e. keyworker) for children and families needing this support

We will robustly analyse the impact on outcomes that this way of working has on children and young people

7) Increasing capacity in the voluntary, community and faith sectors (VCFS)

Local intelligence, review and evaluation; and national research; tells us that many members of the community will feel most comfortable accessing support from a non-statutory partner agency. For some members of the community, this may be the only option for support that they will consider engaging with voluntarily.

- a) Make best use of the existing local resources; including seeking volunteers to engage in services in communities.
- b) Seeking national sources of funding to expand the current emotional health services in the district.
- c) That the focus would be on delivering emotional health support within communities, enhancing the use of volunteers where possible i.e. be-friending and buddying, etc.
- d) A specific co-design session with VCFS partners to agree a range of 'specifications for the VCFS part of the offer, building on the particular specialisms and expertise of the sector.
- e) Ensuring that the proactive engagement with in the region of 600 young people over the course of the next six months via BWB: Building Community Together proactively ensures that the voice and experience of children and young people re: emotional health and well-being directly informs the design and approach of support/services. Children and young people will be given their own commissioning budget.

8) Timeframes

In the short term (Sept 2015– April 2016):

The current system will continue but a multi-agency Triage system will be established. Primary CAMHs workers will be joined in a Triage panel of other professionals and colleagues from WBC and the voluntary sector working in partnership.

This will extend the options available for the young person and family, potentially offering support within their local community and from a variety of sources.

The advantages include:

- ✓ More robust risk assessments
- ✓ Safeguarding as paramount
- ✓ Priority given to most vulnerable children and families
- ✓ Linking in with other agencies
- ✓ Faster response times and reduction in waiting times for children and families
- ✓ Local offers of support
- ✓ Whole family support
- ✓ Reduction of waiting lists
- ✓ More local knowledge
- ✓ Bespoke packages of support
- ✓ Closer communication with school and GP where appropriate

In the longer term (April 2016 onwards):

PCAMHs commissioning will cease.

Subject to sufficient joint funding being agreed by partner agencies; the Emotional Health Academy will be recruited to and established; voluntary community and faith sector provision with professionals in communities will be able to access local support and professional advice in each community, around a school or community hub.

With the introduction of the Emotional Health Academy (see Appendix 3) providing training, resources, coordination and evaluation of outcomes across West Berkshire, emphasis will gradually shift towards prevention and early intervention with a reduction in the need for 1:1 interventions at this level. The advantages include the above and also:

- ✓ Increased support to schools, communities and GPs
- ✓ Trained workers, either as part of school staff or retained centrally.
- ✓ Increased opportunity for high quality training and coaching of staff and community
- ✓ More choice of support and involvement for schools and GPs as commissioners
- ✓ More choice and involvement for the young person and family
- ✓ More effective use of the voluntary sector
- ✓ Community sustainability

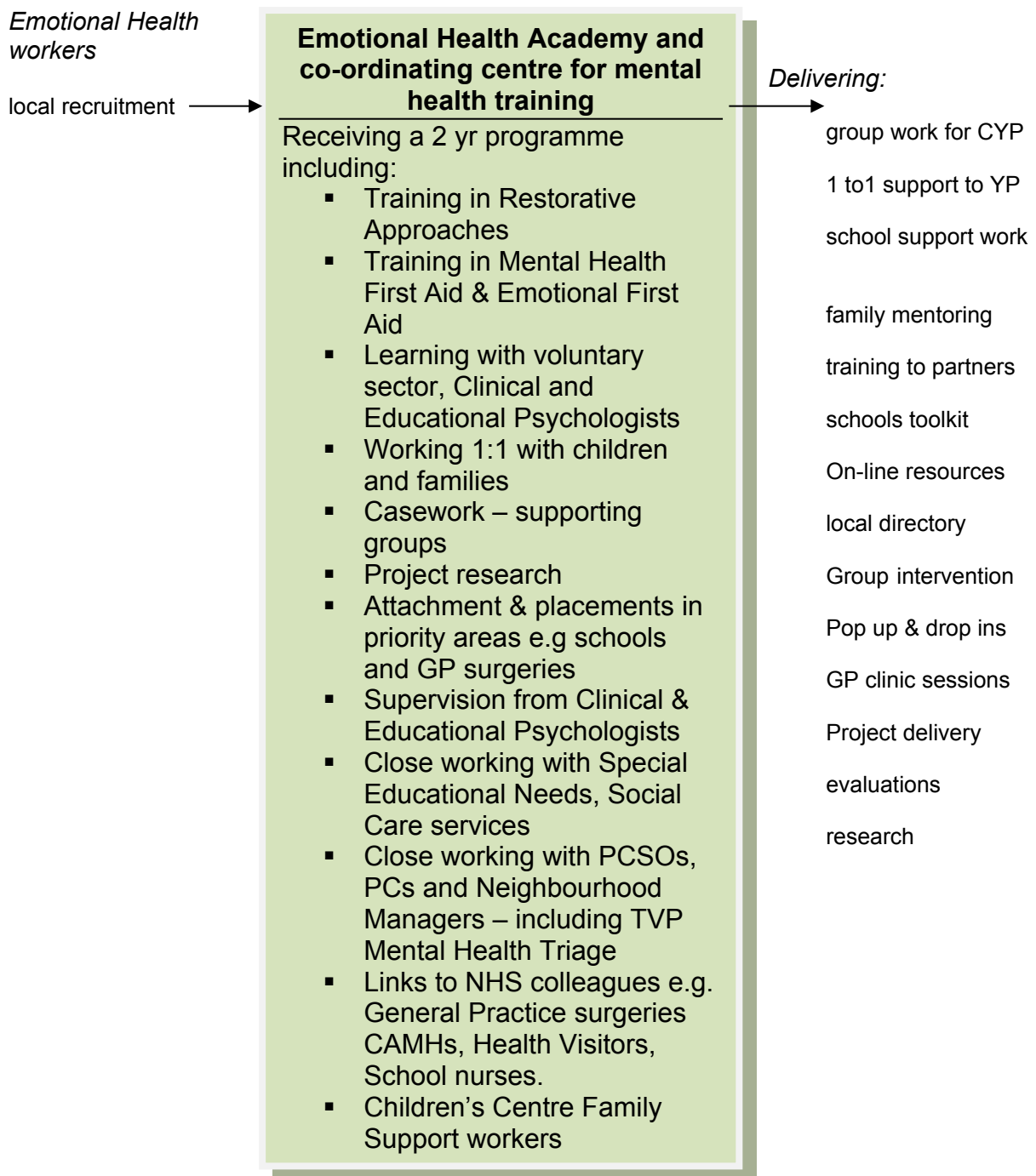
9) **Review and evaluation**

Academic partnership is currently being sought to external review and evaluate the establishment and impact of the Emotional Health Academy.

Appendix 1 – The Emotional Health Academy

Purpose: to provide timely support to children, young people and families, by *recruiting, training and retaining* high quality Emotional Health workers to build community resilience and support emotional health; within our communities.

Purpose: to co-ordinate information, training, and resources for all partner agencies within local communities



What are the functions of the Academy?

- To recruit, train and retain emotional health workers
- To coordinate an emotional health network for schools, GPs and community organisations
- To work in partnership with schools, GPs and the voluntary sector within local communities to extend emotional health support for children, young people and families
- To work in partnership with other agencies e.g. Police, Social Care, Youth Offending and CAMHs
- To provide and coordinate training for Local Authority colleagues, schools and local communities
- To maintain a high standard of evidence based practice, with quality assurance, evaluation and stakeholder involvement and review.

What are the roles of the emotional health workers?

1. To participate in a local triage system for children, young people and families, as set up by the community
2. To work directly (supervised) with children, young people and families with emotional health needs delivering evidence based interventions
3. To offer advice and support to schools and GPs on emotional health issues
4. To deliver emotional health awareness training to a variety of settings
5. To deliver training on specific emotional health issues
6. To offer supported group work for children and young people on emotional health issues e.g. anxiety, anger, friendships, social skills, self esteem
7. To mentor and support families and work alongside children's centre colleagues
8. To work alongside voluntary groups to ensure full involvement of community resources wherever possible
9. To work alongside peer mentors to develop peer support for emotional health issues
10. To help develop community awareness, through signposting, of the wide range of emotional health resources available locally and nationally to schools, GPs and communities
11. To create an emotional health toolkit for young people
12. To promote preventative and early intervention approaches in collaboration with other colleagues and communities
13. To promote, signpost and develop a range of online resources for young people to access
14. To design and deliver a robust evaluation of outcomes, involving stakeholders and children, young people and families
15. To review early intervention emotional health support, and the role of the Emotional Health Academy, in light of evaluations, and to participate in the continuous review of effectiveness and co-design.

Multi-agency management roles *(to include all stakeholders)*

1. To oversee the creation and design of the Academy; West Berkshire Council will work in close partnership with BHFT and CCG advisors in the design and development of the Academy.
2. To ensure safeguarding practices are robust

3. To recruit the psychology graduates who will be our emotional health workers
4. To deliver training to the emotional health workers on a range of psychological and mental health issues including ' *Emotional Health First Aid,* ' *Mental Health First Aid* ' programmes.
5. To coordinate training from other sources
6. To work alongside, as mentors and supervisors, the Emotional Health workers to extend the practical support and interventions available to schools
7. To develop and aid new opportunities for the Emotional Health workers to work in different settings e.g. GP surgeries, community centres and children centres
8. To offer regular 1:1 case work supervision and group reflective practice sessions
9. To teach the skills of working with children, young people, families and professional colleagues e.g. working with groups, presentation skills, communication, report writing, research and evaluation, project management, time management, working 1:1
10. To manage, with others, the daily organisation of the Emotional Health workers
11. To create and deliver a training package for the recruits, including full induction, opportunities for shadowing, visits and work alongside a wide range of colleagues, especially Help For Families, Children's Centres, schools, specialist settings, youth workers, YOT, voluntary groups, GP mental health practitioners, Family Resource service, Social workers, Behaviour Support team, Educational Welfare officers, SEN, college and university links.
12. To design and deliver a robust evaluation of outcomes, involving stakeholders and children, young people and families
13. To review early intervention emotional health support, and the role of the Emotional Health Academy, in light of evaluations, and to lead the continuous review of effectiveness and co-design.

What training will the emotional health workers receive?

As a minimum this will include:

- Restorative Practices
- Safeguarding and child protection
- Signs of Safety and reducing risks
- Psychological theories and evidence bases
- Mental Health First Aid
- Emotional Health First Aid
- Solution Focused thinking
- Cognitive Behaviour Therapy
- Video Interaction Guidance
- Mindfulness
- Attachment
- 5 ways to wellbeing approaches
- Awareness of SEND issues
- Specific training on working with young people with ASD and anxiety
- Basic counselling skills

- 'dealing with difficult people' and LA mandatory training
- Perinatal maternal mental health
- Communication, presentation and training skills
- Research and evaluation methods

a) Using existing skills and resources

In order to make best use of limited and reducing existing resources the professional skills of Clinical and Educational Psychologists will be partially deployed, through the Emotional Health Academy, in each community to:

- i) Provide training to universal staff and volunteers
- ii) Professionally supervise staff and oversee the activity of volunteers
- iii) Analyse school and community needs and develop group or peer-to-peer led care to respond to needs
- iv) Providing 1 to 1 care
- v) Maintain the rigour and robustness of evidence-based practice, solution-focused thinking and restorative approaches.

b) Creating a new more cost effective service – to resource the Emotional Health Academy

West Berkshire currently invests £120,000 in PCAMHS and Help for Families therapeutic resources; which equates to 1.7 FTE staff. These resources could be reinvested in a multi-disciplinary team of psychology assistants, volunteers and FSWs under the supervision of the Educational Psychology service.

£120,000 investment would enable a realisation of at least 4 FTE Emotional Health workers. They could undertake the following functions:

- a) Analysis of presenting need and undertaking non-statutory assessments
- b) Leading or overseeing group or peer led support activities
- c) Providing 1 to 1 support, where the level of need of the child, young person or family indicates that is appropriate for them to do so.
- d) Providing training to staff and volunteers

All of these roles and functions would be fulfilled within the framework of the close supervision of Clinical and Educational Psychologists working alongside Senior Social Workers, other professional colleagues and the voluntary sector.

Berkshire Healthcare Foundation Trust are working with West Berkshire Council to ensure that Clinical Supervision support is offered to the Emotional Health Academy workers. BHFT and WBC are currently exploring both external supervisory support options and clinical staff secondment options.

c) Sufficiency within the national workforce

There are a wealth of psychology graduates seeking employment and struggling to be successful, due to lack of sufficient experience. In a recent West Berkshire advertisement for an Assistant Psychologist, 70 suitable applicants applied for 1 post.

The Emotional Health Academy will learn from the established West Berkshire Social Work Academy model and ensure that learning is shared between the two professions.

This professional investment and opportunity to work in multi-professional team would increase West Berkshire's opportunity to attract high calibre graduates. Emotional Health Workers would be asked to commit to a minimum of a two-year employment period with West Berkshire.

d) What is the potential for growth?

With funding, new recruits could be added every year so increasing the emotional health worker resource available to all communities.

The Academy should aim to develop a core offer to settings, with additional traded options, enabling communities to create and access bespoke support, interventions and training.

Offering support to independent schools, other organisations and neighbouring Local Authorities would be realistic options for income generation.

Appendix 2 - Emotional Health Academy Costs

| Expenditure | Cost per annum |
|---|---------------------------|
| Part-time Strategic Management | £20,000 - 24,000 |
| Operational Manager | £35,000-45,000 |
| Emotional Health Workers in communities x 7-8 FTE | £180,000 - 200,000 |
| 1 specialist emotional health worker FTE (clinically trained) | £35,000 - 45,000 |
| Academic Tutor (part-time backfill) | £16,000 |
| Professional & Clinical Supervision costs | £15,000 - 20,000 |
| External Training | £5,000 |
| ICT equipment | £8,000 |
| Administrative support | £9,000 |
| Travel | £1000 |
| TOTAL | £324,000 - 373,000 |

Accommodation costs will be absorbed by West Berkshire Council.

It will only be possible to implement the Emotional Health Academy model if partner agencies are able to make an active contribution. The scale of the Academy will be directly proportionate to the funding income received. These estimations of income are cautious.

| Contributor | 2016/17 | 2017/18 | 2018/19 |
|---|----------------|----------------|----------------|
| West Berkshire Council | £120,000 | £100,000 | £80,000 |
| Philanthropic investment | £120,000 | £100,000 | £80,000 |
| CCGs and Schools | £120,000 | £100,000 | £80,000 |
| Income generation through marketing | £0 | £60,000 | £120,000 |
| Additional philanthropic or alternative national investment | £0 | £100,000 | £200,000 |

Appendix 3 - Strategic Principles and Objectives

In order to achieve our mission we are committed to working in line with the following strategic principles.

| | |
|---|--|
| <p>Putting children and young people first</p> | <p>The child and family are at the centre of all service planning and delivery at a strategic and operational level, and are involved in shaping these services to ensure they best meet their needs.</p> |
| <p>Focusing on quality and innovation</p> | <p>There is one front door into services for children and their families, with expert staff available to ensure they are able to access the right professional at the right time.</p> <p>Commissioned services are clearly targeted to meet the needs of individual children and families based on a sound analysis and understanding of need and evidence of what works best.</p> <p>Families are supported by expert and highly skilled professionals who use evidence-based interventions to effect change and who evaluate the impact of the interventions and obtain on-going feedback from families on the outcomes of their work.</p> <p>That we all invest in the early years' of a child's life; given that research has highlighted the significance of a child's development in the first years of their life and that support in these years has greater impact and is more effective and efficient.</p> |
| <p>Valuing diversity and championing inclusion</p> | <p>There is a 'whole family' approach based on a family assessment of need, ensuring that each family member has their individual needs identified and a clear plan is put in place to address these.</p> <p>Families and local communities are supported to help themselves and solve their own problems</p> |
| <p>Being a listening and learning organisation</p> | <p>The voice of the child or young person is heard within the assessment and intervention process and that, wherever possible, the family owns the assessment and intervention plan.</p> |

Working in partnership to improve our services

Partners should commit, wherever possible, to investing resources and funding in early intervention and prevention to ensure that children's needs are identified and responded to as swiftly and effectively as possible and to prevent the escalation of need.

Families' needs are best met by an integrated and joined-up approach from all the relevant agencies in a 'team around the family' and that interventions are coordinated by an accountable Lead Professional and are reviewed regularly.

Families experience a seamless and integrated approach as service users which minimises disruption and inconsistency in their experience of professionals, interventions and services.

There is a common process and language for integrated working across all partners and agencies who work with children and their carers, and this is supported by:

- i) the restorative practice approach to working with families and with each other
- ii) the Signs of Safety framework
- iii) the Outcomes Star

Appendix 4 – Working restoratively with families

What is a restorative approach?

A restorative practice is a 'high challenge' and 'high support' approach; we work 'with' families; we don't do 'to' them and we don't do 'for' them.

The approach is most successful when all of the professionals working with a family work in a restorative way. Families lead the development of their plans. That might be through:

- i) a restorative Team Around the Family (TAF) arrangement;
- ii) through a Family Group Conference (FGC);
- iii) through one-to-one work e.g. targeted Youth Support;
- iv) or through restorative conferencing.

Restorative working also involves identifying 'significant others' who could provide support, encouragement and a shared sense of accountability and responsibility with the family, with a particular focus on owning and naming areas of risk within the family. We know from national and local learning, that plans are much more successful when:

- i) the design of a plan is led by a young person/family;
- ii) the plan is supported by significant people in the family's life e.g. friends, extended family, neighbours;
- iii) when a family/young person feels held to account and responsible for the implementation of a plan by people they respect and trust i.e. 'significant others' and workers that they have a strong relationship with.

What are the benefits that young people and families experience from a restorative way of working?

Young people and parents/carers describe the following experience of this way of working:

- Feeling listened to, as one young person put it, 'You asked me things no one had ever asked me. I'm doing things I didn't think I could do'
- Feeling able to achieve things, or manage situations, that previously felt too difficult; and more in control e.g. of both assessment and planning
- Not being constrained by existing services – being able to work creatively to access new services and new support that is uniquely defined for their needs and circumstances
- Feeling more accountable, not just to professionals, but also to friends and family members for their behaviour and their outcomes
- A sense of hope that change is possible

Almost all families represent that the 'high challenge' elements of the restorative way of working are difficult at the time, but most families identify those challenges are instrumental in making and sustaining change.

3) Seeking informed consent

Working 'with' families means seeking their informed consent from the outset to work in partnership with workers (i.e. staff and volunteers). To give informed consent parents/carers and young people need to understand:

- Who information will be shared with and for what purpose
- That information will be shared proportionately (e.g. what someone needs to know to fulfil their role) and used appropriately
- That they have a choice e.g. to give partial consent to share information with some organisations and not others; or not to give consent at all
- That there are statutory obligations that would place a duty on a worker to share information i.e. child protection concerns, to prevent or detect criminal activity, potential fraudulent activity.

Young people can give their own informed consent if they have sufficient emotional maturity and intellectual capacity⁴ to understand: i) the options they have available, ii) the choice that they are making and iii) the consequences of those choices.

Seeking the informed consent of parents/carers or young people is an essential part of the 'first conversation;' but it's also an ongoing conversation with families that can be revisited whenever it needs to be i.e. when new information emerges that needs to be shared; if sensitive information emerges that might elicit partial consent.

4) 'First conversations'

Wherever possible first conversations will be led by a worker the family know and trust; if a lead professional arrangement is already in place, this person will ordinarily lead a first conversation. A 'first conversation' includes:

- an opportunity to understand the family/young person's perspective – their strengths, their needs, any risks that need to be managed and their aspirations and hope. You could use the Outcome Star or Eileen Munro's '3 Houses' to capture your discussion and clearly highlight any risks that need continual review and management
- a description of working in partnership 'with families' e.g. family led plans;
- seeking 'informed consent';
- The bottom line – what needs to change and what the consequences of not affecting change will be (e.g. many of these families are on the cusp of prosecution, eviction, exclusion, children being taken into care, etc).

⁴ Referred to as 'Fraser' or 'Gillick' Competence - see http://www.nspcc.org.uk/inform/research/questions/gillick_wda61289.html for a summary of these principles

How we work together with families is crucial to our ability to influence improvements in outcomes. What families and keyworkers tell us that works is:

- a) **Persistence** –provide frequent reminders for appointments/meetings; keep trying, don't be put off by failed attempts; most Family First families circumstances and choices appear to deteriorate, before they improve
- b) **Honesty** and **trust**– be open and honest and keep revisiting the 'bottom-line' together, so that families know exactly where they stand. This is particularly essential where there are concerns about child protection or safeguarding of children.
- c) **High Challenge and High Support** – uniquely tailored to a family's situation and their needs
- d) **A sense of hope/aspiration** – frequent encouragement that change is possible is essential, incentives and rewards to recognise progress that families make is really helpful - plans are shaped around the family's potential and aspiration for change; they are informed by the active contribution of 'significant others' around the family, who all have a role to play in the plan.

These principles apply equally to adult service users.

Appendix 5 - Brilliant West Berkshire - Extending the thinking

National and regional research on the 'causal factors' that are most often prevalent in children and young people requiring specialist interventions in their childhood include:

- 1) Emotional ill-health or mental illness
- 2) Witnessing violence/abuse in the home of the community
- 3) Living with an offender
- 4) Lack of aspiration or hope
- 5) Living with someone with significant physical health needs
- 6) Living in over crowded housing
- 7) Material or social poverty or isolation

Longer term, Brilliant West Berkshire partners will explore together how finite resources could be reviewed to maximise outcome change for children and families. The following strategic principles (supported by the information in Appendix 3) could provide a framework for multi-professional teams in communities

- Children, young people and families receive the *services they need, when they need them and where they can access them*;
- Services work together to provide a *coordinated whole family approach*, reducing the likelihood of the development of more complex needs;
- Commissioners work together across sectors and services to meet need in the best possible way and achieve best *value for money*; and
- We know and can demonstrate through evidence and feedback that the *services provided have made a difference* to the lives of children, young people and families and local communities.
- We will work 'with' children, young people and families and 'with' each other; using the restorative values of 'high support' and high challenge'.
- We will ensure that 'significant others' are routinely involved in assessment and planning.

By doing this, children and young people will live safe, healthy and fulfilling lives, and develop into responsible adult citizens, thereby breaking intergenerational cycles of risk and vulnerability. Families will become more resilient and develop capabilities to prevent and resolve problems. This will in turn reduce demand for higher cost specialist services and achieve greater use of community based universal preventive services.

Even where there is abuse and / or neglect and a child is removed from the family, the ultimate goal is still to work with the family and to ensure that the child is living in a positive environment e.g. special guardianship with a kinship carer or an adoptive family, where universal services will be sufficient to meet their needs.

Emotional Health and Early Intervention re-design proposal

Background

There are over 3000 children and young people in West Berkshire with a mental health disorder. The council provides funding to the Child and Adolescent Mental Health service (CAMHS), in BHFT, to provide support for these children.

80% of children and young people referred for CAMHS services in West Berkshire do not receive a service. Most children are waiting over a year to be seen by a mental health professional; for most children and young people, their condition deteriorates significantly in that time. Some children who are potentially on the Autistic Spectrum, are currently waiting over two years to start an assessment process.

Current cost to WBC

The council contributes £120k per annum towards the cost of CAMHS and is clearly not receiving value for money.

Outline what is being proposed

The creation of an academy with the aim of using less expensive newly qualified staff who will engage with children at a much earlier stage. These new arrangements are expected to attract external funding that would enable the capacity to be much greater.

Future costs and funding streams

The following 2016/17 operating budget is based on the assumption that the CCG and Schools (controlled, academies and private schools) will jointly match the funding from the council and we will also attract philanthropic partner match funding.

2016/17 Operating Budget if external funding secured from both the CCG and philanthropic partner

| | | |
|---|------------------|---|
| Front Line Staff (8 FTE) | £240,000 | Subject to job evaluation but model assumes mid point of Grade G SCP28 |
| Management | £62,000 | Based on existing postholders real costs |
| Academic Tutor (part time) | £16,000 | Based on existing postholders real costs |
| Professional & Clinical Supervision costs | £20,000 | Currently estimated cost |
| Administrative Support | £9,000 | This would equate to 15 hours per week |
| Office Accommodation | 0 | Staff will be based in existing WBC offices |
| Travel Costs | £2,000 | Staff will be co-located in the communities in which they will be providing services for most of their time |
| Training | £3,000 | |
| ICT Equipment | £8,000 | |
| Support Services | 0 | The initial operation is relatively small so should not create significant new demands on support services. |
| Total Expenditure | £360,000 | |
| CCG Contribution | -£80,000 | Subject to discussion |
| Schools Contribution | -£80,000 | Agreed with schools – formal process for each school to sign up being established |
| Philanthropic Contribution | -£80,000 | Subject to discussion |
| Total Income | -£240,000 | |
| Net Budget | £120,000 | Existing Council Funding |

Risk

The financial risk relates to the lack of certainty around the external funding from the CCG and the philanthropic partner. We should know about additional funding sources by December 2015 at the latest. Greenham Common Trust are taking the model to trustees in October and discussions are ongoing with the CCG

The Academy has now drawn interest from the European Union and discussions about funding from EU funding streams are currently being explored.

Controls

The size of the Academy will be directly proportionate to the amount of income received from partner agencies i.e. if we receive more investment we will grow the Academy, if we get less we will reduce the Academy; minimising financial risk for the authority.

If only the existing Local Authority funding and the income from schools were made available to the Academy this would provide an operating budget of £200k, details as follows

2016/17 Operating Budget if no external funding secured

| | | |
|---|-----------------|---|
| Front Line Staff (3.5 FTE) | £105,000 | Subject to job evaluation but model assumes mid point of Grade G SCP28 |
| Operational Manager (1.0 FTE) | £45,000 | |
| Academic Tutor (part time) | £16,000 | Based on existing postholders real costs |
| Professional & Clinical Supervision costs | £20,000 | Currently estimated cost |
| Admin Support (0.33 FTE) | £7,500 | |
| Office Accommodation | 0 | Staff will be based in existing WBC offices |
| Travel Costs | £1,000 | Staff will be co-located in the communities in which they will be providing services for most of their time |
| Training | £2,000 | |
| ICT Equipment | £3,500 | |
| Support Services | 0 | The initial operation is relatively small so should not create significant new demands on support services. |
| Total Expenditure | £200,000 | |
| | | |
| Schools Contribution | -£80,000 | |
| Total Income | -£80,000 | |
| | | |
| Net Budget | £120,000 | Existing Council Funding |

Result of the review of the Insurance Fund by the OSMC

| | |
|---|-----------------------------------|
| Committee considering report: | Executive on the 19 November 2015 |
| Portfolio Member: | Councillor Roger Croft |
| Date Portfolio Member agreed report: | 28 September 2015 |
| Report Author: | Ian Priestley |
| Forward Plan Ref: | EX3042 |

1. Purpose of the Report

1.1 This report outlines the results of the OSMC scrutiny of the insurance fund.

2. Recommendation

2.1 Accept the recommendation of the OSMC for an annual review of the insurance fund by the Head of Finance and Finance Portfolio Holder, with a view to maintaining a fund of between £950,000 and £1,500,000.

3. Implications

- | | | |
|-----|-------------------------|---|
| 3.1 | Financial: | A transfer of all funds from the Berkshire Receipts Reserve to the Insurance Fund Reserve £273k. |
| 3.2 | Policy: | None |
| 3.3 | Personnel: | None |
| 3.4 | Legal: | None |
| 3.5 | Risk Management: | The insurance fund allows the Council to smooth the cost of losses and to minimise the cost of premiums |
| 3.6 | Property: | None |
| 3.7 | Other: | None |

4. Other options considered

4.1 none

5. Executive Summary

- 5.1 Alan Law, then Portfolio Holder for Finance, asked the OSMC to review the operation and level of funding of the Insurance Fund. The results of this review are contained in the report to the OSMC at appendix A. In summary the review recommended that:
- (1) the Council maintains a fund of between £950,000 and £1,500,000,
 - (2) the Head of Finance and the Finance PH, now Roger Croft, carry out an annual review of the fund, making necessary adjustments to maintain the fund within the above limits.
 - (3) The results of the review are reported to the Governance and Ethics Committee.
- 5.2 The recommendations from the OSMC are sensible and should provide a sound basis for moving forwards.
- 5.3 At the time the OSMC carried out the review the level of the fund was £1,295,000. However, at year end 31.3.15 this dropped to £802,000.
- 5.4 The request for a review of the insurance fund was, understandably, aimed at ensuring that officers were not over providing, at a time when financial resources are in short supply. The task group appointed by the OSMC, with Quentin Webb, Emma Webster and Jeff Brooks accepted that there is not a formula, magic or otherwise, that can be applied to determine the correct size on an insurance fund. As a consequence they determined that a range of provision, setting limits to the fund, and introducing Member oversight through annual review was the best approach. As noted above, those limits were set at £950k - £1.5m.
- 5.5 As part of the scrutiny the Chief Internal Auditor produced a report setting out the background to how insurance works in general and specific process at WBC. As part of that review it was noted that benchmarking of insurance funds against levels of policy excess showed that WBC has one of the smallest levels of insurance fund - based on a fund at 31.3.14 of £1.295m.
- 5.6 So although the OSMC's recommendations are accepted, it is a concern that the fund is now below the minimum level recommended, at £802k.
- 5.7 The Head of Finance and the Finance Portfolio Holder have carried out a review of the insurance fund, as recommended by OSMC and have approved the transfer of balance sheet funds of £273k from Berkshire Receipts Reserve (set up in 1998 to cover claims relating to Berkshire County Council) to the Insurance Fund Reserve to bring the insurance fund back within the agreed limits of £950k - £1.5m.

6. Conclusion

- 6.1 This report recommends that the Executive accepts recommendations of the OSMC.

7. Appendices

- 7.1 Appendix A – Report to the OSMC on the results of the scrutiny review of the Insurance Fund
- 7.2 Appendix B – Equalities Impact Assessment

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| | |
|------------------------------------|---|
| Title of Report: | Insurance fund |
| Report to be considered by: | Overview and Scrutiny Management Commission |
| Date of Meeting: | 24 February 2015 |

Purpose of Report: To set out the proposed recommendations to be made about the operation of the Council's Self Insurance Fund.

Recommended Action: To agree the proposed recommendations.

| Overview and Scrutiny Management Commission Chairman | |
|---|--|
| Name & Telephone No.: | Councillor Brian Bedwell (0118 942 0196) |
| E-mail Address: | bbedwell@westberks.gov.uk |

| Contact Officer Details | |
|--------------------------------|-----------------------------|
| Name: | Ian Priestley |
| Job Title: | Chief Internal Auditor |
| Tel. No.: | 01635 519253 |
| E-mail Address: | ipriestley@westberks.gov.uk |

Executive Report

1. Introduction

- 1.1 At its meeting of 8 April 2014, the Overview and Scrutiny Management Commission agreed to examine the operation of the Council's Self Insurance Fund.
- 1.2 Following this agreement, the Self Insurance Fund was initially scrutinised at the Commission's 2 December 2014 meeting at which it was agreed that a small task group would be established to consider the matter in more detail
- 1.3 This report sets out Terms of Reference for the review, the methodology used, the task group's finding and a small number of draft recommendations.

2. Terms of Reference

- 2.1 In requesting that the topic be considered, Councillor Alan Law advised that the Commission's review should:
 - (1) Identify and recommend the required level of reserves to be held in the fund
 - (2) Recommend the balance that should be held between the assumed level of risk and size of the reserve
 - (3) Review the last 3 years of claims and performance.

3. Methodology

- 3.1 A task group comprising Councillors Jeff Brooks, Quentin Webb and Emma Webster met on Friday 13 February 2015 to examine the papers that had been previously received by the Commission and financial/claims data for the past 5 municipal years. The task group was supported by Ian Priestley, the Council's Chief Internal Auditor.

4. Finding

- 4.1 The task group found that the Self Insurance Fund has been set at an adequate and not excessive level for the past five years.
- 4.2 Members were of the view that the maintenance of the Fund between upper and lower limits would provide for a better mechanism for balancing the twin requirements of managing insurance risk (of a potential £930k excess per year) and utilisation of the Council's increasingly limited financial resources.

5. Draft recommendations

- 5.1 The Executive Member for Finance should maintain the Self Insurance Fund, through its existing and fluctuating operating mechanism, at a level of not less than £950k and not more than £1.5m annually.
- 5.2 The Executive Member for Finance should, along with the Head of Finance and the Chief Internal Auditor, review the level of the Self Insurance Fund annually, making adjustments as necessary to keep within the limits set at 5.1 above. A report on the outcome of the review should be made to the Governance and Audit Committee.

6. Recommendation

6.1 It is recommended that the Commission agrees the proposed recommendations.

Appendices

There are no appendices to this report.

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Appendix B

Equality Impact Assessment - Stage One

We need to ensure that our strategies, policies, functions and services, current and proposed have given due regard to equality and diversity.

Please complete the following questions to determine whether a Stage Two, Equality Impact Assessment is required.

| | |
|--|---|
| Name of policy, strategy or function: | Response to the OSMC's Review of the Insurance Fund |
| Version and release date of item (if applicable): | |
| Owner of item being assessed: | Ian Priestley |
| Name of assessor: | |
| Date of assessment: | |

| Is this a: | | Is this: | |
|-------------------|------------|---|------------|
| Policy | No | New or proposed | Yes |
| Strategy | No | Already exists and is being reviewed | No |
| Function | Yes | Is changing | No |
| Service | No | | |

| | |
|---|--------------------------------------|
| 1 What are the main aims, objectives and intended outcomes of the policy, strategy function or service and who is likely to benefit from it? | |
| Aims: | To review the insurance fund yearly. |
| Objectives: | |
| Outcomes: | |
| Benefits: | |

| |
|---|
| <p>2 Note which groups may be affected by the policy, strategy, function or service. Consider how they may be affected, whether it is positively or negatively and what sources of information have been used to determine this.</p> <p>(Please demonstrate consideration of all strands – Age, Disability, Gender Reassignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion or Belief, Sex and Sexual Orientation.)</p> |
|---|

| Group Affected | What might be the effect? | Information to support this |
|---|---------------------------|-----------------------------|
| | | |
| | | |
| | | |
| | | |
| Further Comments relating to the item: | | |
| | | |

| 3 Result | |
|--|-----------|
| Are there any aspects of the policy, strategy, function or service, including how it is delivered or accessed, that could contribute to inequality? | No |
| Please provide an explanation for your answer: | |
| Will the policy, strategy, function or service have an adverse impact upon the lives of people, including employees and service users? | No |
| Please provide an explanation for your answer: | |

If your answers to question 2 have identified potential adverse impacts and you have answered 'yes' to either of the sections at question 3, then you should carry out a Stage Two Equality Impact Assessment.

If a Stage Two Equality Impact Assessment is required, before proceeding you should discuss the scope of the Assessment with service managers in your area. You will also need to refer to the Equality Impact Assessment guidance and Stage Two template.

| 4 Identify next steps as appropriate: | |
|--|----|
| Stage Two required | No |
| Owner of Stage Two assessment: | |
| Timescale for Stage Two assessment: | |
| Stage Two not required: | |

Name:

Date:

Please now forward this completed form to Rachel Craggs, the Principal Policy Officer (Equality and Diversity) for publication on the WBC website.