



Notice of a Meeting

Performance Scrutiny Committee

Thursday, 5 November 2015 at 2.00 pm

Grand Jury Room - County Hall, New Road, Oxford OX1 1ND

Membership

Chairman Councillor Liz Brighthouse OBE
Deputy Chairman - Councillor Neil Fawcett

<i>Councillors:</i>	Lynda Atkins	Yvonne Constance OBE	Steve Harrod
	John Christie	Janet Godden	Stewart Lilly
	Sam Coates	Mark Gray	Charles Mathew

Notes: ***Date of next meeting: 17 December 2015***

What does this Committee review or scrutinise?

- The performance of the Council and to provide a focused review of:
 - Corporate performance and directorate performance and financial reporting
 - Budget scrutiny
- the performance of the Council by means of effective key performance indicators, review of key action plans and obligations and through direct access to service managers, Cabinet Members and partners;
- through call-in, the reconsideration of decisions made but not yet implemented by or on behalf of the Cabinet;
- queries or issues of concern that may occur over decisions being taken in relation to adult social care;
- the Council's scrutiny responsibilities under the Crime and Justice Act 2006.

How can I have my say?

We welcome the views of the community on any issues in relation to the responsibilities of this Committee. Members of the public may ask to speak on any item on the agenda or may suggest matters which they would like the Committee to look at. **Requests to speak must be submitted to the Committee Officer below no later than 9 am on the working day before the date of the meeting.**

For more information about this Committee please contact:

Chairman	-	Councillor Liz Brighthouse E.Mail: liz.brighthouse@oxfordshire.gov.uk
Policy & Performance Officer	-	Eira Hale, Lead Analyst, Tel: (01865) 323969 Email: eira.hale@oxfordshire.gov.uk
Committee Officer	-	<i>Sue Whitehead</i> , Tel: (01865) 810262 sue.whitehead@oxfordshire.gov.uk

Peter G. Clark
Head of Paid Service

October 2015

About the County Council

The Oxfordshire County Council is made up of 63 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 630,000 residents. These include:

schools	social & health care	libraries and museums
the fire service	roads	trading standards
land use	transport planning	waste management

Each year the Council manages £0.9 billion of public money in providing these services. Most decisions are taken by a Cabinet of 9 Councillors, which makes decisions about service priorities and spending. Some decisions will now be delegated to individual members of the Cabinet.

About Scrutiny

Scrutiny is about:

- Providing a challenge to the Cabinet
- Examining how well the Cabinet and the Authority are performing
- Influencing the Cabinet on decisions that affect local people
- Helping the Cabinet to develop Council policies
- Representing the community in Council decision making
- Promoting joined up working across the authority's work and with partners

Scrutiny is NOT about:

- Making day to day service decisions
- Investigating individual complaints.

What does this Committee do?

The Committee meets up to 6 times a year or more. It develops a work programme, which lists the issues it plans to investigate. These investigations can include whole committee investigations undertaken during the meeting, or reviews by a panel of members doing research and talking to lots of people outside of the meeting. Once an investigation is completed the Committee provides its advice to the Cabinet, the full Council or other scrutiny committees. Meetings are open to the public and all reports are available to the public unless exempt or confidential, when the items would be considered in closed session.

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, giving as much notice as possible before the meeting

A hearing loop is available at County Hall.

AGENDA

1. **Apologies for Absence and Temporary Appointments**
2. **Declarations of Interest - Guidance note on back page of the agenda**
3. **Minutes** (Pages 1 - 6)

To approve the minutes of the meeting held on 24 September 2015 (**PSC3**) and to receive information arising from them.

4. **Petitions and Public Address**
5. **Support Transport Consultation Results and Recommendations to Cabinet**

1410

Mark Kemp, Deputy Director – Commercial and Alexandra Bailey Service Manager Business Dev & Fleet Mgt will present the feedback from the public consultation and report to Cabinet on 10 November to the committee in order for the committee to give their views on the proposals to be considered by Cabinet. The Cabinet report will be published on Monday 2 November when it will be circulated to Performance Scrutiny Committee Members.

6. **Revised Staffing Model and Community Risk Management Plan (CRMP) Development** (Pages 7 - 10)

1510

DCO Nathan Travis and ACO Simon Furlong will highlight and define the alternative solutions that are currently being pursued to deliver the required level of savings in the Medium Term Financial Plan.

The Committee is RECOMMENDED to note the changes in relation to the delivery of the £360k savings programmed for 2016/17 and to support the revised arrangements.

The Committee is RECOMMENDED to note and agree the intention regarding the CRMP 2016/17 Action Plan and agree to the production of a new CRMP for 2017-22.

7. Implementation of Oxfordshire's action plan following Ofsted's inspection of services for children in need of help and protection, children looked after and care leavers (Pages 11 - 20)

1530

In this regular six monthly report, Director of Children's Services, Jim Leivers, will outline progress against the action plan to respond to the recent OFSTED inspection of Children's Services.

The Performance Scrutiny Committee is RECOMMENDED to note the progress on implementing the action plan.

8. Missing Children in Oxfordshire: April to September 2015 (Pages 21 - 26)

1545

Deputy Director - Children's Social Care & Youth Offending Service, Lucy Butler, will brief the committee on missing children in Oxfordshire and the work being carried out to ensure that the council is providing adequate safeguarding measures.

The Performance Scrutiny Committee is RECOMMENDED to note the report.

9. Increase in Child Protection Activity: Report Card (Pages 27 - 44)

1555

Deputy Director - Children's Social Care & Youth Offending Service, Lucy Butler will present a report on the background to the increase in child protection cases. This follows the discussion at Performance Scrutiny in July when the performance of children's social care was discussed in detail.

The Performance Scrutiny Committee is RECOMMENDED to note the report.

10. CSE Stocktake Report

1620

Tan Lea, Strategic Safeguarding Partnerships Manager will provide a verbal update on the key recommendations of the CSE stocktake report, with a view to understanding the key issues and implications for the committee and their role in monitoring and scrutinising performance.

Close of meeting: 1640

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *“You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself”* or *“You must not place yourself in situations where your honesty and integrity may be questioned.....”*.

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

List of Disclosable Pecuniary Interests:

Employment (includes *“any employment, office, trade, profession or vocation carried on for profit or gain”*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members’ conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on (01865) 815270 or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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PERFORMANCE SCRUTINY COMMITTEE

MINUTES of the meeting held on Thursday, 24 September 2015 commencing at 10.00 am and finishing at 12.50 pm.

Present:

Voting Members: Councillor Liz Brighthouse OBE – in the Chair

Councillor Neil Fawcett (Deputy Chairman)

Councillor John Christie

Councillor Sam Coates

Councillor Yvonne Constance OBE

Councillor Mark Gray

Councillor Steve Harrod

Councillor Charles Mathew

Councillor Patrick Greene (In place of Councillor Lynda Atkins)

Councillor Jenny Hannaby (In place of Councillor Janet Godden)

Councillor James F. Mills (In place of Councillor Stewart Lilly)

Other Members in Attendance: Councillor Judith Heathcoat (for Agenda Item 5)

Officers:

Whole of meeting Claire Phillips, Senior Policy and Performance Officer;
Sue Whitehead (Chief Executive's Office)

Part of meeting

Agenda Item

Officer Attending

5 Maggie Scott, Head of Policy; John Jackson, Director of Adult Social Services; Seona Douglas, Deputy Director Adult Social Care

6 John Jackson, Director of Adult Social Services; Benedict Leigh (Strategic Commissioning)

7 Dave Etheridge, Chief Fire Officer; Simon Furlong, Assistant Chief Fire Officer

The Scrutiny Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting and agreed as set out below. Copies of the agenda and reports are attached to the signed Minutes.

30/15 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS

(Agenda No. 1)

Apologies were submitted from Councillor Atkins (Councillor Greene substituting), Councillor Godden (Councillor Hannaby substituting) and from Councillor Lilly (Councillor Mills substituting).

31/15 DECLARATIONS OF INTEREST - GUIDANCE NOTE ON BACK PAGE OF THE AGENDA

(Agenda No. 2)

Councillor Liz Brighouse noted that Blackbird Leys Academy Trust was referred to on today's agenda and that her husband was a Trustee.

32/15 MINUTES

(Agenda No. 3)

The Minutes of the meeting held on 25 June 2015 were agreed subject to the following amendment:

22/15 Minute to be corrected to read that Councillor Fawcett be appointed as Deputy Chairman.

23/15 The spelling of Councillor Mathew's name be corrected to read Councillor Mathew.

During discussion it was confirmed that apprenticeships and looked after children persistent absence be included on a future agenda.

33/15 BUSINESS MANAGEMENT MONITORING REPORT FOR THE FIRST QUARTER 2015/16

(Agenda No. 5)

Head of Policy, Maggie Scott, presented a paper outlining the Council's performance for the first quarter of 2015/16. Director of Adult Social Services, John Jackson, Seona Douglas, Deputy Director Adult Social Care, together with Councillor Judith Heathcoat, Cabinet Member for Adult Social Care was present to allow for a focused performance discussion on key areas of concern in adult social care.

Generally members commended the work being done in the face of a difficult financial position. The Committee made a number of specific requests for additional information and/or further consideration.

Children Education & Families

During discussion members sought additional information on the following topics:

- The numbers of children in any kind of care and a breakdown by type of care?
- Information on whether nurseries that are rated inadequate by Ofsted still receive OCC funding.

- Information on what happens to children once they are excluded? In particular members requested information on hub involvement by individual hubs in order to understand the activity they undertook.
- Members found the rise in caseloads worrying and wished to consider this matter in detail with the Director at a future meeting
- Members also sought information on placements outside county in order to understand the effectiveness of the strategy and the cost of additional placements.
- With reference to para 21 of the report members queried how the figures represented improvement for the children concerned as set out in last sentence of the para.

It was AGREED that where information was readily available this should be circulated in advance of next meeting and that otherwise responses should form part of the next Children, Education & Family focus by this committee..

Environment & Economy

During discussion members requested an updated position statement on financial position/savings. There was some discussion of capital receipts from property assets and it was AGREED that it be a focus of a future Environment & Economy focus. It was suggested that it would be useful to have some input from Income Generation CAG. Maggie Scott referred to an existing briefing note and undertook to share that with Members if possible.

There was discussion of the incinerator at Ardley and it was AGREED that a short briefing be prepared clarifying some of the issues around its use and the impact on budgets.

Public Health

There was discussion on the quit smoking programme and Councillor Gray as Chairman of Education Scrutiny Committee agreed to consider if that Committee should look into what schools were doing around advice on quitting.

Trading Standards

There was a request from an individual member for a performance indicator around weight limit enforcement.

Adult Social Care

There was lengthy discussion of the performance figures during which John Jackson set out the national context. He commented that adult social care and children, education & families were the only directorates that had national guidelines about the information collected on performance. There was a great deal of information collected that was not reported to committee where the focus was on matters of concern. It was therefore important to recognise that overall Oxfordshire was in the top quartile

nationally. He added that in the nationally required survey of service users the vast majority were satisfied or better.

There followed discussion of the three main areas of concern: delayed transfers of care; reablement and home care. John Jackson set out the issues and detailed actions being taken to address them. Members highlighted concerns over funding, sustainability of resources and recruitment and retention of a skilled workforce.

The Chairman encouraged councillors to lobby local MP's over funding/sustainability issues.

34/15 COMMUNITY INFORMATION NETWORKS UPDATE

(Agenda No. 6)

John Jackson, Director of Adult Social Services and Benedict Leigh, Strategic Commissioner Adults, presented a report providing an overview of the impact of Community Information Networks (CIN). Penny Thewlis, Deputy Chief Officer for Oxford Age UK the provider of the service was also present and highlighted the case studies attached to the report which were examples of the work carried out and the impact the service had.

The Chairman welcomed Penny Thewlis as this was the first time a voluntary sector provider had attended the Committee.

During discussion a member asked how many survey forms were sent out. Members generally commended the work but indicated that the contract was substantial and they would expect to see a lot of people benefitting from the work carried out. The importance of providing support in rural communities and villages was highlighted. There was some discussion on the nature of the support provided and the distinction between providing actual information and signposting users to information provided by others

In response to a question from the Chairman, John Jackson undertook to plot the formal activity of the CIN on a map. He would also see what was possible in relation to the informal activity although this would be more difficult. The Chairman clarified that the aim was to find out about gaps in the provision of information and advice and what was being done to fill them.

35/15 OXFORDSHIRE FIRE AND RESCUE SERVICE (OFRS) ANNUAL REPORT 2014-15 INCLUDING RESPONSE STANDARDS REPORT

(Agenda No. 7)

Chief Fire Officer, Dave Etheridge, presented the annual performance update.

Oxfordshire County Council Fire and Rescue Service (OFRS) Annual Report 2014-15 is produced for the county council, councillors and members of the public to provide them with a review of the Service's performance over the last financial year.

Members congratulated David Etheridge on his well deserved OBE.

During discussion members welcomed the report and considered the implications of the partnership between the Fire and Rescue Service and the South Central Ambulance Service. In noting that the response targets were high but being met members queried whether they could be stretched any further. It was explained that the targets were extremely challenging. With regard to the 2 deaths by fire the Committee was advised of the investigations that had taken place and the ongoing activities to reduce risk.

The Chairman thanked David Etheridge and the Fire & Rescue Service. The report showed how integrated the service was with other County Council functions such as health, education and children's safeguarding.

36/15 FORWARD PLAN

During discussion of the future programme of work Councillor Mathew asked that the A40 consultation be considered for the Committee's forward plan.

Councillor Mathew also requested for items on tree services and archaeology services – linked to income generation and the work of the Cabinet Advisory Group (CAG). The Chairman added that in terms of the budget process it would be useful to see a report on the CAG.

..... in the Chair

Date of signing 2015

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Division(s): n/a

PERFORMANCE SCRUTINY COMMITTEE

5 NOVEMBER 2015

REVISED STAFFING MODEL AND COMMUNITY RISK MANAGEMENT PLAN (CRMP) DEVELOPMENT

Report by Chief Fire Officer

Introduction

1. As part of the Medium Term Financial Plan it was proposed that savings of £360k could be achieved through changes to the staffing model at Banbury Fire Station, potentially releasing 10 Firefighter posts and 4 Supervisory Manager posts, whilst maintaining existing response times and the operational availability of a whole-time pump at Banbury. (It was anticipated that this may be subject to change as a result of potential legal challenges).
2. It was proposed that this would be achieved by changing the crewing model from the current duty system of 4 watches, to a model known as Day Crewing Plus.
3. Day Crewing Plus comprises 2 watches (hence the reduction in staff), who provide cover from the station when on duty and provide immediate “standby” cover from accommodation provided adjacent to the site. The time in the adjacent accommodation was considered to be “standby” time, rather than work.
4. A recent legal challenge has been upheld regarding the fact that the “standby” hours under this type of arrangement, may now be considered as working hours and as such the Day Crewing Plus model may compromise the Working Time Directive.
5. We have sought legal advice from OCC legal and other Fire Authorities and it is believed that Day Crewing Plus may no longer be a viable option at this time. Therefore we have explored other options to adjust crewing arrangements to deliver the level of savings required.
6. The purpose of this paper is to highlight and define the alternative solutions that are currently being pursued to deliver the required level of savings.

Extract from Medium Term Financial Plan – Original Proposal

7. SCS4-1 15SCS42 S

Change of Staffing to Support County-wide Emergency Cover - Banbury Fire Station - staffing model change from 1 appliance full time 24/7 and one on-call appliance to 1 appliance day crewed and one on-call (release 10 Firefighters plus 4 Supervisory Managers)

Delivering savings of £360k in 2016/17

8. In order to deliver the above savings it is now intended to carry out the following changes to deliver the £360k saving:-
- 8.1. Release two Watch Managers from Banbury, increase crew managers by 4 to maintain supervisory management
 - 8.2. Release four Watch Managers from Slade. For management purposes Slade and Rewley Road will be managed as one station (on two sites), thus allowing 4 Watch Manager posts to be released.
 - 8.3. We currently have 16 On-Call support Watch Managers
 - 8.4. We currently have four Watch Manager Incident Support Officers (ISO)
 - 8.5. From the 26 posts detailed above it is intended to create 14 Incident Support Officer (ISO) roles at Watch Manager level. They will be a more flexible asset, no longer restricted to remaining on station to ride the Fire Appliance. This will allow them to better support On-Call stations, training and have enhanced skills in relation to fire investigation, fire prevention, community safety, accident investigation and will provide incident support on a rota pattern delivering three ISO's on a 24/7/365 rota.
9. This will release 12 posts which can be achieved through current vacancies and the retirement profile, by April 2016.

Financial and Staff Implications

- 10. The number of Watch Managers (WM) on the establishment will reduce by 11 (12 removed plus additional post created*).
- 11. Each WM post (including on costs) equates to £48k, therefore, delivering **£576k**.

12. However, in order to effectively deliver the revised crewing arrangements the following would need to be implemented:-

The creation of eight additional Crew Manager posts	£32k
ISO allowances	£15k
Additional turnout/Disturbance costs approx.	£5k
Uplift in responsibilities from WMA to WMB approx.	£30k
Creation of new Resource Management Team* to make effective use of a more flexible workforce.	£134k
Total additional costs	£216k
Net saving (savings – costs)	£360k

13. It is believed that the above will deliver the necessary savings whilst maintaining our operational effectiveness, as well as firefighter and public safety. This will be achieved through the flexible use of supervisory managers, who would traditionally have been more restricted in their activity as they would have been required to ride fire appliances.

Community Risk Management Plan

14. Oxfordshire County Council Fire and Rescue Service are required to produce an integrated risk management plan, which is an analysis of the county's community risk profile, together with our strategic approach for how we intend to effectively manage those risks over the period. This is known as our Community Risk Management Plan (CRMP). Our current CRMP covers the period 2013-2018 and is reviewed annually. Rather than conduct a review and produce a 2016-17 Action plan, we intend to fully review our CRMP during 2016 and produce a new CRMP covering the period 2017-2022.
15. This review will allow us to take into account the changing role of the Fire and Rescue Service and the changing risk within Oxfordshire.
16. This will support an evidence-led approach to our preventative work which will be more focused on the health and well-being agenda and not just focused on fire specific risks.
17. By bringing this forward it will also support the operational integration with Buckinghamshire and Berkshire Fire and Rescue Services. It will ensure that we share historic incident data and risk information to manage risks more effectively, working together to deliver joint solutions, e.g. joint training of firefighters.

RECOMMENDATION

18. **The Committee is RECOMMENDED to note the changes in relation to the delivery of the £360k savings programmed for 2016/17 and to support the revised arrangements.**
19. **The Committee is RECOMMENDED to note and agree the intention regarding the CRMP 2016/17 Action Plan and agree to the production of a new CRMP for 2017-22.**

David Etheridge
Chief Fire Officer

Contact Officer: Simon Furlong, Assistant Chief Fire Officer; Tel: 01865 855206

November 2015

Division(s): All

Performance Scrutiny Committee - 5 November 2015

Implementation of Oxfordshire's action plan following Ofsted's inspection of services for children in need of help and protection, children looked after and care leavers

Report by Director for Children's Services

Introduction

1. In June 2014, Oxfordshire's services for children in need of help and protection, children looked after and care leavers were judged to be a 'good' by Ofsted. Oxfordshire is one of only 14 authorities to have been judged good by Ofsted, out of 58 inspected to date within their latest inspection methodology.
2. Following the inspection, the local authority developed an action plan to address the small number of areas where Ofsted had identified the need for improvement.
3. A copy of the action plan is attached, along with an update on progress in implementing each action and achieving the outcomes.

RECOMMENDATION

4. **The Performance Scrutiny Committee is RECOMMENDED to note the progress on implementing the action plan.**

Background Papers: *Oxfordshire County Council. Inspection of services for children in need of help and protection, children looked after and care leavers. Ofsted, June 2014. <http://reports.ofsted.gov.uk/>*

JIM LEIVERS
Director for Children's Services

Contact Officer: Clare Rowntree, Strategy Manager, Children, Education and Families

November 2015

**Ofsted Inspection Action Plan
Developed in July 2014**

This action plan is designed to address the 'Areas for improvement' identified within the Ofsted single inspection of children's services published on 30th June 2014.

The plan is divided in to the judgement areas as outlined by Ofsted within the inspection report.

The actions have been developed by the Principal Social Worker in consultation with senior managers and Tier 4 managers within Children's Social Care and Education. In compiling these actions account has been taken of the judgement 'Good' made by Ofsted and the need to now progress Oxfordshire services for children to a standard that achieves 'Outstanding' outcomes.

DLT will act as the board agreeing, overseeing and monitoring progress against the overall plan.
CMT will monitor progress against CSC actions

Officers Responsible for the overall co-ordination and implementation of this plan are:

- Shaun Hanks - Principal Social Worker
- Clare Rowntree - Strategy Manager

Inspection Action Plan, developed in 2014

1.0 Experiences and progress of children who need help and protection

		Actions	Outcome	Progress
1.1	Undertake a review of all children subject to child protection and looked after procedures and ensure that children are not necessarily subject to both processes (1)	<ul style="list-style-type: none"> • Develop 'one- process' and criteria for when both systems are viewed as necessary. • Run Fwi report 1/4ly • 1/4ly case consideration meeting by Safeguarding Manager-with SM Safeguarding &QA; Corporate Parenting manager of all cases subject of this approach. • Roll out multi-agency training in new system to re-assure other professionals of the rigour in oversight. 	<ul style="list-style-type: none"> • One process is clearly agreed to manage those cases in two or more systems. • Frequent senior manager oversight of these cases, to ensure a dual approach is required. • Families and Professionals are working to One Plan and the child is safeguarded effectively. 	<p>All actions completed.</p> <p>All outcomes achieved.</p>
1.2	Ensure that Children and young people who are looked after or who receive a child protection service are able to have an independent advocate to represent their views if they wish. (9)	<ul style="list-style-type: none"> • Review current advocacy service ability to provide for CP cases as well as LAC. • Approach local Health and Social Work colleges to train/ provide volunteers for this advocacy offer. • Safer recruitment and support to advocates is supported effectively by the 	<ul style="list-style-type: none"> • Capacity to provide an advocate for CP cases is sufficient and there is no waiting list. • Recruitment and training of advocates from colleges provides a high quality pool of volunteers. • Better ways of encouraging children and young people 	<p>All actions completed.</p> <p>Successful pilot run to test expansion of current advocacy service to support children on child protection plans. However, the resources required to continue this beyond the pilot phase are not currently available.</p>

		<p>advocacy service.</p> <ul style="list-style-type: none"> • Explore with children and young people how we can best encourage the use of advocates for children. • If the volunteer/ advocacy capacity is sufficient then consider expanding this to all CiN. 	<p>to take up Advocates have been learnt and developed in consultation with young people.</p> <ul style="list-style-type: none"> • Any additional capacity to extend to other CiN cases. 	
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2.0 Experiences and progress of children looked after and achieving permanence.

		Actions	Outcome	Progress
2.1	Recruit more foster carers within Oxfordshire so that looked after children can be placed in or near their own communities unless there is a specific need for a placement further afield. (2)	<ul style="list-style-type: none"> • Refresh Recruitment strategy for attracting local long term carers and identify local carers for adolescents. Consider younger foster carers. • Engage CiCC and Care leavers in developing training in relation to caring for adolescents for foster carers and supervising social workers. • Expand the support available from MTFC to be available 24/7 for foster carers to call upon. 	<ul style="list-style-type: none"> • Greater pool of local foster carers available for matching long term and adolescent placements. • Foster carers have the skills and support available to care for adolescents. • Fewer breakdowns and placement moves for adolescents. 	<p>Actions completed with the exception of the implementation of an out of hours on-call system to support foster carers. This will commence in late 2015.</p> <p>All outcomes achieved and work continues to maintain them.</p>
2.2	Ensure Life story work is carried out with all looked after	<ul style="list-style-type: none"> • Corporate agreements as to what constitutes 'Life Story 	<ul style="list-style-type: none"> • Clarity over what Oxfordshire expects to be 	All actions completed.

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Page 15	children for whom the plan is a permanent alternative family, and not just those moving towards adoption. (3)	<p>Work' and the role of the Later Life Letter within this to be agreed.</p> <ul style="list-style-type: none"> • Training in life story work to be commissioned. • Support systems from Admin. and IT in completing and presenting LSW to be agreed and developed. • Expectation on all carers that a photo album of their time in placement/ care will be provided for all children Looked After. • IRO to ensure all current permanent placements have life story work completed. • Permanence Panel to ensure that Life Story Work is completed as part of process for all new permanent placements. 	<p>covered within Life Story Work agreed.</p> <ul style="list-style-type: none"> • Appropriate training in life story work provided. • Appropriate support and time available for Social Workers to complete Life Story Work. • All children will have a photographic record of their childhood while in care. • Systems in place to ensure that Life Story Work is undertaken for all children in permanent placements. 	All outcomes on track to be achieved by end of 2015.
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3.0 Experiences and progress of children looked after and achieving permanence

		Actions	Outcome	Progress
3.1	Ensure that when children are placed with relatives or friends, all necessary assessments are completed and presented to fostering panel within the	<ul style="list-style-type: none"> • Tracking System to ensure that TMs and ASMs are aware of reg24 placements and monitor progress. • Fostering Panel date to be 	<ul style="list-style-type: none"> • Robust notification, booking and tracking system is in place that ensures the deadline for panel is clear and achieved. 	<p>All actions completed.</p> <p>Outcomes achieved.</p>

	<p>required timescales. (4)</p>	<p>booked within 5 working days of ADM agreement to a Reg 24 placement-Booked by the ADM and communicated to the Team Manager & Social Worker.</p> <ul style="list-style-type: none"> • ADM Fostering/ Fostering Panel Advisor to monitor performance and report to area managers. • Stretching target of 12 weeks to complete assessment to be implemented. • DBS checks to be commenced the same day that a Reg24 placement is made. • Health colleagues to improve speed with which Health Information is provided for Reg24 assessments. 	<ul style="list-style-type: none"> • DBS and Health checks do not prevent timely presentation/ agreement at panel. 	
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4.0 Experiences and progress of children looked after

		Actions	Outcome	Progress
4.1	<ul style="list-style-type: none"> • Strengthen the role of the virtual head teacher in challenging and supporting school leaders at all stages of education so that the attainment of looked after 	<ul style="list-style-type: none"> • The remit of the Virtual Head teacher is expanded so that they have a responsibility for tracking and supporting educational attainment for children in need as 'vulnerable 	<ul style="list-style-type: none"> • Key Stage 2&4 meet at least the national average. • Proportion 'Exceeding' expectations in reading and mathematics to be above the average 	<p>All actions have been completed. The implementation of the Placement Strategy for children in and on the edge of care has provided a focus for this work.</p>

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 17</p>	<p>children improves to at least the expected level of their age. (5)</p>	<p>learners’.</p> <ul style="list-style-type: none"> • The ‘Young Carers’ model of working within schools is mainstreamed for CiN by the Virtual School. • Poor attendance and exclusions from school are monitored within CSC for CiN as well as LAC. • Strategic direction is integrated between CSC and Education in relation to improving educational outcomes for CIN / LAC/CL and agreeing what is ‘aspirational’. • Pupil Premium is used to support attainment 	<ul style="list-style-type: none"> • Explicit statement and monitoring of the High Aspiration for Looked after Children’s Education by Local Authority and Partner agencies. 	<p>Achievement of the outcomes is on-going.</p>
<p>4.2</p>	<ul style="list-style-type: none"> • Ensure that all foster carers receive regular supervision that is properly recorded. (7) 	<ul style="list-style-type: none"> • Frequency of Supervision of Foster Carers is included in the performance reporting. • 6 weekly visits between ‘Supervision’ visits to be strengthened so that they can be recorded as supervision. • Recording template and performance reporting in FWi to be adjusted accordingly. • Training in ‘good’ recording of reflective supervision to be provided to Supervising Social 	<ul style="list-style-type: none"> • Reported frequency of Foster Carer supervision accurately reflects practice and improves. • Recording of reflective supervision with Foster Carers is consistently of a high standard as measured by the QA audits. 	<p>Actions and outcomes are on-going. They are on-track to be completed by the end of 2015.</p>

		<p>Workers.</p> <ul style="list-style-type: none"> Foster Carer's Supervision records are quality assured in line with the QA Framework 		
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5.0 Experience and Progress of care leavers

		Actions	Outcome	Progress
5.1	Develop and implement an ambitious strategy to ensure that care leavers engage in education, training or employment that is commensurate with their ability and potential.(6)	<ul style="list-style-type: none"> Develop Strategy & Tracking system for care leavers so that their employment, education, and training are monitored by the Virtual Head. Compared with national statistics agree an ambitious target for NEET figures within Oxfordshire. Ensure that the joint strategy between CSC and Education uses this target to drive improvement. Through a sounding board learn from high achieving care leavers “what made a difference” for them. Provide career training/ life coaching for care leavers. 	<ul style="list-style-type: none"> An ‘ambitious’ strategy and target is in place to improve the NEET outcomes. Learn ‘what works’ from care Leavers and implement any changes required. Enhance the focus upon NEET with a joint strategy between CSC and Education. The Virtual Head is able to effectively track the longer term outcomes for care leavers and NEET. 	<p>All actions complete.</p> <p>All outcomes achieved.</p>

6.0 Leadership management and Governance

		Actions	Outcome	Progress
6.1	<ul style="list-style-type: none"> Establish effective governance arrangements between the Health & Wellbeing Board, Children and Young People's Board and the Oxfordshire Safeguarding Children Board (OSCB) to ensure a robust framework for safeguarding children and young people (8) 	<ul style="list-style-type: none"> CEF Director and Chair of OSCB meet to agree governance framework. Framework agreed between boards and with Chief Executive. 	<ul style="list-style-type: none"> Statutory Guidance is adhered to (Roles & responsibilities of DCS & Lead member) Senior Leadership understands frontline issues (Performance, Quality, Workforce Development & Emerging need) Strategy and Commissioning of services to meet need is joined up across Boards. Full engagement by agencies across partnerships. Role & accountability of Chief Exec/ DCS/ OSCB Chair/ Board Chairs is clear and understood 	<p>All actions completed.</p> <p>All outcomes achieved.</p>
6.2	<ul style="list-style-type: none"> Ensure that all children and young people have information appropriate to their age so that they understand how to complain. (10) 	<ul style="list-style-type: none"> Develop a 'customer feedback' approach to obtain children's views of the services they have received. Improve the use of social media/ app. technology in obtaining children's feedback 	<ul style="list-style-type: none"> Greater return rates and use of children's 'feedback' in developing services and identifying gaps/ poor or good practice. Age appropriate 'complaints' information 	<p>All actions completed with the exception of developing pages on the website relating to complaints. This is due to be completed by the end of 2015.</p> <p>All outcomes achieved.</p>

PSC7

		<p>(e.g. Survey Monkey used by ATTACH)</p> <ul style="list-style-type: none">• Produce Complaints leaflets and online resource relevant to each key stage level (1,2,3,4)• Distribute leaflets and contact information via Reviews/ Assessment/ Schools/ Awareness Raising/ Online presence.	<p>widely available and accessible.</p> <ul style="list-style-type: none">• A wider age range of children are submitting feedback/ complaints/ compliments.	
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Division(s): All

Performance Scrutiny Committee - 5 November 2015

Missing Children in Oxfordshire: April to September 2015

Report by Director for Children's Services

Introduction

1. This report provides a summary update on the number of children reported as missing from home in Oxfordshire, including children looked after, by Oxfordshire County Council.
2. The report shows the emerging patterns and trends for Oxfordshire's children and families. It cites evidence to illustrate: emerging patterns and trends relating to missing children in Oxfordshire; best practice in line with the agreed 'joint protocol'; risks/shortfalls; and how these are being managed and challenged to ensure compliance with the relevant guidance issued by Department for Education (DfE) and the Association of Chief Police Officers (ACPO).
3. The matter of missing children is a key priority for the Oxfordshire Safeguarding Children Board (OSCB). The OSCB Child Sexual Exploitation subgroup is responsible for overseeing the partnership arrangements for missing children across the county.

Background and Context

The current position

4. At 30 September 2015 Oxfordshire was responsible for the welfare of 577 Looked after Children (LAC), including supporting 47 Unaccompanied Asylum Seeking Children (UASC).
5. Of these, 91 children were in residential placements, 12 in our local authority provision, and 79 in private residential placements, many of whom are more than 20 miles from the young person's home address. This is an increase of 36.2% since 1 April 2015.
6. 103 children were placed with an Independent Fostering Agency (IFA), an increase of 10.7% since 1 April 2015, of whom 45 were in Oxfordshire. If a young person goes missing from such a placement the local authority must be notified in line with the Missing Children's Strategy published in August 2014.

Comparison and Trends (based on the last 12 months)

7. When the above figures are compared with September 2014, the following trends are observed:
 - There has been a 10.7% increase in our LAC population
 - There has been a 17.5% increase in the presentation of UASCs
 - There has been a 19.7% increase in the placement of children in private residential placements
 - There has been a 9.6% increase in the placement of children within Independent Fostering placements (IFAs)
8. This illustrates a significant upward trajectory in all key cohorts relating to our most vulnerable and risky children and families.

Numbers of missing children.

9. The table below shows the total number of children who have been reported as missing to Thames Valley Police (TVP) in the period 1 April - 30 September 2015. To better understand the context and frequency of the missing episodes reported, they have been organised into 4 escalation scales (fewer than 5 episodes, 5-9, 10-14, 15-19 and 20+).

Number of episodes	Number of Children	
	01/04/14 to 30/09/14	01/04/15 to 30/09/15
Fewer than 5 episodes	327	463
5-9 episodes	22	27
10-14 episodes	2	3
15-19 episodes	1	1
20+ episodes	4	1
Total	356	495

10. This shows over the two year period 2014 -2015:
 - A 39.0% increase in overall Missing Children’s reports being made to TVP.
 - Of these, 40.6% are open cases to Children’s Social Care (CSC)
11. The Missing Childrens Panel is of the view that this increase is attributable to improved reporting and recording of information rather than increasing numbers of children going missing. The increased figures should therefore be seen as a sign of agencies (including schools and supported housing providers) being far more effective and proactive in reporting missing episodes than hitherto.

- 12. It is evident that the number of children with 10-20+ repeat missing episodes has actually reduced. When set against the significant increases in our LAC population and the increased use of statutory placements, this suggests that we are managing our repeat missing children cohort more effectively by using Multi-Agency Risk Assessment and Management Plan (MARAMP) processes.
- 13. The missing children’s strategic leads for both TVP and CSC recently scrutinised two missing children cases where significant risks were signposted as a result of over 15 reported episodes. In both cases there was good evidence of multi-agency working to manage and reduce the likelihood and severity of risk for these young people. .

Return interviews

- 14. When a child who has been reported missing is traced, a ‘safe and well’ check is immediately undertaken by TVP. This is followed up with a return interview. Statutory guidance issued in January 2014 states that return interviews should be carried out within 72 hours of the child returning. In all instances, the child should be offered the opportunity to have an independent advocate complete the return interview. If the child is not known to CSC, then the Early Intervention Service (EIS) will make contact and carry out the interview.

	% with a return interview	% interviews in 72 hours
Children known to CSC going missing	90.4%	53.0%
Children not known to CSC going missing	93.8%	37.4%

- 15. To be compliant with statutory guidance, we require that 100% of return interviews are carried out within the timescales. This is monitored by the strategic lead for missing children, as is the quality of interviews. After escalation to the Children, Education and Families Directorate Leadership Team an action plan is being implemented to address the shortfall.

Recommendations and Actions

- 16. This year has seen a significant increase in UASCs and missing episodes from this cohort. Currently, when a UASC is reported missing, the agreed joint protocol is implemented, and colleagues from the immigration team at TVP are included as part of this process. The Missing Children’s Panel is making the following recommendations to CSC.

- i. If there are immediate concerns on completion of the Human Trafficking Screening Tool and the Initial Age Assessment indicates an age of less than 18 years, then an immediate strategy discussion is to be held and a determination of if this needs to be escalated to Section 47 enquiry.
 - ii. Following the strategy discussion/S.47, the Corporate Parenting Manager and the Placement Service will need to consider what the most appropriate placement is for the child in order to meet the safeguarding needs identified by the social worker.

17. The Corporate Parenting Service has successfully completed the first missing/return interview and MARAMP training for our Early Intervention Service (EIS), enabling them to identify trigger factors for risky behaviour, breaking risks down into likelihood and severity and how, then, to implement control measures to reduce risk levels. There has been a noted improvement in the quality and timeliness of return interviews being completed by EIS since the training has been given. This training is now being planned for our designated teachers and other key teaching staff.

18. The strategic leads for missing children for TVP and CSC have also made a quality assurance challenge to those authorities which place their LAC in Oxfordshire, wanting to ensure that, as the host authority, the same safeguarding bench mark is applied to all LAC in Oxfordshire.

19. Our two local authority children's homes continue to show a reduction in missing episodes. For all the children in this cohort, there has been a decrease in missing episodes over the last two months.

20. The missing children's joint protocols and OCC residential children's homes policies are being reviewed by TVP and CSC to ensure they are up to date, and to see if they can be translated into an easy reference document for response supervisors, CSC, care providers and the Emergency Duty Team (EDT).

21. The Joint Missing Children's protocol between TVP and CSC underpins both our Missing Children's Strategy and Residential Missing Children's Policy, all of which are in line with the DfE and ACPO 2014 Statutory Guidance Frameworks. Feedback presented to the CSC and TVP strategic leads for missing children drew attention to the fact that the protocol is often interpreted differently by our frontline staff and officers or not fully understood in terms of each other's duties and powers. A joint training programme is therefore being developed which will be run as a series of joint operational briefings for TVP and CSC staff. It is anticipated that bringing our frontline staff together will create the forum needed for them to debate, understand and problem solve the challenges we are facing.

22. Both TVP and CSC will increasingly come under pressure to ensure that appropriate resources are directed towards safeguarding those children who are repeatedly missing, That response needs to be balanced, proportionate and targeted. The Placement Strategies Operational Task Group (TVP and CSC) will be working on this topic, and ensuring that reporting procedures are fit and proper.

RECOMMENDATION

23. **The Performance Scrutiny Committee is RECOMMENDED to note the report.**

JIM LEIVERS
Director for Children's Services

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Division(s): n/a

PERFORMANCE SCRUTINY COMMITTEE - 5 NOVEMBER 2015

Increase in Child Protection Cases: Report Card

Report by Interim Head of Service - Safeguarding

Introduction

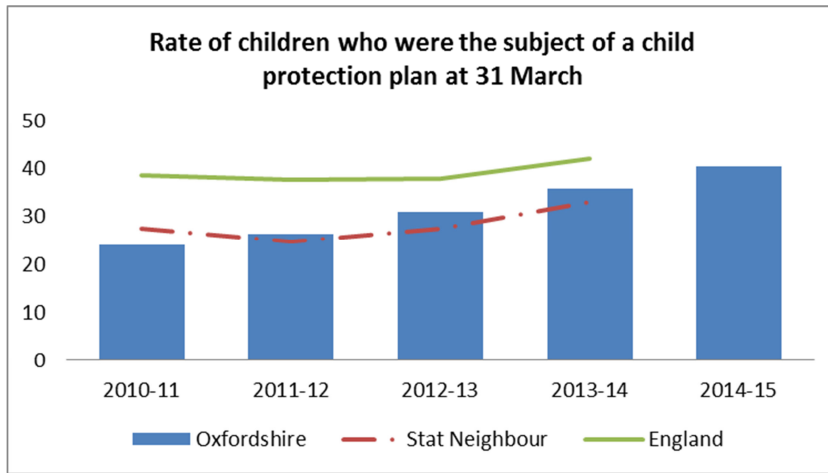
1. There has been an increase in child protection cases in Oxfordshire over a number of years. The increase in Oxfordshire has been greater than the increase nationally. This paper provides some background to this increase.

Summary

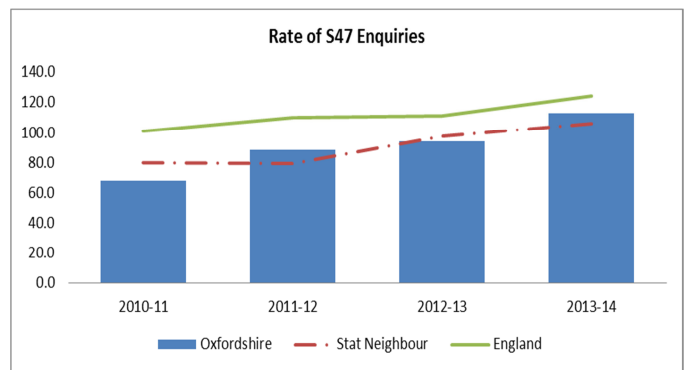
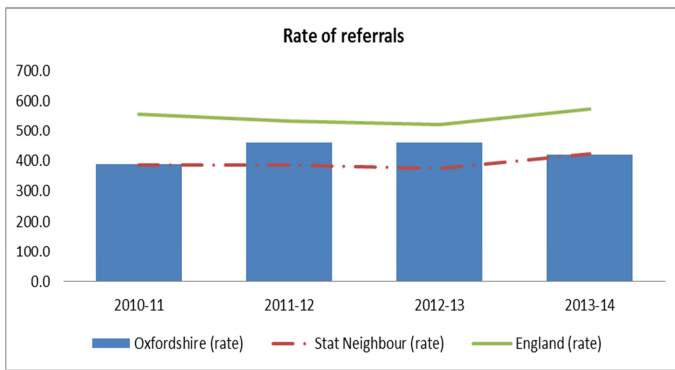
- Referrals have grown less than elsewhere and reduced in 2014/15.
- The number of children being worked with under Child In Need plans i.e. under the threshold for child protection (CP) planning, has reduced by over 25% in the last two years.
- Children subject to a child protection investigation has grown more rapidly than elsewhere (more than doubling in 5 years), but fell slightly last year.
- The number of children subject of a child protection plan has increased more rapidly than elsewhere and continued to rise last year. Between 2010/11 and 2013/14 the numbers increased by 50% in Oxfordshire, compared to 9% nationally.
- The number of looked after children has risen less than elsewhere, but has increased significantly last year. Oxfordshire's looked after numbers are now in line with statistical comparator authorities.

Comparative data and trends

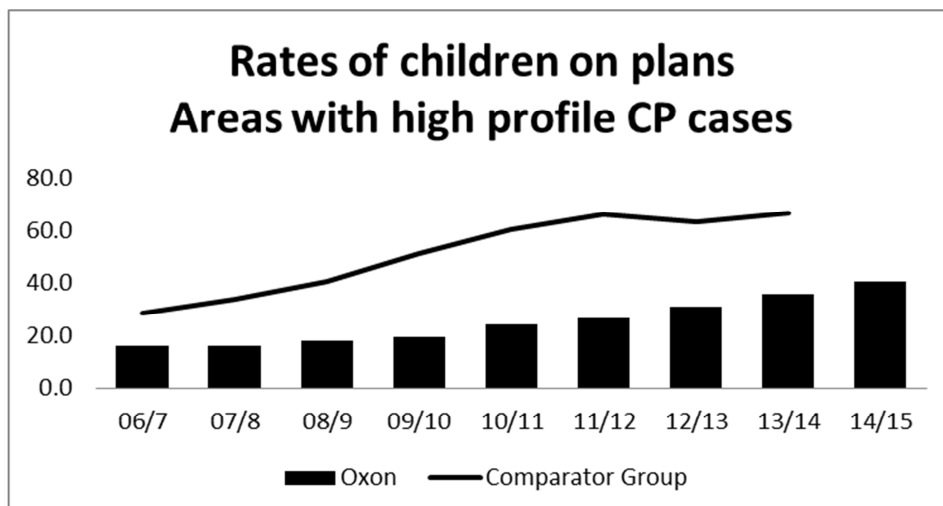
2. The rate of children subject of a child protection plan is rising more quickly in Oxfordshire than elsewhere. Between March 2011 and March 2014 it rose by 50% compared to 21% for statistical neighbours and 9% nationally. In 2014/15 in Oxfordshire there was a further rise of 13% and in the first quarter of 2015/16 another increase of 11%, with 634 children now subject of a child protection plan.

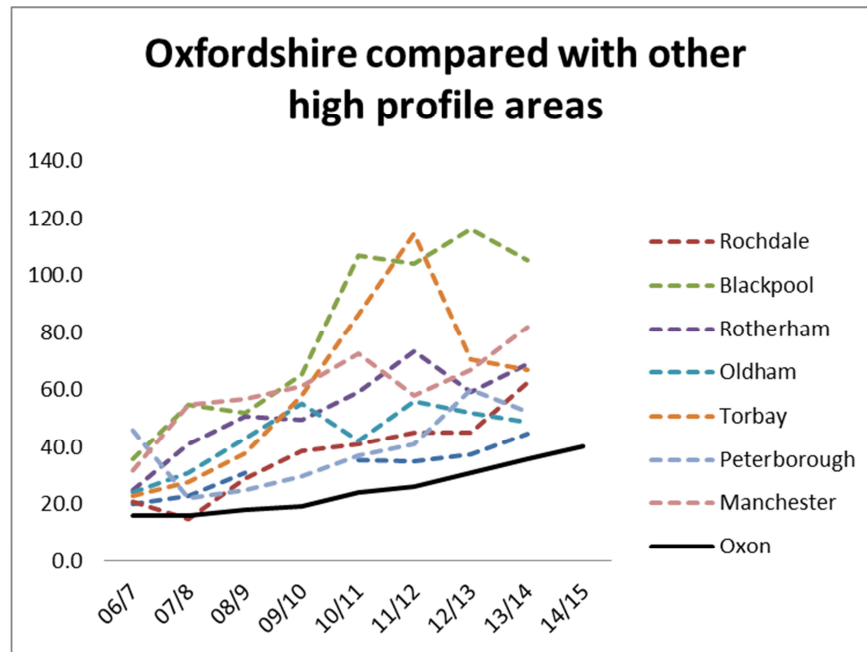


3. The increase has not been around an increase in referrals which in line with the rest of the country has remained constant. There has however been an increase in section 47 (child protection) investigations of 63% in Oxfordshire compared with 43% for statistical neighbours and 23% nationally.

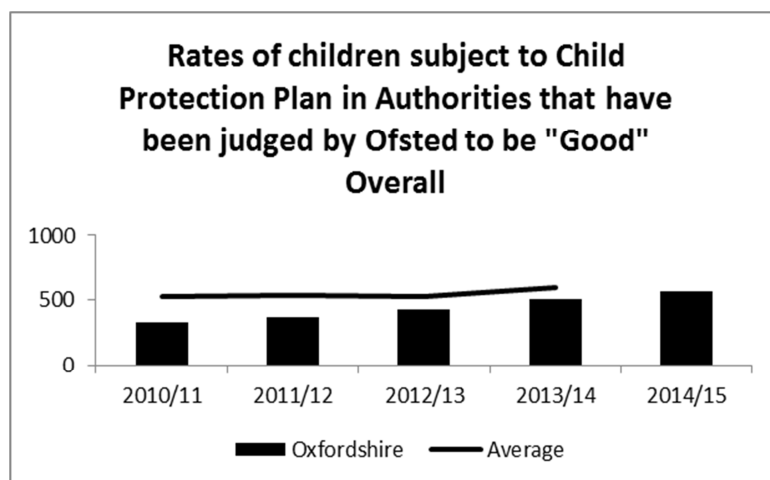


4. When Oxfordshire's increase is compared to those in other areas which have been through high profile CSE cases, a common trend is detected. Derby, Rochdale, Blackpool, Rotherham, Oldham, Torbay, Peterborough, and Manchester have all seen steep rises in their numbers of children subject of a child protection plan. Oxfordshire's rate of growth is slightly below the group average, increasing by 124% since 2006/7 compared with 134% for the whole group. Oxfordshire also has the lowest rate of children on a plan of any of these areas.

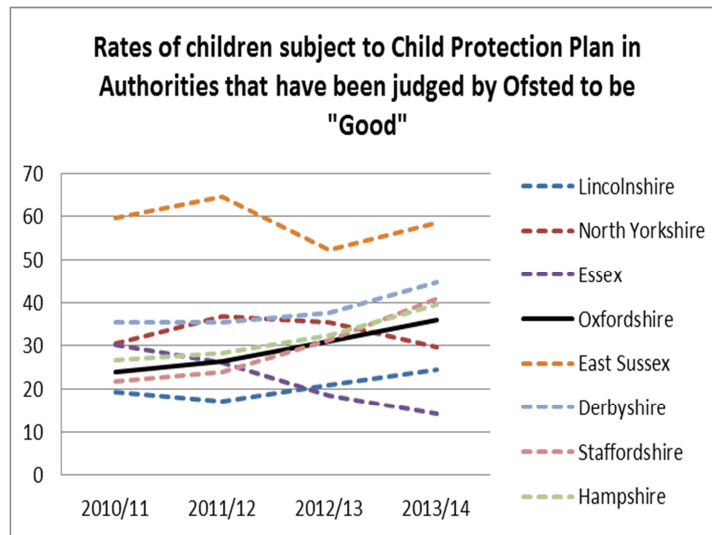




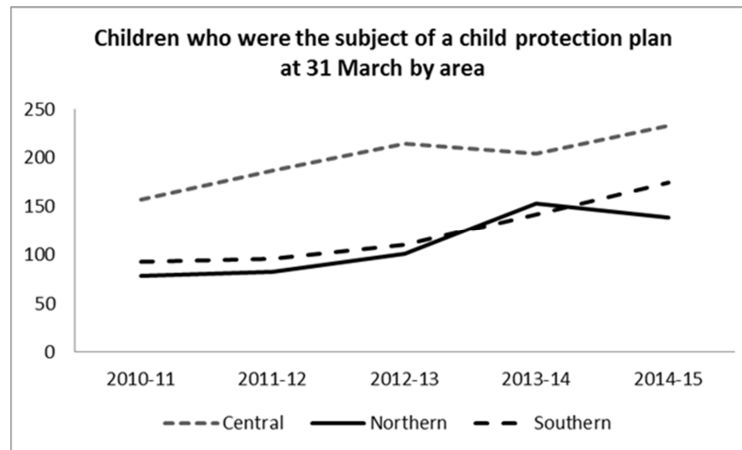
5. So far 58 out of 152 authorities have had their children's services inspected by Ofsted within their latest inspection methodology. Of these 14 have been described as 'good' overall; 30 'require improvement' and 14 were 'inadequate'. On the specific judgements of children who need help and protection 14 were 'good' overall; 33 'require improvement' and 11 were 'inadequate'. Oxfordshire was good in both categories as were 11 other authorities¹ 8 of which were shire authorities. The rate of growth of children on plans in the 8 shire authorities rated as 'good' in both categories over the 4 years is 16% (compared with a national average of 9%). Patterns across these authorities are not consistent, 3 have had falling numbers with the rate halving in Essex and 5 have seen increases. Oxfordshire's increase is in line with Hampshire, but below that of Staffordshire.



¹ The authorities rated as good in both categories are Derbyshire; East Sussex; Essex; Hampshire; Hartlepool; Leeds; Lincolnshire; North Yorkshire; Oxfordshire; Salford; Staffordshire; Trafford



6. Within Oxfordshire, although there has been a growth in each area of the county it has been less pronounced in the central area where it grew by 48%, compared to 78% in the north and 87% in the south.

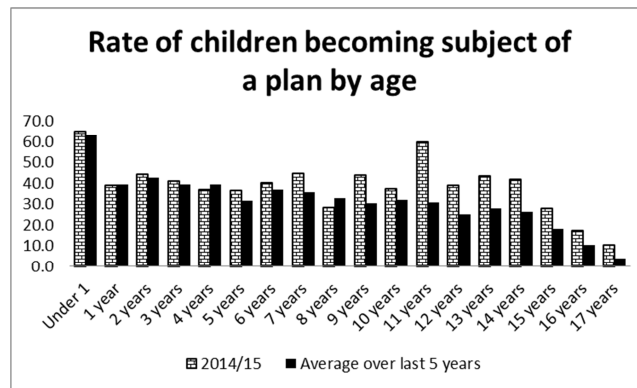


7. The biggest increase has been in older girls. In the four years the number of children over 10 on a plan rose by 115% compared to 65% for the under 10s. Despite this most children on plans remain under 10 with 71% at the end of March 2015. A higher proportion of children under 10 are on a plan in Oxfordshire than elsewhere.

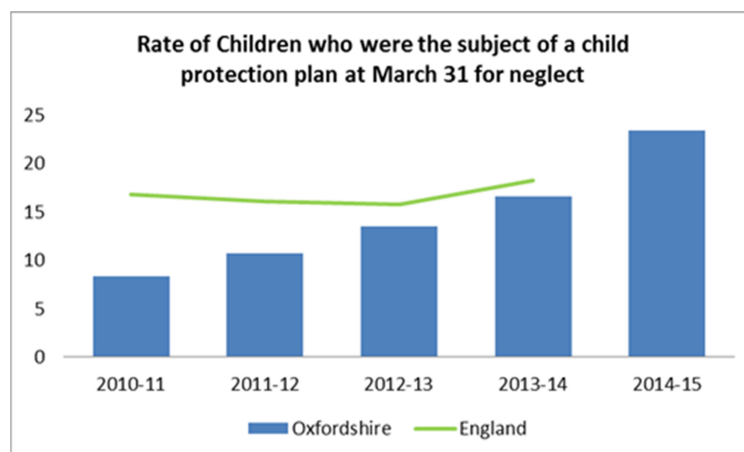
% increase in cases 2011 to 2015	
Ages	Increase
0 to 4	64%
5 to 10	167%
11 to 15	216%
16 to 17	210%
Total	177%

% increase in cases 2011 to 2015	
Gender	Increase
Female	85%
Male	66%

8. Schools have suggested that a key trigger for a child may be when they change school. The attached graph looks at how many children become subject to a CP plan per 10,000 population both last year and over the last 5 years. Over the last 5 years the likelihood of any child becoming the subject of a CP plan drops with each year they live. However last year this pattern changed with a growth in the 9-15 year olds starting a plan. Last year 11 year was the second most common age a child became subject of a plan.

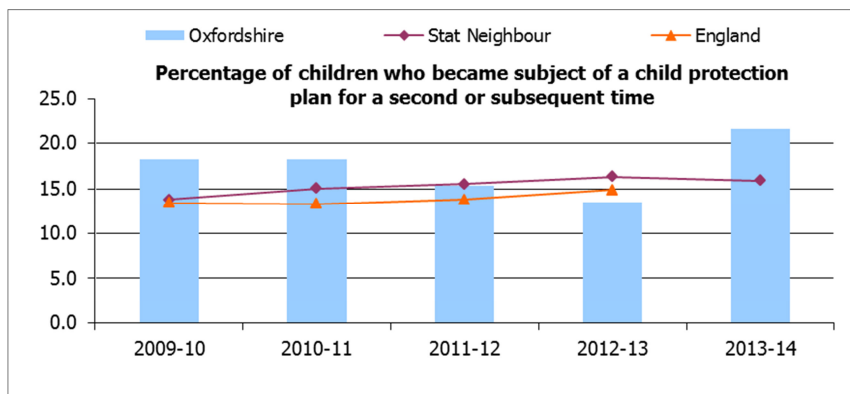


9. Learning from serious case reviews both locally and nationally has highlighted the vulnerability of older children. There is now greater awareness of their vulnerability and risk particularly in relation to neglect. This may partially account for increased numbers of referrals to services including social care. Also the impact of child abuse via social media which represents a risk or vulnerability that previously would not have been considered or identified.
10. Most children are the subject of a plan because of neglect - at the end of March 2015, 56% of children were on a plan for neglect. This compares with 47% for statistical neighbours and 43% nationally. The rate of children on a plan for neglect is now considerably higher than nationally.



11. Since April 2011, 2361 children have ceased to be on a plan. On average they were on a plan for 303 days. Each of the individual years (11/12; 12/13; 13/14; 14/15 and 15/16 to date) is within 10% of the 303 days with no discernible trend. The growth of numbers is about more children becoming subject of a plan rather than them staying on a plan for longer.

12. However children do stay on plans for slightly longer in Oxfordshire than elsewhere. The latest comparative data is for 2013/14 when 9.3% of children in Oxfordshire who ceased being on a plan had been on a plan for 2 years compared to 4.5% nationally. In 2014/15 this fell to 6.3%. It is well-established that the greater the number of children on child protection plans, the longer children will stay on a plan.
13. The number of children subject to repeat plans in Oxfordshire is consistently higher than elsewhere. (This is not the measure in the dataset, but the a measure of any repeat plan as opposed to one in 18 months)



Shift away from voluntary interventions

14. Since 2013, the number of children being worked with under Child In Need (CIN) plans has reduced. The following is a snapshot showing the increasingly statutory nature of children’s social care’s interventions

	July 2013	July 2014	July 2015	% change
Child Protection	422	454	626	48.3%
Looked After	427	500	555	30%
Children in Need Plan	2451	2243	1801	-26.5%

15. Previous interventions: Of the 630 children who became the subject of a Child Protection plan in 2014/15:
 - 3 (0.5%) were subject to a children in need plan in the 6 months prior to their child protection plan.
 - 112 (18%) were known to early intervention in the 6 months prior to their child protection plan.
 - It had been suggested that school attendance prior to starting a plan could be a good predictor of whether a child would become the subject of a plan. This does not seem to be the case. 24% of children had 100% school attendance in the term before they came onto a plan, and 67% had more than 85% attendance.
 - The following table shows the proportion of children at different rated schools. 86% of pupils in Oxfordshire are in good or outstanding schools, this drops slightly for children known to social care and is 79% for looked after children, 84% for children on a child protection plan and

82% for children on a children in need plan. There are slightly higher proportions of children in inadequate schools, but this can be affected by the relative small size of the population of children known to social care.

	All children	Looked after	Child Protection	Children in Need
Outstanding	15%	12%	4%	18%
Good	71%	67%	80%	64%
Requires Improvement	13%	15%	14%	16%
Inadequate	1%	6%	2%	3%

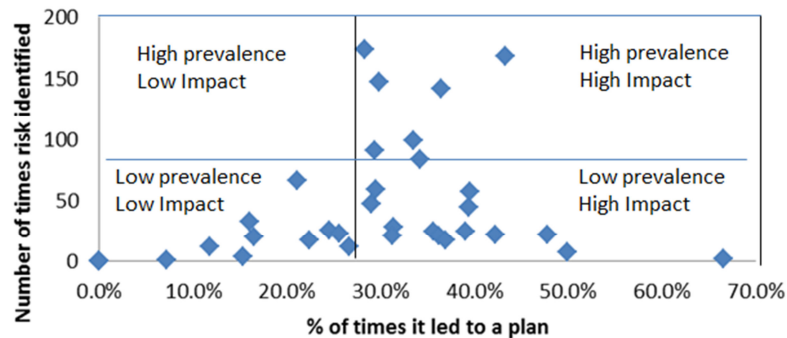
Risk factors

16. The following table identifies the 10 most common risk factors identified at assessment that led to a child becoming the subject of a plan. 630 children who became the subject of a plan in 2014/15. In 28% of cases one of the risk factors identified was parental domestic violence. However in 439 other assessments in the year, domestic violence was identified as a risk, but the child did not end up on a plan - so only 28% of times when parental domestic violence was identified in the assessment, did the child end up on a plan. In slightly fewer cases (27%) child emotional abuse was identified as a risk factor, but in 43% of cases where it was identified as a risk factor at assessment did the child become the subject of a plan.

Risk Factor	How often a child went on a plan where this risk factor was recorded		Number of assessments identifying this risk	% of times it went to a plan
	No	%		
Parent Domestic Violence	174	27.6%	613	28.4%
Child Emotional Abuse	168	26.7%	388	43.3%
Parent Mental Health	147	23.3%	492	29.9%
Child Neglect	142	22.5%	389	36.5%
Parent Alcohol Misuse	99	15.7%	295	33.6%
Child Physical Abuse	91	14.4%	309	29.4%
Parent Drugs Misuse	84	13.3%	245	34.3%
Child Domestic Violence	66	10.5%	312	21.2%
Child Unacceptable Behaviour	59	9.4%	200	29.5%
Child Sexual Abuse	57	9.0%	144	39.6%

17. The chart below looks at how often a risk is identified in assessment and if it identified the likelihood that the child will be placed on a plan.

Risk factors for a child becoming subject of a plan



<p><u>High prevalence / Low Impact</u></p>	<p><u>High prevalence / High Impact</u> Child Emotional Abuse Child Neglect Parent Drugs Misuse Parent Alcohol Misuse Parent Mental Health Child Physical Abuse Parent Domestic Violence</p>
<p><u>Low prevalence / Low Impact</u> Child Alcohol Misuse Child ASC Parent Physical Disability Child Drugs Misuse Child Domestic Violence Child Physical Disability General Other Other Physical Disability Child Learning Disability Other Learning Disability Child UASC Child Privately Fostered Child Gangs</p>	<p><u>Low prevalence / High Impact</u> Child Trafficking Parent ASC Other Alcohol Misuse Other Drugs Misuse Child Sexual Abuse Other Domestic Violence Child Sexual Exploitation Parent Learning Disability Child Missing Child Self Harm Child Young Carer Other Mental Health Child Unacceptable Behaviour Child Mental Health</p>

18. Domestic abuse notifications data is received from Oxford Health.
19. Health visitors across Oxfordshire receive notifications where there is a child under 5 years. The health visiting services received a total of 2,805 notifications during 2013-2014 and 1,922 notifications during 2014-2015. This represents a decrease of 31.3%. Thus domestic abuse does not appear to be a factor associated with increased health visitor workload. (This data however does not provide data about level of risk). This seems to be in line with other agencies data, but work is needed to understand this more fully. We do not have data about children 5 -18 years.

Care system

20. Overall, the number of looked after children has increased, but within the Looked After system a higher proportion of the children are subject to care orders, especially full care orders.

Legal Status @ 31 March 2015	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	Change 10/11 to 14/15
Full Care Order	127	145	142	170	189	48.8%
Interim Care Order	96	103	63	78	61	-36.5%
All Care Orders	223	248	205	248	250	12.1%
Placement Order	26	48	57	58	65	150%
Voluntary - Section 20	177	154	153	155	197	11.3%
Remand	0	0	1	1	0	0.0%
Police Protection or Emergency Protection	1	0	0	1	2	100%
Total	427	450	416	463	514	20.4%

21. Within the care system there has been a steep rise in the number of unaccompanied asylum seeking children in the last year. Nearly all these children are accommodated rather than the subject of orders.

31st March:	2010 /11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	Change from 31st March 14
No. LAC who are UASC	34	30	26	24	49	104%

Impact of growth in activity on social care caseloads

22. The data below relates to the family support teams in children's social care as these are the teams which carry case responsibility for all the child protection and children in need cases of non-disabled children. These teams also work with non-disabled looked after children as they enter care and those in care proceedings. Looked after children transfer to looked after/leaving care teams once they become accommodated (by agreement with parents) or subject to full care orders. The central area has three family support teams, south and north areas have two teams respectively.
23. The average Family Support social worker's caseload across the county is 20 children. This is a low estimate as it does not take into account variations in individual social workers' working hours. In the last year caseloads have increased from an average of 15/16. Children's social care has an ambition to reduce caseloads to a maximum of 14 per FTE social worker. The range is great, between 14-32 cases. This range reflects differences in working hours and also the impact on experienced workers of recruiting newly qualified workers who have protected caseloads for one year.

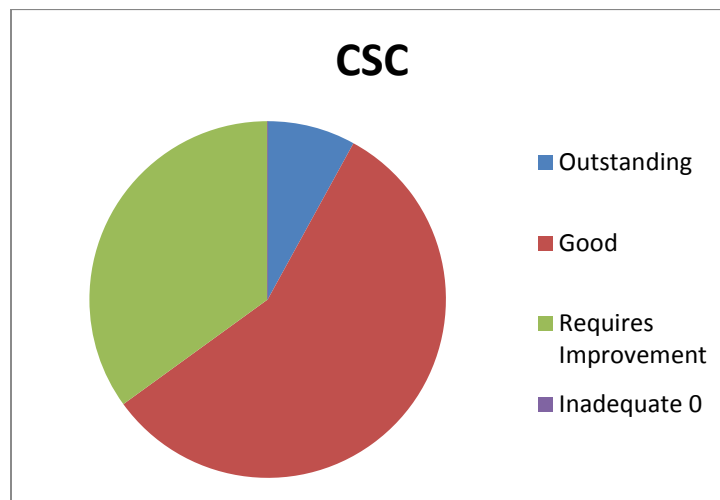
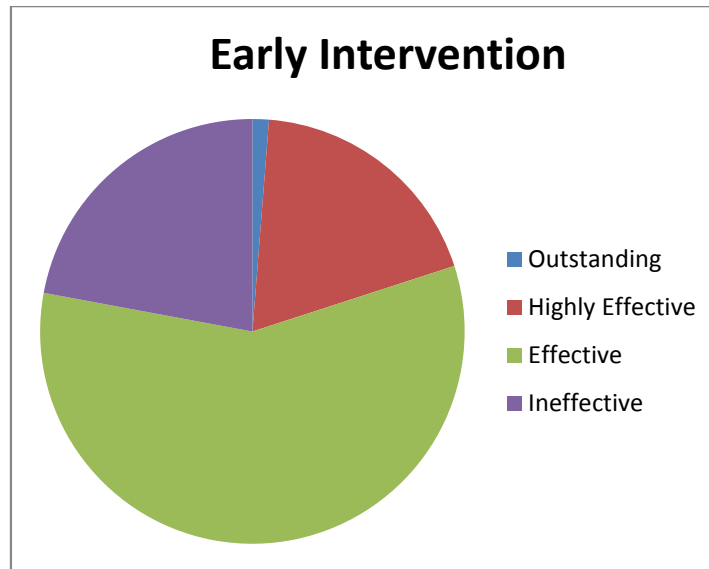
	South	Central	North
Total family support caseload by area	417	578	498
Child Protection cases by area	163	223	208
Looked after cases in family support teams by area	51	58	36
Children in Need cases by area	203	297	254
Family support team caseload	209	192	249
Average caseload by worker	22	18	20
Unallocated Child Protection cases	0	0	0
Unallocated Children in need cases	37	17	7

24. Despite huge pressures in the teams caused by the rise in child protection and looked after cases, and difficulties in recruiting to vacancies, the teams allocate all their child protection and looked after cases. These cases are allocated immediately, or at worst, wait for only one or two days before being allocated. However, the growth in activity has an impact on the teams' capacity to work with children in need, leading to some unallocated work. This is notable in the south area where recruitment to vacancies has been especially challenging. Unallocated cases at these levels are a recent phenomenon, emerging as a significant factor in the last year.
25. The three disabled children teams separately work with 500+ complex disabled children and include all statuses: children in need, child protection, looked after children and leaving care.
26. The Kingfisher CSE Team has average caseloads of 7-10 children. The team has developed a 'persistence' model of working which entails allocating a consistent worker from first identification of high risk of CSE through to post-court support. These cases are typically very challenging, time-intensive and emotionally demanding for staff. However, as a model of working to lower caseloads the team provides some important learning for future service development in children's social care:
- The average length on a child protection plan for Kingfisher is 208 days i.e. almost 7 months. For children in family support teams most plans range from 12-18 months. This is another indicator of the impact of caseload on the time taken to achieve progress.
 - Although Kingfisher is dedicated to working with children at high risk, the team is not placing large numbers of children on child protection plans. At 31st March 2015, 13 (17%) out of 76 children were subject to child protection plans. The same number were in care. 49 children were subject to child in need plans or were being worked with in different ways without requiring statutory interventions.
 - All the children's cases open to Kingfisher are subject to quality assurance by a dedicated independent reviewing officer (IRO) who provides oversight and challenge to the team to ensure children are progressing towards safety and improved outcomes. The CSE Stocktake audits provided strong evidence that the practice is sound and the impact is good.

Qualitative findings

27. Between April 2014 and March 2015 children's social care and early intervention audited 614 cases.

Case Audit outcomes:



- Of the 440 cases audited by Early Intervention 80% were rated effective or above.
- Of the 68 cases audited by Children's Social Care 66% were good or outstanding
- Outcome Star performance at the end January 2015 indicated that 79% of cases had a positive impact overall across Children's Centres, Hubs and Thriving Families.

28. The findings that may impact upon the increase in the number of child protection cases are:

29. From Early Intervention Services:
- There has been an improvement in early intervention services use of the assessment, planning, review process, which has improved the focus of work with families.
 - An increased use of actuarial measures and outcome tools by early intervention workers (such as Family Outcomes Star) to identify risk e.g. Strengths & Difficulties Questionnaire; Neglect Tool; Three Houses; Signs of Safety case mapping
 - There is an increased attendance at core groups and child protection conferences by early intervention workers
 - Early intervention services report difficulties in accessing documentation from children's social care and YOS.
 - Little evidence of referrals being made to early intervention where cases are closed after one child protection episode by children's social care.
 - A lack of clarity and joint focus between early intervention plans and children's social care plans on the same child
30. These findings may indicate that improved assessment and monitoring by early intervention workers are enabling them to establish 'significant harm' earlier than before.
31. The increase in attendance at child protection conferences and core groups indicate that early intervention workers are more involved in child protection cases, but their planned focus may not be effectively joined with social workers on child protection plans and therefore not supporting the child protection planning and intervention sufficiently.
32. From Children's Social Care:
- Where there is a clear and reviewed plan, outcomes for children are more effective.
 - Where there is evidenced multi-agency working, including support for placements, outcomes for children are more effective.
 - Planning and engagement is less evident as children reach 18
 - Supervision is regularly taking place and is reflective and positively impacting upon case management across both services
 - The views and experiences of children were not adequately captured within child protection plans and in 40% of cases children had not been seen on their own after the initial investigation.
33. These findings suggest that an accurate picture of any changes in the family functioning is too reliant upon the parents or carers view and children are not involved in identifying and reporting progress with change.

Growth in activity in other services

CAMHS

34. In the CAMHS service there has been a 45% increase in accepted referrals over the past 3 years, which is leading to an increase in waiting times, which

at March were standing at around 30 weeks. Since March the service has introduced the "Waiting Time Initiative" which is reducing waiting lists.

35. The short term focus is to provide extra locum staff to undertake an assessment / intervention blitz alongside some local changes in practice in tier 2 services
- PCAMHS ways of working have been overhauled. A reduction in face to face and individual sessions will free capacity in clinician's diaries to offer group work and an increased number of assessments per week.
 - Introduction of a raft of group work options for specific cohorts of young people with similar conditions where clinically indicated. Group is being more assertively offered as the preferred treatment option where clinically indicated. All cases on the waiting lists have been review to assess suitability for group work.
 - Where appropriate assessments and follow up sessions will be carried out over the phone or by using FaceTime /Skype
 - There has been a review of clinician capacity resulting in allocation of extra assessments.
 - A locum clinician 3.2 fte have been employed to assist with this waiting-list initiative. A further 0.6 fte is being sought
36. Alongside this Tier 3 CAMHS assessment clinics are being overhauled to ensure capacity to assess in a timely manner is being maximised by the clinicians in post.
37. Longer term: (doing things differently)
- Remodelling mental health services for children and young people. The current model is not delivering in response to the increased need. There is scope to engage 3rd sector in a formal way to support service delivery.
 - There is also a strategic plan to work closely with the county council given their significant financial challenges. Clearly we are keen that health resources are not used to fill the gap created by the council's need for savings, however there is an opportunity to work more closely to avoid duplication and offer a more efficient service.

Health Visitors

38. Health Visitors work with children and families from 0-5 years. They are routinely involved in children protection cases for this age group. The impact on work load with increased child protection cases include, attendance at case conference and core groups, increased number of home visits, report writing, liaison with other professionals and child protection supervision. Often those cases that lead to court proceedings also include writing a report for court and court attendance. Once a child becomes looked after then health assessments are required. The increase in child protection work by health visitors may affect their capacity to undertake early intervention and preventative work.

39. School Health Nurses: A new model of School Health Nurses (where all secondary schools have a nurse based within the school) has meant that they have increased contact with young people and hence more referrals. Although this is very positive, school health nurses are reporting that young people are disclosing significant vulnerabilities such as self-harm, relationship issues, emotional health difficulties. This in turn is expected to result in an increased number of referrals to social services. There are 40 recorded referrals to social care from school nurses since September 2014 (though this may be an under-count as the system allows other health professional).
40. The safeguarding nurses in Oxford Health form a team to provide consultation and advice to colleagues when they have a safeguarding concern. In the last 3 months the team have completed 393 consultations. While most (62%) come from colleagues in the children and family directorates 150 consultations were provided to colleagues in adult directorates, who in their work with the adult had concerns over the welfare of children.
41. Number of Children's Consultations undertaken by Oxford Health Safeguarding team:

Month	Children and Families Directorate	Adult Directorate	Older Adult 75+ Directorate
April 2015	82	51	0
May 2015	76	52	1
June 2015	85	46	0

42. Specifically there were 55 consultations from CAMHS, 45 consultations from School Health Nurses and 61 consultations from Health Visitors.
43. The community children's nurse team (CCN) are describing an increased role in safeguarding / child protection work. The children have more complex health needs that are now being managed in the community. This is coupled with increased life expectancy. Also, an increased number of disabled young people now stay on in education post-16 and hence have a longer period of engagement with school based care provision.
44. Kingfisher health input - the Kingfisher nurse post was introduced in November 2013. The caseload has steadily expanded and now stands at around 70 children. The commissioners have recognised that there needs to be increased health input into the team, and an additional full time band 6 post has now been funded.

Police

45. Over the last 3 years (2012/13 to 2014/15)
- There has been a 23% increase in the victims of crime aged under 17
 - This includes a 43% increase in victims of sexual offences
 - Since 2009/10 the number of victims of sexual offences has more than doubled (from 281 in 2009/10 to 581 last year)

- The number of missing children has risen by 10% (from 630 to 694) and those missing on 3 or more occasions has risen from 77 to 132
 - Girls in all areas are being subjected to increased sexual offences and the numbers are high in all areas, but remain lower in West Oxfordshire.
 - Crime rates are rising in all areas except in the Cherwell area where crime is showing a slight fall.
 - Crime rate for boys who are aged 17 or under is falling in the Vale of White horse area.
 - In the last two years girls are more likely to be subjected to crime compared to males in all areas.
 - Oxford has the highest crime rate and West Oxfordshire has the lowest crime rate.
 - The victim rates for robberies are very low in all areas for the under 17 year olds.
46. The police are working on doubling the size of the child abuse investigation teams across the force over the next two years due to the fact that workload will have doubled by then.

Possible explanations for the increased activity and changing profile

47. Oxfordshire is experiencing greater levels of deprivation and need?
- No current evidence.
 - At the end of 2012/13, Oxfordshire had a rate of 30.9 children on a child protection plan for every 10,000 children and young people countywide. Whilst this is lower than the national rate of 37.9, when it is weighted for the number of income deprived children/young people, Oxfordshire has a higher rate than would be expected.
 - Nationally, for every 60 deprived children/young people, there is one on a child protection plan. In Oxfordshire the ratio is one child on a plan for every 40 deprived children/young people.
48. Thresholds are lower?
- No current evidence.
 - Dip-sampling undertaken at intervals to test the threshold at which a child enters a child protection plan does not indicate a risk-averse culture or a lowering of the threshold, but rather a greater awareness amongst the professionals of the potential for serious harm in a child's situation.
 - All agencies have developed their identification and assessment processes to be more aware and responsive to children at risk of harm.
49. Child in Need planning is not having a preventative effect?
- Yes. Child in need planning is not taking place as much as before (reduction of 26.5% since 2013). 18% of early intervention cases convert to child protection plans within 6 months, indicating that complex cases are 'leap-frogging' the child in need system and entering child protection planning as risks are identified within early help services.

- Findings from children’s social care audits indicated that for children in need plans there was often a lack of multi-agency working or support for older children and the plans did not sufficiently address education, health or social needs.
- The reasons for this may be part of a vicious cycle:
 - Social workers’ case priorities are currently child protection cases due to the increase in numbers.
 - Children in need cases are getting less attention and consequently multi-agency professionals have less confidence in the effectiveness of Section 17 plans and support. This drives a demand for child protection plans.
 - Cases of children with complex needs who do not receive timely, effective risk-focussed interventions get worse and ‘tip into’ child protection planning
 - At child protection conferences professionals are highly unlikely to agree to a children in need plan as an effective way of managing cases that straddle thresholds.
 - Nationally there is an increased awareness of abuse and a climate of fear being created for any professional who fails to recognise this and take action

50. Greater sensitivity to risk of abuse/neglect by professionals?

- Yes. Greater sensitivity to risk amongst professionals and in the community may be having an effect.
- When Oxfordshire’s rate of increase in child protection numbers is compared against the rates in other local authorities which have been through high profile CSE cases, a common trend upwards is detected.
- In Oxfordshire this has not led to significantly more referrals; it has led to more referrals converting into assessments and child protection plans. This would indicate more in-depth appreciation of risk and responsibility. There is a better recognition of the combined accountability of professionals to identify and protect children. The Stocktake Report provides evidence that partnership working to identify and mitigate risk is being undertaken pro-actively, including by professionals who did not historically see child protection as their core business, for example district council officers, housing providers.
- In addition there has been recent multi agency training on the use of assessment tools i.e. the threshold of needs matrix, neglect tool kit and CSE screening tool. These tools inform the assessment process and facilitate a more accurate and thorough risk assessment, leading to a higher number of S47 referrals. A current audit of referrals into MASH from Oxford Health may provide some data to support this. This work will be completed in September 2015.
- Also, there may be increased awareness of child protection issues amongst professionals working in adult health services, as a result of the Think Family agenda. This encourages practitioners to consider the needs of children within a family, if they are working directly with an adult
- A recent audit of thresholds on child protection cases looked at 18 cases in which the Principal Social Worker assessed that 22% (4) may

have been managed under Section 17/ family support in the past. This was generally due to a difference in professionals awareness of the long term impact of abuse upon a child; which appears to suggest that the 'potential' for significant harm is a major deciding factor for professionals now in relation to making child protection plans. Previously evidence of actual harm was a significant threshold factor.

51. Older children, particularly girls, with higher levels of risk identified by referrers, than previously?
- Yes. Over the last four years the Oxfordshire partnership has worked together to increase professionals' awareness and understanding of risk across in older children and teenagers.
 - 'Everyone on alert' has been key learning from the Bullfinch serious case review. Schools, health professionals, police, housing and children's services have increased their understanding of the safeguarding significance of older children's behaviours i.e. looking beyond the presenting issue and recognising the symptoms of abuse and exploitation. This cultural change was evidenced in the Stocktake report.

Summary

52. Oxfordshire's pattern of increased growth does not follow the national pattern, however it is more in line with authorities that have had a high profile CSE issue and/or are judged as good by Ofsted, with both groups showing a greater increase in child protection activity than the national figure. This appears to be because of greater awareness of both professionals and the public and more responsive services. Across all agencies we now appear to be reaching a point where demand is outstripping supply and without improved capacity then there is a danger that Oxfordshire will drift into a 'requires improvement' or 'inadequate' status. This increase in demand is affecting all services e.g. GPs are now unable to attend all case conferences due to the number taking places at the same time.
53. There has been a growth of children in secondary schools more readily recognised as vulnerable children rather than difficult adolescence in recent years.
54. With increased multi agency working it has become apparent that children's social care data tends to drive the debate across the partnership, when it is evident that other sources e.g. the police data on victims of crime can help more fully describe the picture of how safe children are in Oxfordshire, and the impact of the growth of child protection work falls across all agencies.

What needs to be done?

55. The county council is embarking on a strategy to integrate preventative and social care services into a single 0-19 service. This will entail unified records systems and joined up planning on individual children.

56. The priority for the county council is to develop and strengthen children in need services with the objective of improving the effectiveness of multi-agency planning sub-child protection and looked after thresholds. Child in need planning should be supported by all agencies to increase its effectiveness in interrupting the journey into child protection and looked after children.
57. The county council should ensure that reducing children's social care caseloads is a priority within the integration strategy.
58. Ensure that tackling neglect continues to be a priority for all agencies, including addressing the contributory parental risk factors: mental health, drugs & alcohol and domestic abuse.
59. Maintain the culture of safeguarding and reducing risk for all children including teenagers.

RECOMMENDATION

60. **The Performance Scrutiny Committee is RECOMMENDED to note the report.**

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