



Children and Young People's Overview and Scrutiny Committee

Date Monday 14 November 2022

Time 9.30 am

Venue Council Chamber, County Hall, Durham

Business

Part A

**Items which are open to the Press and Public
Members of the Public can ask questions with the Chair's agreement
and if registered to speak**

1. Apologies for absence
2. Substitute Members
3. Minutes of the Meetings held on 23 September 2022 and 7 October 2022 (Pages 3 - 26)
4. Declarations of Interest, if any
5. Any items from Co-opted Members or Interested Parties
6. Support for Young People who are Not in Education, Employment or Training
 - a) Report of the Corporate Director of Children and Young People's Services (Pages 27 - 36)
 - b) Presentation by the Strategic Manager Progression and Learning (Pages 37 - 46)
7. School Funding Update
 - a) Report of the Corporate Director of Resources (Pages 47 - 64)
 - b) Presentation by the Finance Manager CYPS (Pages 65 - 76)
8. Special Educational Needs and Disabilities Update
 - a) Report of the Corporate Director of Children and Young People's Services (Pages 77 - 80)
 - b) Presentation by the Strategic Manager SEND and Inclusion Strategy Assessment and Provision (Pages 81 - 94)

9. Such other business as, in the opinion of the Chair of the meeting, is of sufficient urgency to warrant consideration

Helen Lynch
Head of Legal and Democratic Services

County Hall
Durham
4 November 2022

To: **The Members of the Children and Young People's Overview and Scrutiny Committee**

Councillor A Reed (Chair)
Councillor J Cosslett (Vice-Chair)

Councillors C Bell, R Charlton-Lainé, I Cochrane, M Currah, S Deinali, J Griffiths, O Gunn, C Hunt, L Kennedy, C Lines, C Martin, L Mavin, D Mulholland, K Rooney, A Sterling, S Townsend, C Varty, E Waldock and M Walton

Faith Communities Representatives:
Mrs L Keenan and Mrs L Vollans

Parent Governor Representatives:
Mr P Debrett-Watson

Co-opted Members:
Ms R Evans and Ms A Gunn

Contact: Paula Nicholson Tel: 03000 269710

DURHAM COUNTY COUNCIL

CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY COMMITTEE

At a Meeting of **Children and Young People's Overview and Scrutiny Committee** held in Committee Room 2, County Hall, Durham on **Friday 23 September 2022 at 9.30 am**

Present:

Councillor J Cosslett (in the Chair)

Members of the Committee:

Councillors V Andrews, I Cochrane, B Coult, M Currah, S Deinali, J Griffiths, O Gunn, C Hunt, L Mavin, D Mulholland, A Reed, M Simmons, A Sterling, S Townsend, C Varty and M Walton

Faith Community Representative:

Mrs L Vollans

Co-opted Members:

Ms A Gunn

1 **Apologies for Absence**

Apologies for absence were received from Councillors C Bell, R Charlton-Laine, C Martin, K Rooney, E Waldock and Mrs R Evans.

2 **Substitute Members**

Councillor M Simmons substituted for Councillor C Martin, Councillor B Coult substituted for Councillor K Rooney and Councillor V Andrews substituted for Councillor E Waldock.

3 **Minutes**

The minutes of the meeting held on 7 July 2022 were agreed as a correct record and were signed by the Chair.

4 Declarations of Interest

There were no Declarations of Interest.

5 Any items from Co-opted Members or Interested Parties

There were no items from Co-opted Members or Interested Parties.

6 Growing up in County Durham - Children, Young People and Families Strategy

The Committee received a report of the Corporate Director of Children and Young People's Services and Chair of Children, Young People and Families Partnership Board that provided members with a draft Growing Up in County Durham (GUICD) 2023-25 Strategy for comments (for copy of report, see file of minutes).

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning and Strategic Manager Partnerships were in attendance to present the report.

Members were advised that the consultation had been in three stages and that following the Partnership presenting to members at stage two of the consultation process at a previous meeting their comments had been analysed and incorporated into the draft strategy before members. Members were informed that stage three of the consultation was live and would run until 12 October.

Councillor Varty asked how often the strategy would be reassessed in the future.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that the initial priorities would run until 2025. However, during the lifetime of delivery they would be involving people in how they deliver and monitor the effectiveness. They would also be ensuring that they had something new to take its place in 2025 so in 18 months of the life of the strategy they would be starting the cycle again to develop a new strategy.

Councillor Sterling indicated that the consultation and engagement was critical to the strategy, and she asked how this would be monitored and what percentage return was seen as being successful. If the engagement was low would the consultation be extended and how would improvements be made in the engagement.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that they had carried out a lot of work to encourage people to respond to the consultation. Throughout the stages of the process with the dedicated sessions that had taken place they had targeted stake holder groups to ensure that people in hard-to-reach groups were involved in the

development that helped to ensure that they did not have any of those gaps. This was something that was always looked to build on and improve and find different ways of engaging with people and working with some of the voluntary sector partners who often had a better reach to groups than the Council. In an ideal world they would like to receive feedback from a large percentage of the population, but they had to be realistic in what they could achieve. They did not set themselves a percentage target, but they knew what was comparable from other surveys. They would not know how many responses they had received until the end of the consultation, but they would look at this closely to see if any specific additional work was required and feed this back to the committee as a briefing note.

In response to a further question from Councillor Sterling the Strategic Manager Partnerships advised that comparisons could be made with previous strategies as lots of engagement had taken place in relation to health and care consultations. The Strategic Manager Partnerships added that work was always done with hard-to-reach groups and indicated that they carried out a regular student voice survey and the response so far was 10,000 as well as the AAP survey where the information could be utilised. However, performance would manage success as it was not all about numbers but outcomes and people telling their stories about how their lives had been impacted and improved.

Councillor Coult stated that consultation was critical, she then referred to page 41 of the report that referenced mutual trust and respect that was vital, and that it was critical that they got that right. She commented that there was an immense number of challenges and a short time scale and asked if this was achievable.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that a number of the issues were societal and generational and making those changes was not possible in two years. If they set themselves impossible targets, they would be demotivated in terms of not meeting them and the detail was in the action plan, they wanted to be stretching and challenging but also, they needed to be realistic about what they could deliver. They could bring the action plan back to committee for further scrutiny and discussion. They wanted to make a real difference as a result of the strategy.

In response to a question from Mrs Gunn, the Strategic Manager Partnerships confirmed that an Educational Psychologists was part of the strategy development group who had been involved throughout the process.

Mrs Gunn commented on COVID not being a theme itself in the strategy but impacted on all the themes. She stated that the positive impact of COVID was missing from the strategy, such as people spending more time with their families. She then referred to the term fairer opportunities and what this was trying to achieve and felt the word fairer was very subjective and this would be hard to measure. There were a lot of opportunities, but the problems were the barriers to reach opportunities. She then referred to the Maslow's Hierarchy of Needs model

that would fit well into the model to visually show how people had their basic needs met and then how opportunities were reflected.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that when they first looked to develop the strategy, the internal stakeholder group put forward all the things that were linked to their professions around education, social care and vulnerable children. Some within the stakeholder group asked about the broader determinants such as jobs, homes and families. The group decided at that point to take a co-production approach using what children, young people and families had said to them. They needed to deliver all the statutory duties but what was most important were the basic things around people's wellbeing and their lives. They were looking at the action plan to see how they manage and measure deliverables. With regard to COVID, initially they thought they needed a section on COVID and a group working on COVID as this had a big impact on lives, but COVID was threaded through everything, and it needed to be considered in everything they did. When reviewing support or delivery they were thinking about the impact of COVID and what they might need to change or services or support to develop to take into account the impact COVID had had on communities.

Councillor Gunn indicated that there was nothing wrong with being ambitious it was whether it was achievable, she could see where they were going with the strategy and that they wanted to have ambition for children and young people and families in County Durham. She indicated that poverty was a thread and there was not enough in the strategy on the impacts of being in poverty. She agreed with Mrs Gunn with regard to the term fairer opportunities, as what was considered fair by one person was not by another. Everyone lived in different circumstances, but all knew that circumstances for a lot of children and families across the County were difficult and were getting worse. She referred to the recent report from the North East Child Poverty Commission and that one in three children in the North East were living in poverty. She then referred to the report sent out yesterday by the Head of Early Help, Inclusion and Vulnerable Children to Councillors around poverty issues and what the council were doing and indicated that she found it difficult to criticise and be negative, but she believed that the impact of poverty should come out more and what had been said was relevant but not made strong enough in the Strategy. Councillor Gunn commented that she liked the idea of using the Maslow's Hierarchy of Needs model and would be good visually.

Mrs Gunn indicated that the poverty context could also be used in the Maslow's Hierarchy of Needs model.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that Councillor Gunn did highlight poverty last time and they had strengthened it in the strategy but would take on board her comments that it should be potentially stronger. They were aware of the issues and

added it was about developing actions in response to this and how they could ensure poverty proofing against actions and services.

Officers referred to the fairer opportunities that was a difficult debate and the word opportunities came through from this committee. There was lots of poverty impact and was a real issue that people were worried about, and they would take on board and indicated that the poverty action plan was being consulted on and there was a planned session with the Head of Transactional and Customer Services with Committee and they were working across the different partnerships and would make sure that the information from the consultation was provided to the Head of Transactional and Customer Services. There was a role for the Children, Young People and Families Partnership Board, and they would ensure that this was reflected.

Councillor Gunn commented that it was an ambitious plan but so many things could impact on delivering the plan, funding was the main one and where that funding came from. She asked that her thanks be passed onto everyone involved in the strategy.

Councillor Hunt commented that she did not see anything in the plan with regard to bullying and mental health. She had done some work on this in her ward and bullying in schools was on the increase and had a massive impact on lots of other matters and stated that she would like to see something included on how to tackle this issue.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning thanked Councillor Hunt for her helpful comments.

Councillor Deinali asked if there would be anything to look at the impact on barriers to opportunities in terms of poor working families who did not have any opportunities as they did not have any additional income.

The Deputy Chair Children, Young People and Families Partnership and Joint Head of Integrated Commissioning responded that they did not want to replicate the work of the poverty action groups and the Children and Young Peoples' Partnership Board were looking at the impact on children and young people's health and wellbeing. In terms of specific actions, they would be looked at when the action plan is developed but it was important to get information out to families and carers on what was available for them.

Councillor Walton asked when measuring success could they ask young people what they thought of the results. She then advised members that the link to the consultation would be circulated by the scrutiny officer to ensure members had an opportunity to provide individual comments too.

Officers responded that the aim was to involve the groups and networks on the impact on an ongoing basis.

Resolved: That the draft GUiCD Strategy be received.

7 Ofsted ILACS Inspection Durham - May 2022

The Committee received a report of the Corporate Director of Children and Young People's Services which provided an overview of the outcomes of the recent Ofsted Standards ILACS Inspection of Children's Services.

The Corporate Director of Children and Young People's Services was in attendance to deliver a presentation that provided details of the outcome of the inspection; key headlines and themes; areas of improvement; children in need of help and protection feedback; children in care feedback; care leavers; impact of leaders on social work practice and next steps (for copy of the report and presentation, see file of minutes).

Members were informed that in May 2022 Ofsted carried out a three-week inspection of children's services. Seven inspectors considered evidence which included hundreds of children and young people's records, they spoke with staff, foster carers, CAFFCASS, the regional Judge and some young people who had experienced Durham County Council's Children and Young People's Services.

The Corporate Director of Children and Young People's Services advised Members that the overall judgement was rated good with one area outstanding, so they were heading in the right direction.

Councillor Hunt referred to care leavers and commented that she had personally seen a massive difference in the provision that was going in the right direction and if judged now could be outstanding. She then referred to the retention of social workers as children were saying that they were seeing a range of social workers in a short period of time. She was aware that they were looking at apprenticeships that was good and would like more information on this. She then referred to respite care and she was aware that a lot of work was to be done and they needed to be focusing on this as there was a huge need.

The Corporate Director of Children and Young People's Services responded that care leavers were a long debate with the inspectors and was borderline for outstanding as they could see what they were doing but couldn't see the impact as yet. With regard to recruitment there were a number of challenges, and an agency workforce was now operating so a number of teams were seeing staff leaving to move to work for agencies, so the vacancy rate had nearly doubled in the last year. There were not enough social workers in the system as the agencies were poaching staff then selling them back to the council for two or three times the cost. They could revisit the workforce strategy and look at what they could do differently

and that was where apprenticeships came in. They were talking to the regulator on how they could support, as new qualified social workers were going to work in agencies, there needed to be some part of the process that supported those workers, and they should have experience before moving into this area. Respite work they had some pieces of work going on, but it was not a short-term fix as those specialist staff do not exist in the system and was more nursing staff was the issue rather than social workers. A number of providers were offering services to adults but not children.

Councillor Gunn congratulated the service and commented that an inspection was a serious level of scrutiny and there was a lot of pressure placed on the service during the course of the inspection. The aim over the years was ambitious for outstanding, and she was sure that they were nearly there. One of the key areas was implementation of the social work academy in reducing the number of cases for social workers. She referred to respite care and asked if during COVID that some providers closed down and there was simply a shortage of providers now and was this across the country. Moving forward the challenges were going to be keeping the number of social workers that the council had.

The Corporate Director of Children and Young People's Services responded that it was a challenge keeping social workers and that a recruitment strategy was important. In relation to respite care, it was a regional issue in particular the number of providers. During COVID due to the risks, children did not go into respite care and a number of providers closed down, struggled to get the workforce or were working with restricted services. There were regional discussions going on to address and manage this, but the situation was worse in the North East region, services were originally limited pre pandemic and work is carried out using a regional footprint. The Corporate Director indicated that the social workers academy was a victim of its own success as it was the first in the region and other local authorities had copied so they needed to move onto the next thing to allow them to catch up.

Councillor Gunn asked if the recruitment of social workers was recognised by government as it was a national issue and if anything was in place nationally.

The Corporate Director of Children and Young People's Services responded that this year he was Vice-President of the Association of Directors of Children's Services (ADCS) and would be President in April and had been involved in lots of conversations with Senior Civil Servants and Ministers. Department for Education (DfE) and Ofsted recognised and understood the challenges and were conscious of the need to make some national changes and would expect over the next six months some national activity to start to address the problems.

Mrs Gunn commented that you could see that the number of children in care was increasing and asked if this was a result of the good work and that more children were identified as needing care.

The Corporate Director of Children and Young People's Services responded that there was an element of that due to identification and the work that they were doing with families meant that they were able to be clearer about long term sustainability and change and some children did come into care sooner. Across the country the number of children in care was increasing and research showed that this was directly linked to poverty. COVID had also had an impact but that was not seen fully yet. Some groups like respite care had seen an immediate impact, but the majority of the impact was just starting to show now, he would expect to see an increase in numbers of children in care as a result and generally the number of children in care tended to rise during economic pressures, but overwhelming research links the rise to poverty.

Mrs Gunn commented that employee costs were low and asked if this was that due to using more third parties.

The Corporate Director of Children and Young People's Services indicated that most of the workforce spend was down as they currently had their lowest number of agency social workers not because they don't need them but because they could not get them, and the cost would be double if they could get the workers.

In response to a further question from Mrs Gunn, the Corporate Director of Children and Young People's Services indicated that the spend on external placements was significant. However, increases in demand had not been followed by an increase in the supply of spaces. In a normal functioning market, you would see an increase in services as demand increased but that had not happened.

Councillor Coult thanked the team and commented that it was a fantastic result. The areas that were identified by Ofsted you were already aware of and were taking steps to address and led by example with some fantastic things and some of which had been replicated throughout the country. Services were continuing to grow. This was why it was critical that they got the Growing up in County Durham Strategy right so that they could get support for children, young people and families as quickly as possible to stop them needing to come through the system.

Councillor Reed indicated that it was a brilliant result and commented that they should have received outstanding in every area. She was pleased that they had managed to increase the number of foster homes and outlined her concerns about an area of improvement identified in the report - in respect of children going missing and the requirement to wait 30 minutes after the agreed return home time before reporting to the police and asked if they were looking at quicker response times.

The Corporate Director of Children and Young People's Services responded that children would have a safety plan individual to them if they were to go missing the plan would set out the response times. There were a range of different challenges, but they had a great partnership with the police and worked closely with the

specialist ERASE team who ensure those at particular risk are identified and addressed. He assured Councillor Reed that when there was a specific risk there was flexibility. They had protocols in place for children's homes for children who were potentially missing, and the Philomena Protocol is used to work with children at risk.

Councillor Hunt referred to the increase in numbers of children in care and asked if that attributed to the work they were doing with early intervention.

The Corporate Director of Children and Young People's Services responded that early intervention was been preventative, but it identified the need earlier. There was a balance there and an element of that, but they needed to look at the long-term trend in terms of increased care. Children's care covered a vast array and they had become better at identifying extended family and family networks through early intervention work. Children come into care in a different way and high-end care accounted for 85-90 of over 1000 children in care.

Councillor Hunt commented that even though the numbers had risen children were getting early intervention to limit the long-term damage.

The Chair asked for an update report on the Inspection Action Plan and Service Improvement Plan be brought back to the committee in 6 months to a year.

The Corporate Director of Children and Young People's Services agreed to a further report and indicated how proud he was of all the staff who had worked through COVID with some exceptional challenges and continued to be ambitious for our children and did some amazing things.

Resolved: That the report and presentation be noted, and a further report brought back to a future meeting of the committee.

Councillor J Griffiths left the meeting at 11.30 am

8 Revenue and Capital Outturn Quarter 4 2021/2022 and Forecast of Revenue and Capital Outturn Quarter 1 2022/2023

The Committee considered reports of the Corporate Director of Resources, the first provided details of the outturn budget position at the end of quarter four 2021/2022 highlighting major variances in comparison with the budget for the year. The second report provided details of the forecast outturn budget position for Children and Young People's Services highlighting major variances in comparison with the budget for the year, based on the position at the end of quarter one June 2022 (for copy of reports, see file of minutes).

The Finance Manager was in attendance to present the report.

Councillor Coult referred to page 75, paragraph 24 of the quarter four outturn report referencing the underspend on grant funding and asked if this was linked to COVID and that activities were not able to take place. She then referred to point K in relation to £489,632 contribution to Holiday Activities with Food Reserve from grant income which would be repaid to the Department for Education and asked why some of the grants reported were being paid into reserves. She then asked that given financial pressures on schools was there any schools that were close to going into a deficit position.

The Finance Manager responded that if a grant was received and not spent by the end of the financial year it was put into reserves and spent the next financial year.

The Head of Education and Skills commented that a number of the grants were received late.

The Finance Manager then indicated that the grant awarded from the DfE for holiday activities had been affected by COVID and they were unable to deliver the service, so the grant was given back but funding would be received.

The Head of Education and Skills stated that a meeting would be held on 4 October 2022 with wider education staff to look at current school budgets around the energy situation and if there was no more money or payments then they may have 40 or 50 schools that were going to be in a deficit position. They were trying to go out to schools earlier than they would, at the minute they were very nervous in particularly concerning the impacts of the pay award.

Councillor Gunn referred to the dedicated school's budget and highlighted her concerns about schools and the possibility of 40 or 50 schools in a deficit position converting to academies and asked about what happened to the deficit. The Finance Manager advised that if this were to happen then Durham County Council would carry the deficit and added that this was the worst known pressures on schools which adds pressure to Durham County Council reserves.

In response to a question from Mrs Gunn, the Finance Manager indicated that the vast majority of the £24 million shown in Appendix 2 was home to school transport.

Mrs Gunn sought clarification on the £1.9 million dedicated school grant.

The Finance Manager confirmed that it was individual school transport needs.

In response to a further question from Mrs Gunn, the Head of Education and Skills advised that a piece of work going on around the breakdown of the school transport budget and this would be shared with members.

Members discussed the Dedicated Schools Grant Centrally Retained Block in particular the High Needs and the lack of educational psychologist and

occupational therapists and that schools in Durham had been asked not to refer pupils to educational therapists as there was already too many on the waiting list.

Mrs Gunn suggested that local authorities should be employing education psychologists in years 2 or 3 of their training and look into supporting sensory processing which could have a massive impact on behaviour.

Members were advised that the council were struggling to appoint educational psychologists as there was a national limit on the number that were recruited each year and academy trusts were appointing their own.

Councillor Walton referred to schools not using the service level agreements that had resulted in the authority losing that income and asked if they were looking to stop service level agreements if they were no longer been used.

The Head of Education and Skills responded that they still sold a number of service level agreements, and 170 were income was still strong. The School Improvement Monitoring and Brokering Grant was removed which was £800,000 and its withdrawal resulted in the loss of 22 posts within education, this meant that the service were having to deliver service level agreements differently and the feedback from Head Teachers was good.

Resolved: That the overall revenue position be noted.

As Members had now considered the budget reports the Chair asked Members if they wanted to carry out task and finish work on the Medium-Term Financial Plan 13 and if so, what areas of the Children and Young People's service budget did they feel warranted further considerations.

Councillor Gunn indicated that she would not be participating in any recommendations to Cabinet on savings as shown in the minutes at the last meeting.

Councillors Andrews, Deinali and Mullholland agreed with Councillor Gunn and would also not be participating.

It was proposed that the item be considered at the end of the meeting and those who did not wish to participate could leave the meeting.

Councillors V Andrews and D Mullholland left the meeting at 11.50 am

9 Performance Management Quarter One 2022/2023

The Committee considered the report of the Corporate Director of Resources, which provided progress towards achieving the key outcomes of the Council's corporate performance framework and highlighted key messages to inform strategic

priorities and work programmes. The report covered performance in and to the end of quarter one, April to June 2022 (for copy of report, see file of minutes).

The Corporate Equalities and Strategy Manager was in attendance to present the report.

Resolved: That the overall position and direction of travel in relation to quarter one performance, the continuing impact of COVID-19 and the increased cost of living on the Council's performance, and the actions being taken to address areas of underperformance including the significant economic and well-being challenges because of the pandemic be noted.

Councillor C Varty left the meeting at 12.00 Noon

10 CAMHS Waiting Times Data

Tees, Esk and Wear Valleys NHS Foundation Trust provided a report on CAMHS waiting times for Member's information.

Members noted that due to IT issues affecting the NHS the information only gave figures up to July 2022. CAMS had indicated that the data provided in January 2023 would give a fuller picture.

Members were advised to forward any questions they may have to the Scrutiny Officer who would liaise with CAMHS for a response.

Councillors I Cochrane, S Deinali, O Gunn and S Townsend left the meeting at 12.05 pm

11 Any Other Business

Members wished to convey to Councillor Hood the former Chair of the Committee their very best wishes in his new appointment as Portfolio Holder for Adult and Health Services.

Councillor I Cochrane, S Deinali, O Gunn and S Townsend left the meeting and took no part in the discussion on the task and finish work.

Members discussed the finish and task work, and the consensus was that they wanted to undertake the task and some of the areas suggested were home to school transport and income generation by the use of school buildings. After consideration of the issues the group would pull together some recommendations that would fall into the overarching submission from the Corporate and Overview Scrutiny Management Board.

Councillor Simmons asked if she could be involved in the task group.

Resolved: The Children and Young People's Overview and Scrutiny Committee agreed to undertake the Task and Finish MTFP activity and that the areas to be considered include Home to School Transport and the potential to generate income through out of hours school buildings use.

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DURHAM COUNTY COUNCIL

CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY COMMITTEE

At a Meeting of **Children and Young People's Overview and Scrutiny Committee** held in Committee Room 2, County Hall, Durham on **Friday 7 October 2022 at 9.30 am**

Present:

Councillor J Cosslett (in the Chair)

Members of the Committee:

Councillors S Deinali, O Gunn, C Hunt, A Reed, K Rooney, S Townsend, C Varty and M Walton

Co-opted Member:

Ms A Gunn

Also Present:

Councillor P Jopling

1 Apologies for Absence

Apologies for absence were received from Councillors C Bell, I Cochrane, C Martin, A Sterling, E Waldock and Ms Evans.

2 Substitute Members

There were no substitute Members in attendance.

3 Declarations of Interest

There were no declarations of interest.

4 Any items from Co-opted Members or Interested Parties

There were no items from Co-opted Members or interested parties.

5 Annual 0-25 Family Health Service Update

The Committee considered the report of the Director of Public Health that updated Members on the 0-25 Family Health Service workforce and service delivery across County Durham (for copy of report, see file of minutes).

The General Manager 0-25 Family Health Service was in attendance to present the report and advised Members that they had just been notified that they had received a silver award for their wellbeing priority and were now aiming for gold.

Councillor Hunt congratulated the service on their silver award. She then asked what the main issue was with the recruitment of health visitors. She then asked for the wait times for an appointment at the centres given that they were no longer a drop-in facility and how were they dealing with the issues surrounding dental care for children.

The General Manager responded that there were not enough health visitors trained nationally, the funding for the health visitor training came from Health Education North East. The service always asked for as many students as they could but there was limited funding. This year the Trust submitted funding for 60 places, but they only managed to recruit 42 places. They were trying to encourage Band 5 nurses to work in the community and become health visitors but, it was a very challenging role. She highlighted, that last week the Institute of Health Visitors were filming some of the health visitors delivering more complex work in the East of Durham to show elements of their profession and the rewards. There was a national shortage of health visitors with many suffering burn out and retiring as soon as possible. With regard to wait times for an appointment the Officer advised that sessions were held most days so the wait time for an appointment should be a week at the most. They did not provide dental services, but they would assist any families that were struggling to register with a dentist.

Councillor Walton commented that the recruitment of health visitors was alarming, but she was encouraged that some work had been carried out. She indicated that staff undertaking a Band 4/5 experience was good and achieving the silver award was brilliant then asked if there was anything that members could do to support and promote the work of the service. She then referred to the virtual delivery of services and asked if this was still an option and if they could still get opticians to go into schools to offer an "outreach service".

The General Manager responded that they did continue to deliver some elements by virtual appointments, but they needed to carry out face to face visits in particular as part of the child health programme as they needed to see and interact with the child and commented that families wanted face to face visits. With regard to opticians in schools this was a commissioning decision and advised that there was currently a scheme running in special schools.

Councillor Gunn referred to dental services and how this service had deteriorated and commented that dentists used to go into schools, but that seemed to have gone and asked if they could put on any pressure to support dental inspections in schools.

The Consultant in Public Health responded that the oral health strategy was currently out for consultation, and she would share the link to the consultation with members of the committee and commented that dental services were a great challenge and the pandemic had impacted on the service. She would take back members comments to the Director of Public Health and the Health and Wellbeing Board.

Councillor Deinali referred to SEND and that it was encouraging to see focus on early intervention and asked what welfare support was offered to 19–25-year-olds who were in education and what support was offered to their families when the family benefits stopped when a child turned 19 years. She also pointed out that children with SEND could stay in education until the age of 25 years and unless you knew how to navigate the benefits system claiming support was difficult. She asked that they ensure relevant and robust information was provided for children with SEND, otherwise children were going into education without access to that support which impacted on their health and wellbeing. She asked what relevant support was in place.

The Consultant in Public Health responded that she would ask the SEND Lead to provide an example and circulate this to members of the committee.

Councillor Varty commented that it was sad that there were not as many health visitors and there was no continuity with health visitors and records needed to be kept of conversations that had taken place to alleviate the need to have to repeat to each health visitor as this was discouraging engagement with the service.

Mrs Gunn raised concerns about the vulnerable cohort of children not being reached, she acknowledged that there were school nurses in County Durham schools but what about children who resided in County Durham but had to attend schools outside of the county.

The General Manager responded that in relation to reach 100% of families were offered the service but not everyone would receive the same contact.

In relation to those children who attended school outside of the area the General Manager advised that there was reciprocal help from school nurses who work together with no boundaries. Mrs Gunn advised that there was a gap, and it was important to ensure that high risk families did not fall through it.

Councillor Gunn referred to paragraph 58 of the report and noted that five members of the team were trained to work with groups of children around emotional

regulation and indicated that there were more challenging children in schools now than before and asked if the service were reaching all schools in the county and if there was the opportunity to increase the number of staff.

The General Manager indicated that there was an expansion of the training of staff planned. They currently reached 35 of the targeted schools but she did not think they could reach the 214 primary schools in County Durham.

Councillor Gunn commented that without something in place when pupil behaviour became so challenging this could lead to an exclusion for the pupil.

The Consultant in Public Health advised that she co-chaired the Children and Young People's Mental Health Partnership and that there was an annual report and all partners worked to help build resilience. Members were advised that a report was planned for May 2023 around Children and Young People's Mental Health and Emotional Wellbeing.

Councillor Reed referred to staffing in relation to 5000 health visitor shortage and that although 15 appointments were made only 10 had stayed and asked if there were support mechanisms in place for health visitors and staff who dealt with complex issues especially around safeguarding.

The General Manager responded that there was a single point of contact for any safeguarding concerns where they could talk to a Specialist Safeguarding nurse for advice and supervision. They also had one to one supervision with line managers on a monthly basis and had a supervision model in place and the facility to talk to a manager until 8.00 pm, they also had planned wellbeing activities.

Resolved: That the contents of the report be noted.

Councillor C Varty left the meeting at 10.30 am

6 Best Start in Life Update

The Committee considered the report of the Director of Public Health that provided Members with an update of the progress made in addressing the Best Start in Life priorities and highlighted the importance of early intervention and prevention in the first 1001 critical days.

The report provided a brief update on the work undertaken to address some of the key priorities progress and challenges. It also outlined some of the next steps for improving the actions as outlined in the Best Starts in Life work plan (for copy of report, see file of minutes).

The Consultant in Public Health was in attendance to present the report. She advised that it was a multi agency report and the challenges faced in County Durham were common to all North East local authorities.

Mrs Gunn referred to breastfeeding take up and asked if there was a certain demographic where low or high take up could be identified and asked how common tongue tie was among newborns as it was not talked about. Mrs Gunn then referred to health visitors supporting breast feeding and asked if they were trained in this area and if they made assumptions or if there was an unconscious bias towards breastfeeding. She then referred to speech and language and asked if hearing was part of the assessment. Mrs Gunn then referred to the National Child Measurement Programme and commented that she was concerned of the impact on young girls who may gain puppy fat throughout their adolescence and may develop eating disorders and how this was managed.

The Consultant in Public Health confirmed there was variation in the initiation of breastfeeding and that it was higher in affluent areas and lower in more deprived areas and this was seen regionally and nationally. Members were advised that there was detailed information on breastfeeding available on the County Durham Insight website, but the reasons for the variation were complex.

The General Manager 0-25 Family Health Service indicated that staff were trained to deal with tongue tie and commented that not all tongue tie cases required a release, but the health visitor would discuss the case with the specialist nurse. Severe tongue tie would be dealt with by County Durham and Darlington Foundation Trust, however tongue tie doesn't always require a procedure but when it does this is a simple one.

She then indicated that staff undertake a lot of training on breastfeeding and worked to the UNICEF standards. Staff did not promote formula milk but did support those who were bottle feeding and advised members that staff were audited.

With regard to hearing screening the General Manager 0-25 Family Health Service advised that the newborn screening programme had been running for a number of years, the school age screening was last run in 2021 and a minimal number of children were identified with hearing loss due to the success of the newborn programme. Development reviews took place that did not carry out tests, but discussion took place and referrals made to specialists if necessary. If picked up in the speech and language checks the child would be referred to audiology.

The Consultant in Public Health referred to the national child measurement programme and advised that the programme measured children's weight and height. Parents would receive a letter advising of their child's weight and height and offering support and advice if required. She added that County Durham was

participating in MAP2, which was a web-based research pilot programme that provided support and information to parents and carers.

Councillor Jopling commented that the aftercare now received following the birth of a child had reduced over the years and new mothers were not receiving the care to encourage you to breastfeed.

Councillor Hunt agreed with Councillor Jopling that more aftercare was needed as the encouragement to breastfeed was not there.

Councillor Gunn referred to Family Hubs and asked if government funding was for 3 years and commented that the figures sounded good overall. She then asked how much funding would County Durham receive if the application to be a trailblazer was successful and would the Family Hubs be extended. Councillor Gunn then referred to paragraphs 56 – 58 of the report and highlighted the poor availability and take up of the healthy start vitamins and asked for further information and suggested that the service work with the voluntary sector as they were often at the heart of supporting children and families in communities, such as with childcare facilities. With regard to breastfeeding, Councillor Gunn suggested that there may be cultural aspects and there was not enough focus on support, she added that those who had children during COVID who did breastfeed, support was provided by friends and family and peer support was crucial.

The Consultant in Public Health responded that in relation to Family Hubs there had been significant support and members had recently received a briefing on Family Hubs and that she would ensure this was shared with members. If County Durham became a trail blazer it would attract a small amount of additional funding, but no figures were yet available. With regard to healthy start vitamins and vouchers they were developing a communications plan for eligible families, and she would feedback the member's comments regarding the voluntary sector. In relation to breastfeeding there was lots of discussion, which was positive, but the issue was complex and multi-faceted, there was support for women and there was work planned to understand cultural norms including womens perceptions of breastfeeding. Breastfeeding was better for the child and the mother and cheaper.

Councillor Walton referred to unintentional injuries and that the figures for County Durham were higher than the national figures, but they did seem to come down prior to COVID and asked what the main driver was for those figures to come down.

The Consultant in Public Health indicated that these were quite complex and there was different factors at work, but the recent trend was narrowing the gap, their systematic approach to awareness training of staff was one of the impacting factors but was not definitive but it was encouraging that work was going in the right direction.

Councillor Reed referred to Family Hubs and asked if there was support available for those who spoke a different language.

The Consultant in Public Health indicated that educational services provided a lot of support in schools, she would take the question back in relation to family hubs.

Resolved: (i) That the contents of the report be noted.

(ii) That the opportunities to work collaboratively and further explore opportunities to meet the needs of children and young people as early as possible be promoted.

Councillor P Jopling left the meeting at 11.08 am

7 Child Poverty

The Committee considered the report of the Corporate Director of Children and Young People's Services that provided Members on the progress of the Child Poverty Working Group (CPWG) in addressing the impact of poverty on children, young people and their families in County Durham since the last update in January 2022 (for copy of report, see file of minutes).

The Social Inclusion Operations Manager and Research and Consultation Officer were in attendance to present the report and deliver a presentation (for copy of presentation, see file of minutes).

The presentation provided Members with details of the vision for the Child Poverty Working Group and a demonstration of the Durham Insight web site that provided access to information, data and research about what it is like to live in County Durham. Members were also provided with details of the priorities, additional support and next steps.

The Research and Consultation Officer provided members with a demonstration of the data held on Durham insights website. The poverty dashboard provided information relating to child poverty, free school meals eligibility, universal credit, household income and deprivation 2019. Members were advised that the current cost of living crisis would not be captured until March 2023 and not be reflected in the data until spring 2024. Members learned that free school meals eligibility linked to the deprivation data and indicated that 29.6% of pupils in County Durham were eligible for free school meals but only 75% of those eligible were actually taking a free school meal.

Councillor Gunn thanked officers for a detailed report and made a number of comments on the child poverty situation and congratulated staff on the work done to enhance the lives of children and families across County Durham. She applauded the partnership work with the voluntary sector and indicated the levelling up was not just about infrastructure but was also about children and families and

creating situations where they can have aspirations. She suggested that grants be provided to children and provided details of a child that was part of the British Team for Taekwondo, but he had to subsidise this himself and a grant would be helpful.

Councillor Townsend referred the data around the cost of living crisis that would not be shown until 2024 and the statistics were getting worse. She stated that child poverty had increased by 3% across County Durham from 2019 to 2021 and it was clear from the data that more children were living in child poverty than in previous years and some areas of the county had consistently higher levels of child poverty. Children with special educational needs and disabilities were representative in those child poverty measures, and it was important that all members knew and heard those facts and tried to do what they could and asked if there was a message that councillors could give to MPs.

The Member was advised that the Officer would get back to her with regard to lobbying on poverty. She then advised that the Department of Education did not want to fund holiday activities during half term holidays, but she would take this away and have a broader conversation.

In response to a question from Councillor Walton on why there was a lag in the data, the Officer indicated that it was a national data set that needed to be processed and was not the Council's data.

Councillor Hunt indicated that the cost of childcare swallowed up any additional income, the current childcare offer was for thirty hours and if parents wanted to be proactive and work longer could Durham County Council look at increasing the childcare offer for families who wanted to work full time but found it difficult to fund.

The Officer responded that she would take Councillor Hunt's comments back.

Mrs Gunn commented that some parents could and may wish to contribute to some of the activities provided.

The Officer responded that the facilities were fully inclusive, and they used the data to target areas where free school meals were provided but every child had access to the fun with food programme activities.

Resolved: That the contents of the report be noted.

Councillors O Gunn and S Townsend left the meeting at 11.55 am

8 Corporate Parenting Annual Report

The Committee considered the report of the Chair of the Corporate Parenting Panel that presented the Corporate Parenting Panel Annual Report 2021-22, a copy of which had been circulated (for copy of report, see file of minutes).

The Annual Report 2021-22 was endorsed by Cabinet at its meeting on 14 September 2022 and was presented to Council on 21 September for information.

Councillor Walton, Vice-Chair of Corporate Parenting Panel was in attendance to present the report and thanked officers from the Corporate Parenting Panel along with all of the young people who made the Annual Report possible.

There's was a wide range of work taking place across the board to support the children and young people in the county's care, as well as care leavers.

She alluded to some of the 2021-22 achievements, and were particularly proud of, including college bus pass deductions no longer being taken from care experienced young people's bursaries at New College Durham.

In addition, all care experienced young people in County Durham who were in years 12 and 13 had been awarded an 'all time top up bus pass' to use anytime, not just when they're going to college. Further discussions around access to public transport were continuing into 2022/23, as this continued to be a challenge for care leavers.

Although the recent Ofsted inspection fell outside of the Annual Report timeframes, Ofsted noted the Corporate Parenting Strategy as ambitious.

Work was continuing to address the 2022-23 priorities identified in the annual report, which included personalised care, staff in Children's Homes and Foster Carers, and Family Time and she looked forward to providing a progress update in the next annual report. Throughout the year they continued to meet with young people from the children in care council, who hold the council to account on the progress they were making against these priorities.

Luke, one of the young people from the Children in Care Council attended Council on 21 September to present the Annual Report, and he did a fantastic job. It made her very proud to see young people's confidence and knowledge grow, and to see them go from strength to strength.

The quote on the front of this year's Annual Report 'children are like boats and just need a little bit of guidance to go down the right path' and the Corporate Parenting Panel helped to promote that the county's young people were more than 'children in care' they were young people with a range of skills, abilities and talents.

She thanked everyone involved in the work of the Corporate Parenting Panel and presented the Corporate Parenting Panel Annual Report for 2021-22.

Resolved: That the contents of the Corporate Parenting Panel Annual Report be noted.

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**Children and Young People's
Overview and Scrutiny
Committee**

14 November 2022



**Support for Young People
who are Not in Education,
Employment or Training**

**Report of John Pearce, Corporate Director Children and Young
People's Service**

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 The purpose of the report is to provide members of the Children and Young People's Overview and Scrutiny Committee with information on programmes available to support young people into employment, education and training in County Durham.

Executive Summary

- 2 Young people who are NEET (not in Education, Employment or Training) can access support through DurhamWorks, which is a brand name for a number of programmes that are available for young people who are NEET or at risk of becoming NEET.
- 3 Figures for County Durham show there are 579 young people aged 16-17 who are NEET which equates to 5.2% of an overall cohort of 11,170 young people (June 2022). Of the figure of 579 young people who are NEET, 424 are available to the labour market and 155 are not available to the labour market. There are 73 young people whose education, employment or training destination is Not Known, which equates to 0.7% of the overall cohort of 16-17 year olds.
- 4 DurhamWorks is a £12 million programme to support young people aged 16 -24. The preventative element – DurhamWorks Programme for Schools supports young people aged 15 -16 who are identified at risk of becoming NEET to make a successful transition into post 16 education, employment and training. The re-engagement element – DurhamWorks supports young people aged 16 -24 who are NEET with transitional support, opportunities to obtain qualifications in English or maths and

access a range of provision to support their progression into education, employment and training.

- 5 DurhamWorks3 supports vulnerable young people and is focused on securing employment for young people within a defined timeframe thus making employer engagement activity a key feature of this programme. DurhamWorks Futures supports young people in identified vulnerable groups as young people in these specific cohorts are more at risk of experiencing significant labour market disadvantage than their peers, there is a focus on providing intensive support in order to develop motivation, confidence and work ready skills.
- 6 DurhamWorks Futures is a £1.23m programme funded through the Youth Futures Foundation to support 290 young people. This is being delivered to young people in identified vulnerable groups, including those who have previously received a Social Care intervention, those identified as SEN Support in school, those who have previously been excluded from education, and those who have previously attended alternative education.
- 7 DurhamEnable is a supported employment service for individuals who have learning, physical or mental health barriers. It is for individuals aged 18 and above who are unemployed or inactive with an aim to support individuals to obtain a job in the labour market that is paid at a prevailing wage.

Recommendations

- 8 Members are asked to note and comment upon the information provided within this report and the accompanying presentation.
- 9 That the Children and Young People's Overview and Scrutiny Committee continues to receive further progress reports on participation in learning and programmes available to support young people into employment, education and training in County Durham.

Background

- 10 Children and Young People's Overview and Scrutiny Committee agreed its work programme at its meeting on 7 July 2022. Included within the work programme is an item providing detail and information on the support provided by Durham County Council and Partners to help young people into employment, education, or training.
- 11 In accordance with that decision, arrangements have been made for Helen Radcliffe, Strategic Manager: Progression and Learning, to attend a meeting of the committee to provide members with the information they have requested. As this is a cross cutting area of work with the Economy and Enterprise Overview and Scrutiny Committee,

members of that committee have been invited to attend the meeting for consideration of the item.

- 12 Helen Radcliffe will deliver a presentation that will focus on the current situation regarding young people who are NEET (Not in Education, Employment or Training) in County Durham and programmes that are available to support young people. Helen will also provide an update on DurhamEnable, which is a supported employment service for individuals who have disabilities.
- 13 There are 579 young people aged 16-17 who are NEET in County Durham, which equates to 5.2% of the overall cohort of 11,170 young people (June 2022). There are 73 young people whose education, employment or training destination is Not Known, which equates to 0.7% of the overall cohort of 16-17 year olds.
- 14 Young people who are NEET in County Durham can access support through DurhamWorks. This is the brand name for a number of programmes that are available for young people who are NEET or are at risk of becoming NEET.

Participation in Learning

- 15 The following table shows the current performance in relation to the proportion of 16-17 year olds in County Durham who are participating in learning, the proportion who are NEET, and the proportion whose education, employment or training destination is not known compared to regional, national and statistical neighbour averages.

16-17 year olds	County Durham	North East	England	Statistical Neighbours
Participating in Learning	89.7%	90.5%	92.4%	91.2%
NEET	5.2%	4.9%	2.8%	4.2%
Not Known	0.7%	1.2%	2.0%	1.1%
NEET + Not Known	5.8%	6.1%	4.8%	5.3%

Department for Education: Local Authority Client Caseload Information System, June 2022.

- 16 The overall 16-17 cohort in County Durham is 11,170 and the number of 16-17 year olds who are NEET is 579. Of these, 424 are available to the labour market and 155 are not available to the labour market. The number of 16-17 year olds whose education, employment or training destination is not known is 73. Data from June 2022 has been used for the purpose of this report because the 16-17 year old cohort is more stable at this point during the academic year.

- 17 The following table shows the trend in participation in learning of 16-17 year olds in County Durham across the previous three years. This covers the period during which the labour market was significantly affected by the impact of the COVID-19 pandemic. Changes witnessed during this time included an initial increase in the proportion of young people participating in full-time education combined with a decrease in the proportion of young people in employment-based destinations, including Apprenticeships. However, this situation has now reversed, with an increasing proportion of young people in employment-based destinations, including Apprenticeships and jobs without training.

	June 2022	June 2021	June 2020	June 2019
Participating in Learning	89.7%	89.2%	90.5%	89.6%
NEET	5.2%	5.8%	5.0%	5.5%
Not Known	0.7%	0.6%	0.7%	1.4%
NEET + Not Known	5.8%	6.4%	5.7%	7.0%

Department for Education: Local Authority Client Caseload Information System

- 18 The following table shows the proportion of 16-17 year olds in County Durham undertaking an Apprenticeship, compared to regional and national averages across the previous three years. This illustrates the fact that an increasing proportion of young people are in employment-based destinations.

	June 2022	June 2021	June 2020	June 2019
County Durham	8.5%	5.5%	6.8%	7.8%
North East	7.6%	6.0%	6.9%	7.6%
England	4.7%	4.1%	5.1%	5.8%

Department for Education: Local Authority Client Caseload Information System

Programmes to support young people

- 19 As outlined in a previous Briefing Note ('DurhamWorks and Participation in Learning', March 2022), funding was successfully secured from ESF / Youth Employment Initiative, as well as the Youth Futures Foundation to develop and continue support for young people through DurhamWorks. As a result, there are currently three programmes in County Durham: DurhamWorks, DurhamWorks 3, and DurhamWorks Futures. These are led by Durham County Council and are being delivered in conjunction with partner organisations.

DurhamWorks

- 20 DurhamWorks is a £12m programme to support 6,900 young people aged 15-24. This consists of a preventative element (DurhamWorks Programme for Schools), as well as a re-engagement element (DurhamWorks).
- 21 DurhamWorks Programme for Schools supports young people aged 15-16 who are identified as being at risk of becoming NEET, to make a successful transition into post-16 education, employment and training. Young people identified as vulnerable are prioritised, including: young people who have SEND (with an Education, Health and Care Plan), young people who are Looked After, young people who are supported by the Education Health Needs Team, Young Carers, young people who are supervised by the Youth Justice Service, as well as young parents.
- 22 DurhamWorks Programme for Schools is delivered in identified mainstream secondary schools, special schools, as well as alternative education provision. There is a focus on schools located in geographical areas that traditionally have higher than average rates of young people who are NEET, as well as schools that have a high proportion of young people identified as vulnerable.
- 23 Young people who are engaged in the Programme receive a combination of careers guidance, one-to-one mentoring support, as well as the opportunity to participate in a range of activities that are focused on transition support, improving motivation, and Work Related Learning and Enterprise. Delivery of these activities are supported by Business Ambassadors, who are volunteers from local businesses and organisations.
- 24 Funding has recently been secured from the Poverty Action Group to embellish the support provided to vulnerable young people at school who are at risk of becoming NEET through a new Work Places Programme. This will provide opportunities for young people in Year 10 and Year 12 to gain a valuable insight into the world of work and find out about the skills and aptitudes that employers value through bespoke visits to work places. They will learn about specific employment sectors, different job roles within those sectors, as well as recruitment processes. They will also spend time with employees to find out about their pathways into work, in order to show them that employment is an achievable goal.
- 25 The re-engagement element (DurhamWorks) is supporting young people aged 16-24 who are NEET. Young people who are engaged with the DurhamWorks Programme receive transition support, the opportunity to obtain English and maths qualifications, as well access to

a range of provision to support their progression into education, employment and training.

- 26 In terms of performance, 2,724 young people have been supported through DurhamWorks so far, of which 2043 have been engaged by the DurhamWorks Programme for Schools and 681 have been engaged by the DurhamWorks re-engagement element. Overall, 859 young people have successfully progressed into education, employment or training.

DurhamWorks 3

- 27 DurhamWorks 3 is a £4.0m programme to support 1,191 vulnerable young people, including those who have SEND, are Looked After/Care Leavers, accessed Social Care interventions, young parents, were excluded from education and/or accessed Alternative Education, are offenders/at risk of offending, young carers, as well as those with mental health issues. DurhamWorks 3 is focused on securing employment outcomes for young people within a defined timeframe. Therefore, employer engagement activity is a key feature of the programme.
- 28 DurhamWorks 3 has engaged 304 young people so far. Of these, 25 young people have progressed into employment and one young person has progressed into education or training.

DurhamWorks Futures

- 29 DurhamWorks Futures is a £1.23m programme funded through the Youth Futures Foundation to support 290 young people. This is being delivered to young people in identified vulnerable groups, including those who have previously received a Social Care intervention, those identified as SEN Support in school, those who have previously been excluded from education, and those who have previously attended alternative education. As young people in these specific cohorts are more at risk of experiencing significant labour market disadvantage than their peers, there is a focus on providing intensive support in order to develop motivation, confidence and work ready skills.
- 30 As the Youth Futures Foundation is a new source of funding for County Durham, there is a strong emphasis on evaluation, in order to test the effectiveness of the support model. To this end, there is an initial target to engage with 150 young people who will form part of the formal evaluation of the programme. So far, 96 young people have been engaged by DurhamWorks Futures. Of these, 5 young people have progressed into employment.

Challenges

- 31 There are a number of inter-related challenges that are impacting on participation in learning and the number of young people who are NEET, as well as the performance of current DurhamWorks Programmes. These include increased levels of economic inactivity, with mental health being a significant factor; an increasing number of young people who are entering jobs with no training (as referenced in paragraphs 11 and 12), which tend to be lower paid, insecure and potentially more at risk of future economic downturn in the economy; as well as an increasing proportion of young people who are unwilling to engage with programmes such as DurhamWorks and / or support offered through DWP Jobcentre Plus.
- 32 In order to mitigate against some of these challenges, a number of measures have been put in place, including new methods of engaging young people, establishing routeways into specific employment sectors that are experiencing labour shortages and have opportunities available, including Apprenticeships and jobs with training; signposting to financial support for young people and their families who are experiencing hardship in order to remove barriers to progression into learning, including a DurhamWorks Flexible Fund; as well as creating a team of mental health employment practitioners to support young people and adults who are identifying mental health as a factor that is preventing them from accessing the labour market.

DurhamHELP

- 33 Durham County Council has recognised the need to support individuals whose mental health is acting as a barrier to them from progressing into employment. As a result, a team of three Mental Health Employment Practitioners, funded through Public Health, have been appointed and are supporting individuals who are engaged with DurhamWorks, DurhamEnable, and Employability Durham. This support is called DurhamHELP.
- 34 DurhamHELP supports individuals aged 16 and above who are experiencing mental health issues and are seeking employment, training, and/or volunteering opportunities. The role of the Mental Health Employment Practitioner is to assess the needs of the individual, support them in overcoming their mental health issue, build their resilience and signpost them to appropriate services. They also offer advice, support, and training to staff and act as a link between employers and individuals to identify any barriers, create reasonable workplace adjustments and promote positive change.
- 35 The Mental Health Employment Practitioners deliver evidence-based psychological interventions that support individuals to manage their mental health and make positive changes. The interventions last for

approximately 12 weeks and are delivered either in person or online. Each Mental Health Employment Practitioner will hold a caseload of around 60 individuals per year, across a two year period. This will result in 360 individuals being engaged and supported. To date, they have worked with 73 individuals of whom 31 have been under the age of 25.

DurhamEnable

- 36 DurhamEnable is a Supported Employment Service for individuals who have learning, physical and/or mental health barriers. The Service received £3.6 million of ESF funding to support 900 County Durham residents to move into or closer to employment.
- 37 DurhamEnable is for individuals aged 18 and above who are unemployed or inactive and included in the categories below (recognising that many people may be included into more than one category):
- Eligible/potentially eligible for Adult Social Care support
 - Learning Disability and/or Autism
 - Disability – physical/sensory
 - Those with primary/Low Level Mental Health support needs
 - Hold or previously held an EHCP/Statement.
- 38 DurhamEnable's aim is to support individuals to obtain a job in the labour market that is paid at the prevailing wage. The Service engages, places and provides longevity of support to individuals and employers. The expectation is that the Service gradually 'fades' support out of the workplace as both the employer and individual become confident and comfortable. This longevity of support, following successful recruitment into work, ensures that individuals have continuous access to flexible support until they are able to sustain their employment.
- 39 The service has supported 364 people to date of whom 67 have progressed into employment across a wide range of employers across County Durham. 162 participants have been between the ages of 18 and 25 (44.5%).
- 40 The Service has recently been successful in achieving accreditation by the British Association of Supported Employment (BASE) for the national Supported Employment Quality Framework.
- 41 Durham County Council has been successful in securing funding through the Government's Local Supported Employment Initiative. It is one of 24 local authorities that will receive grant funding across the next three years to provide support to individuals with learning disabilities, autism or both to move into competitive employment and provide the help they need to maintain that employment. As a result, 100 individuals will be supported between November 2022 and March 2025.

They will receive extensive one-to-one Job Coaching, using the five stage BASE accredited supported employment model.

Conclusion

- 42 This report has provided the latest information regarding participation in learning in County Durham, compared to regional, national and statistical neighbour averages. It has also provided information about programmes that are available to support young people into education, employment or training through DurhamWorks, DurhamEnable and DurhamHELP. The report also highlights some of the existing challenges that are impacting on participation in learning.

Background papers

- 43 None

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Appendix 1: Implications

Legal Implications

Not applicable

Finance

ESF funding for DurhamWorks, DurhamWorks 3 and DurhamEnable ends on 31st December 2023. Youth Futures Foundation funding for DurhamWorks Futures also ends on 31st December 2023. Funding for DurhamHELP ends on February 2024.

Consultation

Not applicable

Equality and Diversity / Public Sector Equality Duty

Current employment programmes are focussed on support for groups with protected characteristics or the most vulnerable. These include young people, women returners, over 50s, ex-offenders and those with a disability.

Human Rights

Not applicable

Climate Change

Not applicable

Crime and Disorder

Not applicable

Staffing

Not applicable

Accommodation

Not applicable

Risk

The ending of funding in December 2023 generates significant risk. Without further funding, the contraction of delivery will reduce the support available to young people who are NEET, at risk of becoming NEET and young people and adults with disabilities. The Council will lose considerable staff expertise, knowledge and experience at strategic and operational level.

Procurement

Not applicable

Support for Young People who are NEET

Children and Young People's OSC

14th November 2022

Helen Radcliffe, Strategic Manager: Progression and Learning



Introduction

- Overview of participation in learning
- Programmes to support young people
- Programmes to support those with disabilities
- Challenges
- Actions

Participation in Learning

Comparative Data

16-17 year olds	County Durham	North East	England	Statistical Neighbours
Participating in Learning	89.7%	90.5%	92.4%	91.2%
NEET	5.2%	4.9%	2.8%	4.2%
Not Known	0.7%	1.2%	2.0%	1.1%
NEET + Not Known	5.8%	6.1%	4.8%	5.3%

Department for Education: Local Authority Client Caseload Information System, June 2022

- Overall 16-17 cohort in County Durham - 11,170
- Number of 16-17 year olds who are NEET – 579 (5.2%)
- Of these - 424 are available to the labour market, 155 are not
- Number of 16-17 year olds whose education, employment or training destination is Not Known is 73 (0.7%).

Participation in Learning

Trends

	June 2022	June 2021	June 2020	June 2019
Participating in Learning	89.7%	89.2%	90.5%	89.6%
NEET	5.2%	5.8%	5.0%	5.5%
Not Known	0.7%	0.6%	0.7%	1.4%
NEET + Not Known	5.8%	6.4%	5.7%	7.0%

Department for Education: Local Authority Client Caseload Information System.

- Covid-19 witnessed an initial increase in young people participating in full-time education – ‘safe haven’
- However, there is now an increasing number of young people in employment-based destinations, including Apprenticeships and jobs without training.

Participation in Learning

Apprenticeships

16-17 year olds	June 2022	June 2021	June 2020	June 2019
County Durham	8.5%	5.5%	6.8%	7.8%
North East	7.6%	6.0%	6.9%	7.6%
England	4.7%	4.1%	5.1%	5.8%

Department for Education: Local Authority Client Caseload Information System

Programmes to support young people



	DurhamWorks 3	DurhamWorks (incorporating DurhamWorks Programme for Schools)	DurhamWorks Futures
Value	<ul style="list-style-type: none"> £4m ESF 1,191 starts 	<ul style="list-style-type: none"> £11.9m ESF 6,900 starts 	<ul style="list-style-type: none"> £1.2m YFF 290 starts (of which 150 are part of formal evaluation)
Priority Groups	<ul style="list-style-type: none"> 16 -24, absolute NEET and from vulnerable groups: SEND (EHCP), SEN Support, Looked After/Care Leavers/accessed Social Care interventions, teenage parents, excluded from education and/or accessed Alternative Educational, offenders/ex offenders/at risk of offending, young carers, those with Mental Health Difficulties 	<ul style="list-style-type: none"> 15 - 16 in education and at risk of NEET. 16 - 24 re engagement : NEET, disadvantaged, young parents, those on a zero hour contract. 	<ul style="list-style-type: none"> Absolute NEET and from specific vulnerable groups: Social Care intervention, SEN Support, exclusions from education, attended Alternative Education provision.
Delivery Partners	DCC as lead partner with Groundwork and Springboard.	DCC as lead partner with Groundwork, Cornforth and New College Durham.	DCC as lead partner with Groundwork

Programme Features

Activity mapping	DWPFS	DD Re-eng	DW3	DWF (YFF)
Employer grant	N/A	N	Y	Y
Volunteering	N/A	Y	Y	Y
Peer mentoring	N/A	N	Y	Y
Job Tasters	N/A	Y	Y	Y
Work Exp	N/A	Y	Y	Y
School prevention 1:1 mentoring	Y	N/A	N/A	N/A
Work related learning activity	Y	N/A	N/A	N/A
School prevention group work	Y	N/A	N/A	N/A
Post 16-transition support	Y	Y	Y	Y
Accredited Maths & English delivery (*ESF req'd result)	N/A	Y*	Y	N
Self employment support	N/A	Y	Y	Y
Pre-apprenticeship/traineeship provision	N/A	Y	Y	N
Subcontracted sector routeways	N/A	Y	Y	Y
Independent travel training	Y	Y	Y	Y
Job creation	N/A	Y	Y	Y
Barriers Fund	Y	Y	Y	Y
Intermediate Labour Market offer	N/A	N	N	Y

Programmes to support people with learning, physical or mental health needs



- Nationally accredited Supported Employment Service to help people with significant disabilities to secure and retain paid employment
- £3.6m ESF funding to support 900 adults
- Target Group: 18+ eligible for Adult Social Care support, Learning Disability and/or Autism, Disability – physical/sensory, Mental Health difficulties, previously held an EHCP/Statement
- Additional softer outcomes include independence and improved wellbeing.



- Support for participants on DurhamWorks, DurhamEnable and Employability Durham's ESF programmes who are experiencing mental health issues which are proving a barrier to their successful progression into employment, training or volunteering
- Public Health funding to support 360 individuals.

Challenges

- Buoyant labour market however increasing numbers of young people entering jobs with no training - lower paid, lower skilled, insecure and more at risk of future economic downturn.
- Higher levels of economic inactivity – mental ill health a significant factor.
- Young people unwilling to engage with programmes such as DurhamWorks and/or support offered through DWP Jobcentre Plus
- Future funding.

Actions

- New methods of engaging young people.
- Establishing routeways into specific employment sectors that are experiencing labour shortages.
- Signposting to financial support for young people and their families, including a DurhamWorks Flexible Fund.
- Creating DurhamHELP to support young people and adults where mental ill health is a factor that is preventing them from accessing the labour market.

Children & Young People's Overview & Scrutiny Committee

14 November 2022

School Funding Update



Report of Paul Darby, Corporate Director of Resources

Purpose of the Report

- 1 The report accompanies a presentation to Durham County Council's Children and Young People's Overview and Scrutiny members on school funding in Durham.

Executive summary

- 2 There are currently 164 maintained schools and 100 academies in the county, including 211 mainstream primary and 30 mainstream secondary.
- 3 The other schools are for Early Years, post-16, special schools or alternative provision schools.
- 4 These schools provide education for 74,000 pupils and students.
- 5 Most funding is provided through the Dedicated Schools Grant (DSG), which for the current year (2022-23) totals £469 million.
- 6 Funding is notionally split into Blocks, of which the largest is the Schools Block, (£353 million), which funds mainstream primary and secondary schools through a funding formula.
- 7 Maintained Nursery Schools are funded through a combination of Early Years formula funding and supplementary funding, (£4.6 million in 2022-23).
- 8 Mainstream primary and secondary schools and academies receive most of their funding through a local funding formula, funded by the Schools Block. Local formulas are set by local authorities and are expected to be replaced by the national formula in the next few years.
- 9 The formula uses a number of different factors to allocate funding, including factors that are pupil-led, school-led and premises-led. Details of the current formula are included in Appendix 2.

- 10 The formula allocates most funding according to pupil numbers and needs, and very little funding is allocated on the basis of cost.
- 11 The funding formula uses data, including pupil numbers, from the preceding October school census and is not updated during the year.
- 12 The DfE encourages local authorities to align local formulas to the National Funding Formula (NFF), but the way in which funding is allocated to local authorities means that it is not usually possible to align formulas exactly.
- 13 The formula in Durham is closely aligned to the NFF.
- 14 In addition to formula funding, some maintained schools also receive protection through the Minimum Funding Guarantee, but this protects schools from changes arising from changes in the formula, not from falling rolls.
- 15 The Schools Block of the DSG also includes an allocation in respect of growth, to allow for where new schools are growing and other schools are expanding to meet a basic need for places.
- 16 The DfE hopes to replace local formulas with the NFF in the next few years and there will be consequential changes affecting some areas of mainstream school funding.
- 17 Funding for pupils with Special Educational Needs and Disabilities (SEND) is provided in the form of:
 - (a) Place funding for special schools and specialist units in mainstream schools (£27.8 million in 2022-23).
 - (b) Top-up funding, mainly for mainstream schools for pupils with SEND provision costing more than £6,000 per year (£17.4 million).
 - (c) Targeted support for mainstream schools which are spending more than would normally be expected on SEND provision (£169,000).
 - (d) Alternative Provision funding for a school teaching pupils who have been, or are at risk of being, permanently excluded from other schools (£8.7 million).
- 18 Other significant funding streams are:
 - (a) Post-16 funding, provided by the DfE for schools with sixth forms (£11 million).

- (b) Pupil Premium, to support disadvantaged pupils (£15.5 million).
- (c) Specific grants for PE and Sport, Universal Infant Free School Meals, cost pressures and recovery from the pandemic (£12.1 million).

Recommendation(s)

- 19 Children and Young People's Overview and Scrutiny Committee are recommended to:
- (a) note the contents of the report; and
 - (b) provide comment to inform future priorities.

Background

- 20 There are currently 264 publicly funded schools and academies in the county:

Phase of education	Early Years	Mainstream Primary (KS 1&2)	Mainstream Secondary (KS 3&4)	Post-16 (KS 5)	Special / Alternative Provision	Total
Maintained	11	138	5	1	9	164
Academies	-	73	25	-	2	100
Total	11	211	30	1	11	264

- 21 Maintained schools are part of the council but have delegated responsibilities for most areas of activity, including revenue budgets and the appointment of staff. Most funding for these schools is from the Dedicated Schools Grant.
- 22 Academies are independent of the council and most of their funding is provided by the Education and Skills Funding Agency, (part of the DfE). Academies are governed by trusts, which are companies limited by guarantee. Some of the older trusts manage a single academy, but most trusts manage several academies.
- 23 For the purposes of this report, references to schools should be taken to refer to both schools and academies.
- 24 The 11 Early Years (EY) schools in the table are Maintained Nursery Schools (MNS).
- 25 Mainstream primary and secondary schools provide for pupils with and without Special Educational Needs and Disabilities (SEND) but may also include specialist places for pupils with SEND, nursery units for EY pupils and sixth forms for post-16 students.
- 26 For clarity, references in this report to mainstream schools refer to mainstream primary and secondary schools but note that there are also primary and secondary special schools, and that MNS are also mainstream schools.
- 27 The post-16 school is Durham Sixth Form Centre.
- 28 Special and alternative provision schools are for pupils who are not in mainstream education:
- (a) Special schools educate pupils with SEND

- (b) Alternative provision is for pupils who have been permanently excluded or who are at risk of permanent exclusion.

29 These schools provide education for around 74,000 pupils including:

- 4,000 EY pupils (900 in MNS)
- 39,000 primary pupils (500 in special schools)
- 27,000 secondary pre-16 pupils (900 in special schools and 150 in alternative provision)
- 4,000 post-16 students (100 in special schools)

Dedicated Schools Grant

30 Most of the funding for schools is provided through the Dedicated Schools Grant (DSG). This is an annual grant and is split into several blocks. The current allocation for the current financial year is shown in the table below:

	Gross £ million	Recoupment £ million	Net £ million
Schools Block	353.009	196.333	156.676
Central School Services Block	2.860	-	2.860
High Needs Block	80.427	3.958	76.470
Early Years Block	32.919	-	32.919
Total	469.215	200.290	268.925

31 The recoupment column shows the amounts recovered from the DSG by the Education and Skills Funding Agency (ESFA). The recouped funding is used to fund academies for funding streams that are paid directly to academy trusts by the ESFA.

32 The Schools Block provides for formula funding for mainstream schools. The Central School Services Block contributes towards the cost of services to schools provided by the council. The High Needs Block funds SEND provision, and the Early Years Block funds EY provision, including funding for MNS and nursery units in primary schools.

33 Funding for the Schools Block is ring-fenced for mainstream schools and can only be transferred to other blocks with the approval of the Schools Forum or the Secretary of State for Education. In the past the Forum has refused to approve requests to transfer funding to the High Needs Block and the council has not sought to transfer funding since

2018. Funding can be transferred from the EY Block, subject to consultation and compliance with a requirement to distribute a minimum of 95% of funding for 3- to 4 year-olds to EY providers. Funding can be transferred from other blocks subject to consultation with the Schools Forum.

Early Years

- 34 MNS are funded through a combination of the Early Years National Funding Formula (EYNFF) and supplementary funding. Other providers of EY provision,(primary schools with nursery units and providers in the Private, Voluntary and Independent sector), are also funded through the EYNFF. In some circumstances, EY providers can also receive funding for pupils with SEND.
- 35 Supplementary funding is intended to recognise that MNS have additional costs compared to other providers, including a headteacher and employing qualified staff.
- 36 For the current year, forecast funding for MNS through the EYNFF and supplementary funding is £4.6 million.

Mainstream Primary and Secondary

- 37 Most of the funding for these schools is determined by a funding formula, but they also receive funding for nursery units, SEND and post-16, as well as other grants, the latter including Pupil Premium.

Mainstream funding formula

- 38 The funding formula is used to allocate DSG Schools Block funding to schools and is set locally, but within tightly defined parameters set by the DfE. The DfE intends to replace local formulas with the National Funding Formula (NFF) by no later than the 2027-28 financial year. This is known as direct NFF and means that funding will be determined at national level. Currently the NFF is only used in determining allocations to the Schools Block.
- 39 A summary of the current formula is shown in the table in Appendix 2. Note that nearly 90% of funding is allocated through the basic amount per pupil and other pupil-led factors. This means that funding is sensitive to changes in pupil numbers, and is in line with the NFF, which seeks to maximise the extent to which funding follows pupils. Note also that most funding is not linked to costs; this only applies to premises factors, which amount to less than 2% of funding through the formula.
- 40 The table shows the amounts allocated to individual formula factors, including the numbers of eligible pupils. Pupil numbers and the numbers of pupils who attract additional needs funding were provided by the DfE

and were taken from the October 2021 schools census and include pupils in both maintained schools and academies.

- 41 The numbers shown in the 'Pupils / eligible pupils' column are the numbers used for the formula and are not necessarily a whole number for the following reasons:
- (a) The number of primary pupils includes a part-year adjustment for growth funding.
 - (b) The numbers for additional needs, such as deprivation, are based on the proportion of pupils in a school recorded as being eligible. Proportions are based on pupils for whom data is available and the proportions are then applied to the total number on role.
 - (c) For the lump sum, this column shows the number of schools that received a lump sum. The number for secondary is not a whole number because of an enhanced lump sum paid to one of the schools (Durham Community Business College) following a merger.
- 42 The amounts shown in the 'Factor values' column are the amounts of funding that each pupil, or eligible pupil, or school, attracts through the formula.
- 43 The data from the October school census is not updated for in-year changes. This means that schools do not receive additional funding when they admit pupils, but equally, do not lose funding when pupils leave. This is known as lagged funding and the length of the lag is different for maintained schools and academies because the formula applies from the start of their financial year, which is 1 April for maintained schools and 1 September for academies:
- (a) For maintained schools, the lag is seven months (October to April).
 - (b) For academies, the lag is eleven months (October to September).
- 44 Formula allocations for maintained schools are distributed to schools by the council as their budget shares. Academies receive a General Annual Grant from the ESFA, which is based on the local formula and incorporates the amounts recouped from the council, but includes other funding as well.
- 45 The ESFA encourages local authorities to align their local formulas as closely as possible to the NFF, which Durham does, but the way that Schools Block allocations are determined means that the funding available is either more or less than would be required to replicate the

NFF exactly. In Durham the factor values for the pupil-led factors are adjusted to make the total allocated equal to the funding available. For the current year, the pupil-led factor values in the local formula in Durham are 0.66% above the NFF values. Setting values in this way is part of the council's policy of aligning the local formula to the NFF, to reduce turbulence when the direct NFF replaces local formulas. In line with this policy, the local formula in Durham uses the same factors that are used in the NFF and where there is an option as to how to use a formula factor, the local formula uses the option that is used in the NFF.

- 46 The local formula is set by the council, following consultation with the Schools Forum. The council's Cabinet agrees the overall policy and the provisional formula is finalised, in line with this policy, once the Schools Block allocation and school census data are released in December. The formula is scrutinised by the ESFA before it is agreed for use. Schools are advised of their funding in February.
- 47 Further information relating to the factors included in the formula is outlined below:
- (a) **Basic funding per pupil:** the amounts per pupil increase from primary to Key Stage 3 and then to Key Stage 4, to take account of expected increases in the cost of education as pupils progress through their education (for example, due to the need for more specialist teaching and facilities).
 - (b) **Deprivation:** this is provided to recognise that deprivation has an effect on educational attainment and that pupils suffering deprivation are more likely to need additional support to achieve good results, as well as often being entitled to a free school meal:
 - (i) **FSM6:** records pupils who have been recorded as eligible for a free school meal in any of the school censuses in the past six years, even if they were not eligible at the time of the last October school census.
 - (ii) **IDACI:** is the Income Deprivation Affecting Children Index, a subset of the Index of Multiple Deprivation and predicts the likelihood that pupils will suffer deprivation based on their postcodes.
 - (iii) **FSM:** records pupils who were recorded as being entitled to a free school meal on the last October school census. This factor is intended to recognise the cost of providing these children with a free meal and the factor value is set accordingly.

- (c) **English as an Additional Language:** pupils recorded as having English as an Additional Language in any of the last three years.
- (d) **Mobility:** this only applies where schools have a history of significant pupil movements during the academic year.
- (e) **Low Prior Attainment:** records pupils who have not met the expected standard of attainment in their previous phase of education:
 - (i) For primary pupils this is the Early Years Funding Stage Profile.
 - (ii) For secondary pupils this is the KS2 assessment.

Data for these assessments is currently based on 2019 data, because of the cancellation of tests during the pandemic.

- (f) **Deprivation, English as an Additional Language, Mobility and Low Prior Attainment:** it is important to note that although these factors are based on school census records for individual pupils, these are then adjusted to allow for missing data, (so that schools are not penalised for this missing data by recording a lower percentage of eligible pupils) and are not adjusted for pupils who are admitted or leave after the census. Accordingly, the allocations through the formula should be seen as a way of providing relatively more funding to schools according to relative need than allocations that can be attributed to individual pupils.
- (g) **Minimum per pupil funding:** this factor provides additional funding where the total of pupil-led funding plus the lump sum and sparsity funding falls below a minimum value, which has been set at £4,265 for primary schools and £5,525 for secondary schools, These values are mandatory for all local formulas and tend to favour larger schools with relatively low numbers of pupils with additional needs. In 2022-23 this factor has funded 21 primary schools and 3 secondary schools.
- (h) **Lump sum:** each school receives a lump sum, regardless of their size. These are intended to recognise that all schools have some fixed costs, such as a headteacher and building maintenance. Smaller schools receive less funding through pupil-led factors and without a lump sum would have to spend more of this pupil-led funding on their fixed costs. A school formed by amalgamation of two or more predecessor schools receives an enhanced lump sum in the year after amalgamation.

- (i) **Sparsity funding:** is provided for small schools in sparsely populated areas. Sparsity is measured by looking at the pupils for whom a school is the nearest to their home and the average distance that they would have to travel by road to the nearest alternative school. This funding is provided in the form of a lump sum, which for some schools is reduced depending on their size and the distance to the nearest alternative school. In 2022-23 29 schools are funded by this factor, receiving an average lump sum of £38,000.
- (j) **Premises:** the of premises factor allocations are for business rates (£4.1 million in the current year). Premises factors also provide for:
 - (i) Split-site schools: a lump sum and amount per pupil, £340,000 is allocated in 2022-23 for these schools.
 - (ii) PFI schools; this funds an affordability gap on a PFI contract. Schools in the contract receive this funding which they pass back to the council to offset a shortfall between the other funding available for this contract and the actual cost. The allocation in 2022-23 is £1.6 million.
 - (iii) An allowance for a school that shares its sports facilities with a leisure centre. This arrangement has now ceased and this factor will not be included in the 2023-24 formula. The allocation in 2022-23 is £60,000.

48 In addition to formula funding, some schools also receive funding through the Minimum Funding Guarantee (MFG). This is used to provide a minimum increase in funding per pupil. The use of funding per pupil means that schools are not protected from falling rolls, MFG is intended to protect from changes in the formula.

49 The MFG is not part of the NFF, but the NFF does use a funding floor which operates in a similar way and local formulas must set an MFG value within a range which is related to the funding floor. The MFG rate in Durham is set to be equal to the funding floor value, which is 2% in 2022-23 and 0.50% for the coming year.

50 MFG funding is paid for by capping increases in funding per pupil for other schools. The cap operates in the same way at the MFG, but the cap is set at a rate such that the amount of formula funding recovered from schools who are above the cap is equal to the amount required for the MFG. In 2022-23 the cap is 6.10%.

51 In 2022-23, 53 schools have received MFG funding, totalling £501,000. Capping affected 33 schools.

Growth funding

- 52 Growth funding is provided as an additional amount in the Schools Block to allow local authorities to provide additional support to schools that are growing because they are new or have expanded to meet a basic need for places. This funding is necessary because the lagged funding described earlier in this report does not provide adequate support for schools that are growing in this way.
- 53 Lagged funding works best with schools where admissions do not vary much from year-to-year. For these schools, the numbers on roll at the time of the October school census do not vary significantly, because the number of pupils leaving at the end of the summer term are not significantly different to the numbers admitted in September.
- 54 However, where a school is new, and does not yet have pupils in all year groups, or where a school is growing to accommodate increased demand for places (basic need), the numbers of pupils on roll in September are likely to be significantly higher than the numbers on the previous year's October school census, as set out in the examples below:
- (a) For a new primary school, that started by admitting pupils to Reception in the September in which it opened, and can admit up to 30 pupils each year, the October school census in its first year will record 30 pupils on roll, but in the following September these pupils will move to Year 1, and the school will admit 30 pupils to Reception so it will have 60 pupils on roll.
 - (b) For a primary school that has agreed to increase its admissions from 30 to 45, because of a shortage of places in the area, in the first year in which it admits 45 pupils, 30 pupils will leave in the summer at the end of Year 6, but 45 will be admitted to Reception in September.
- 55 These examples are for the first year after opening or expanding. Assuming that the schools are admitting at their capacity, this situation is likely to be repeated for seven years as the schools grow.
- 56 Funding can also be provided to support schools where there is a dip in numbers, but places are likely to be required in the next few years. This is known as falling rolls funding and is intended to allow schools to retain staff that will be needed when pupil numbers start to increase.
- 57 Growth and falling rolls funding, is not intended to support schools that are experiencing other changes in pupil numbers. Schools are expected to manage the consequences of these changes within their lagged

funding. Note that this assists schools with falling rolls, because they have a year to adjust before their funding reduces.

- 58 Growth funding can be set aside in a separate growth or falling rolls fund, or growth can be provided for by adjusting the numbers used in setting the local formula. Durham does not have either a growth or a falling rolls fund, but in the current year has adjusted the numbers used in the formula for one primary school; Framwellgate Primary, which increased its Published Admissions Number by 15 pupils from September 2018.
- 59 In the current year, growth funding for Durham through the Schools Block amounts to £1.7 million. The pupil number adjustment for Framwellgate Primary increased its funding by £35,000 and the balance of growth funding was allocated through the local formula. Growth funding is allocated to local authorities on the basis of a formula which looks at local areas and provides funding where pupil numbers are increasing; changes in pupil numbers do not necessarily mean that schools in that area are growing.

Future developments

- 60 As previously noted, it is expected that the direct NFF will replace local funding formulas by no later than April 2027. This is a long-standing DfE aim, with the intention that all mainstream schools will be funded in the same way across the country. Many local formulas, including in Durham, are already closely aligned to the NFF, but where this is not the case, local formulas will have to be more closely aligned to the NFF from the 2023-24 formula. This is to reduce funding turbulence when the direct NFF replaces local formulas.
- 61 There DfE have begun looking at some of the other issues that will need to be addressed as part of the replacement of local formulas, including:
- (a) Future arrangements for requesting transfers of funding from mainstream schools for High Needs.
 - (b) Future arrangements for assessing how much mainstream schools should have to contribute to funding for High Needs SEN provision.
 - (c) How funding will be allocated for growth and falling rolls.
 - (d) How premises funding will be allocated through a formula, in place of allocations based on historic spending.

Funding for SEND

- 62 This is funding for pupils with Special Educational Needs and Disabilities (SEND). These pupils can either be educated in a mainstream class in a mainstream school a specialist unit in a mainstream school, or a specialist setting. There are also pupils with SEND in EY settings.

Specialist settings

- 63 These provide education to pupils with SEND and include special schools and specialist units in mainstream primary and secondary schools. Funding is based on amounts per place and in most cases is not reduced if places are vacant during the year. Place funding for special schools is banded according to categories of need, (for example Severe Learning Difficulties or Autism Spectrum Condition). For 2022-23, funding for these schools is £26.9 million.
- 64 Specialist settings in mainstream schools are either Enhanced Mainstream Provision, or Enhanced Learning Provision. There are currently 8 settings and place funding in 2022-23 is £0.9 million.

Top-up funding

- 65 This is generally provided to mainstream schools in respect of pupils with High Needs SEN these are pupils with SEND where the cost of provision for their SEND needs exceeds £6,000 a year. Schools must apply for this funding which is assessed by the SEN Casework Team in CYPS. Some EY settings also receive top-up funding.
- 66 For 2022-23, forecast spending on top-up funding for mainstream schools is £13.7 million, £11.1 million for primary schools and £2.6 million for secondary schools. For EY settings, including both MNS and other EY providers, forecast top-up funding for the current year is £1.4 million.
- 67 Specialist settings can also apply for top-up funding where a pupil's needs are over and above those that band funding is intended to cover, for example if a pupil needs one-to-one supervision whilst they are in the setting. For 2022-23, forecast top-up spending for special schools is £2.3 million.

Targeted support funding

- 68 Mainstream schools are expected to meet the cost of the first £6,000 of provision for pupils with High Needs SEN from within their formula funding, but where a school is providing for a disproportionately high

number of pupils, it can apply for targeted support to offset some of these costs. Funding allocated to date for 2022-23 is £169,000

Alternative Provision

69 This is provided for pupils who have been, or are at risk of being, permanently excluded from school. These pupils may or may not have SEND. Most provision in Durham is through The Woodlands School, which is funded in a similar way to specialist settings. For 2022-23, funding for The Woodlands is £8.7 million.

Post-16

70 Funding for secondary school sixth forms, including Durham Sixth Form Centre, is provided by grant from the ESFA. The grant allocations are determined by the ESFA. In 2022-23 the grant for maintained schools amounts to £11 million.

Pupil Premium

71 Pupil Premium is a separate grant which is provided to mainstream and specialist settings for primary and secondary age pupils, excluding post-16. Most of the funding is in respect of deprivation and uses the FSM6 category used in the mainstream funding formula.

72 Pupil Premium funding is also provided in respect of pupils who were formerly in care, and for service children; in both cases to recognise that they are likely to need additional support. For service children, the basis for the premium is that they are likely to change schools more regularly than other pupils and to have a parent absent from home.

73 In 2022-23, the allocation for maintained schools in Durham is £15.459 million. The table below breakdown the total between the different categories of Pupil Premium:

	£ million
FSM6	14.284
Children formerly in care	0.102
Service children	1.073
Total	15.459

Other grants

74 Schools receive significant amounts of other grants:

(a) **PE & Sport Premium**; for primary aged children. The grant is intended to provide additional and sustainable improvements to

the quality of PE, sport and physical activity. The estimated funding for maintained schools in 2022-23 is £2.5 million.

- (b) **Universal Infant Free School Meals Grant:** for pupils in Key Stage 1 whose families would otherwise have to pay for school meals (i.e. whose income is sufficient that they do not qualify for Universal Credit or other benefits). The estimated funding for maintained schools in 2022-23 is £2.8 million.
- (c) **Supplementary grant:** to assist schools with the cost of the Health and Social Care Levy and other cost pressures. The estimated grant for mainstream schools in 2022-23 is £4.7 million; specialist settings are being funded through increases in the High Needs Block of the DSG, which is being used to increase funding to settings. From next year this grant will be added to the Schools Block, which will increase formula funding for mainstream primary and secondary schools, which will no longer receive this grant.
- (d) **Recovery Premium:** to assist schools in helping pupils recover from the effects of the pandemic on their education. EY and post-16 education is not covered by this grant. The estimated funding for maintained schools in 2022-23 is £2.1 million.

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Appendix 1: Implications

Legal Implications

Schools are largely funded by Dedicated Schools Grant (DSG).

The Dedicated Schools Grant is issued by the Department for Education, with the terms of grant given governed by section 16 of the Education Act 2002, which states that it is a ring-fenced specific grant that must be used in support of the schools' budget as defined in the School and Early Years Finance (England) Regulations.

Local authorities are currently responsible for establishing a local formula for distributing the funding to individual schools. This is subject to national regulations and statutory restrictions established by the Education and Skills Funding Agency.

The funding framework governing schools finance, which replaced Local Management of Schools, is based on the legislative provisions in sections 45-53 of the School Standards and Framework Act 1998. Under this legislation, the council is required to publish a Scheme of Financing for Schools.

The scheme sets out the financial relationship between the authority and the maintained schools that it funds, including the respective roles and responsibilities of the authority and schools. Under the scheme, deficits of expenditure against budget share (formula funding and other income due to the school) in any financial year are charged against the school and deducted from the following year's budget share to establish the funding available to the school for the coming year.

The Council is restricted by legislation from allocating funding to a particular mainstream school as its funding must come from the local formula.

Finance

The Dedicated Schools Grant (DSG) is a specific earmarked grant provided by the Government which provides the major source of funding for schools and the provision of support to them. It is notionally split into four 'blocks': Early Years, High Needs Central School Services and Schools.

All DSG funding must be spent on schools or support to them.

Consultation

None.

Equality and Diversity / Public Sector Equality Duty

There are no implications associated with this report.

Climate Change

There are no implications associated with this report.

Human Rights

There are no implications associated with this report.

Crime and Disorder

There are no implications associated with this report.

Staffing

There are no implications associated with this report.

Accommodation

There are no implications associated with this report.

Risk

There are no implications associated with this report.

Procurement

There are no implications associated with this report.

Appendix 2: Title

	Element (P = Primary, S = Secondary)	2021/22 Mainstream School Funding formula			
		Pupils / eligible pupils	Factor values £	Allocation	
				£ million	
Basic funding per pupil	KS1 & 2 (P)	38,167.17	3,238.11	123,589,296	34.97%
	KS3 (S)	16,212.00	4,565.76	74,020,074	20.95%
	KS4 (S)	10,359.00	5,145.54	53,302,620	15.08%
Deprivation	Free School Meals (P)	12,254.76	473.08	5,797,524	1.64%
	Free School Meals (S)	7,370.00	473.08	3,486,625	0.99%
	FSM6 (P)	12,752.88	593.87	7,573,563	2.14%
	FSM6 (S)	8,681.00	870.67	7,558,328	2.14%
	IDACI Band F (P)	5,208.24	221.44	1,153,331	0.33%
	IDACI Band E (P)	6,347.08	271.77	1,724,955	0.49%
	IDACI Band D (P)	4,110.90	422.76	1,737,905	0.49%
	IDACI Band C (P)	3,172.96	463.02	1,469,136	0.42%
	IDACI Band B (P)	3,603.08	493.21	1,777,092	0.50%
	IDACI Band A (P)	2,446.48	644.20	1,576,017	0.45%
	IDACI Band F (S)	3,679.39	322.10	1,185,129	0.34%
	IDACI Band E (S)	4,251.43	427.79	1,818,710	0.51%
	IDACI Band D (S)	2,835.88	598.90	1,698,417	0.48%
	IDACI Band C (S)	2,016.69	654.26	1,319,447	0.37%
IDACI Band B (S)	2,431.75	704.59	1,713,391	0.48%	
IDACI Band A (S)	1,493.21	895.84	1,337,677	0.38%	
English as an Additional Language	Primary	633.42	568.71	360,229	0.10%
	Secondary	107.16	1,540.04	165,025	0.05%
Mobility	Primary	173.09	931.07	161,156	0.05%
	Secondary	10.20	1,338.73	13,655	0.00%
Low Prior Attainment	Primary	10,514.36	1,137.41	11,959,177	3.38%
	Secondary	5,389.91	1,721.22	9,277,207	2.63%
Minimum per-pupil funding				958,980	0.27%
Total for pupil-led factors				316,734,667	89.63%
Lump sum	Primary (per school)	212.00	25,715,600	7.28%	7.36%
	Secondary (per school)	30.70	3,723,910	1.05%	1.07%
Sparsity				1,101,666	0.31%
Total for school-led factors				30,541,176	8.64%
Total for premises factors				6,113,302	1.73%
Total funding				353,389,144	100.00%

Children & Young People's Overview & Scrutiny Committee 14 November 2022

School Funding Update



Dedicated Schools Grant (DSG)

- Main source of funding for schools
- Recoupment recovers amounts paid directly to academies by the Education and Skills Funding Agency (ESFA, part of the DfE)

	Gross £ million	Recoupment £ million	Net £ million
Schools Block	353.009	196.333	156.676
Central School Services Block	2.860	-	2.860
High Needs Block	80.427	3.958	76.470
Early Years Block	32.919	-	32.919
Total	469.215	200.290	268.925

- Limitations on transfers between blocks

Mainstream Schools

Most funding is through a local formula

Intention to replace local formulas with the National Funding Formula (NFF)

Local formulas are constrained by funding regulations

From next year those formulas that diverge from the NFF will have to start to align more closely to the NFF

Closer alignment is intended to reduce funding turbulence when local formulas are replaced

Durham already aligns formula with NFF

Mainstream Schools Funding Formula

- Funds 211 primary and 30 secondary schools and academies
- Most funding is allocated on the basis of pupil numbers and pupil needs
- Funding is sensitive to changes in pupil numbers
- Formula uses October school census data
- Funding is not updated for in-year changes
- Means that funding is lagged (affects academies more)

Pupil-led Factors

- Basic funding per pupil
- Additional pupil needs
 - Deprivation
 - English as an Additional Language
 - Mobility
 - Low Prior Attainment

Additional Pupil Needs

- Allocations are based on characteristics that are linked to educational attainment
- Pupils with these characteristics are more likely to need additional support to do well at school
- Allocations are a means of giving relatively more funding to schools with relatively more needs
- Funding should not be linked to individual pupils

Minimum per Pupil Funding

- Minimum amounts per pupil of pupil-led and school-led funding
- Statutory requirement to use this factor
- Favours schools with lower levels of additional pupil needs (because they get less additional needs funding)
- Favours larger schools (because school-led funding split over more pupils)

School-led Funding

- Lump sum, (£121,300 per school), to recognise that all schools have some fixed costs, (e.g., a headteacher)
 - These costs would use a greater proportion of pupil-led funding in smaller schools
- Sparsity funding, a lump sum to support smaller schools in sparsely populated areas
 - Eligibility is determined by average distance by road to alternative schools and the size of school
 - Average distance is for pupils who live nearest to a school, not distances between schools
 - 29 schools are eligible in 2022-23, average lump sum is £38,000

Premises-led Funding

- Mostly for rates
- Also allocations for:
 - Split-site schools
 - PFI schools in DCC contract
 - Joint-use leisure (ends after this year)

Minimum Funding Guarantee / Growth

- **Minimum Funding Guarantee**
 - Guarantees schools a minimum increase in funding per pupil
 - Guarantee is 2% this year, but will be 0.5% next year, if following NFF
 - Intended to protect schools from the effects of changes in formula, not falling rolls
 - Paid for by capping increases in funding per pupil for other schools
- **Growth funding**
 - Used for new schools that are adding new year groups each year and schools that are expanding to meet a shortage of places in their area (basic need)
 - These schools are adversely affected by lagged funding
 - No support (or clawback) for schools with rolls changing because of changing popularity with parents
 - Limited use in Durham

Future Developments

- Replacement of local formulas by direct NFF
- Target is 2027-28, but could be 2026-27
- Not likely to have significant effect in Durham
- Other changes will need to be made consequential to change to direct NFF

Other funding for mainstream schools

- Special Educational Needs and Disabilities
 - Top-up funding for pupils with High Needs
 - Targeted support
 - Specialist SEND units
- Post-16
 - Funding allocated by ESFA
- Other grants
 - Early Years for Nursery Units
 - Pupil Premium
 - PE & Sport, Universal Infant Free School Meals Grant, Recovery Premium

**Children and Young People's
Overview and Scrutiny
Committee**

14 November 2022



Special Educational Needs and Disabilities (SEND) Update

Report of John Pearce, Corporate Director of Children and Young People's Services

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 The purpose of the report is to provide members of children and Young People's Overview and Scrutiny Committee with a progress update on Children and Young People with Special Educational Needs and Disabilities (SEND) in County Durham specifically the trends in requests for Education, Health and Care needs assessments, Education Health and Care Plan (EHCP) timeliness performance, identified needs of young people and where young people with SEND are educated in County Durham. In addition, an update on national policy consultation is provided.

Executive summary

- 2 The Children and Young People's Overview and Scrutiny Committee has previously received reports about SEND, the graduated offer and EHCPs and had an informal information session in March 2022. At that meeting the Chair requested that the committee receive regular updates to future meetings of the Scrutiny Committee.
- 3 In accordance with that request arrangements have been made for the Strategic Manager SEND and Inclusion Strategy and Assessment and Provision to attend the meeting periodically to provide members with an update on young people with SEND and EHCPs. This covers a range of information and updates on the latest position with national policy developments.

Recommendations

- 4 That Children and Young People's Overview and Scrutiny Committee:
 - (a) Receive the report and presentation and provide comment.

- (b) Continue to receive further progress updates on young people with SEND and EHCPs

Background

- 5 At its meeting on 7 July Members of Children and Young People's Overview and Scrutiny Committee agreed their work programme of the ensuing year. Included within the work programme was an update on young people with SEND and EHCPs.
- 6 The presentation accompanying this report will focus on the following areas:
- SEND Support and EHCPs
 - EHCP Requests
 - EHCP Assessment Refusals
 - EHCPs Completed within 20 Weeks (exc. Exceptions)
 - Primary Need and Placement of our children and young people with an EHCP
 - Primary Need of Young People with EHCPs
 - Autism Analysis
 - Active EHCP Placements
 - National Policy Developments in SEND
 - SEND Green Paper
 - Ofsted and the Care Quality Commission (CQC) Proposed SEND Inspection Framework

Conclusion

- 7 Through having regular updates, members of the Children and Young People's Overview and Scrutiny Committee will be more aware of the County Durham's SEND population and where young people receive their education. In addition, members will be better informed of the current Education, Health and Care plan requests received by Durham County Council and how they are being progressed as well as the national policy proposals that are in process.

Background papers

- None

Contact: Paul Shadforth

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Appendix 1: Implications

Legal Implications

Not applicable

Finance

Not applicable

Consultation

Responses to national consultations have been made

Equality and Diversity / Public Sector Equality Duty

Not applicable

Human Rights

Not applicable

Climate Change

Not applicable

Crime and Disorder

Not applicable

Staffing

Not applicable

Accommodation

Not applicable

Risk

Not applicable

Procurement

Not applicable

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Special Educational Needs and Disabilities (SEND) Update

CYPS OSC

November 2022

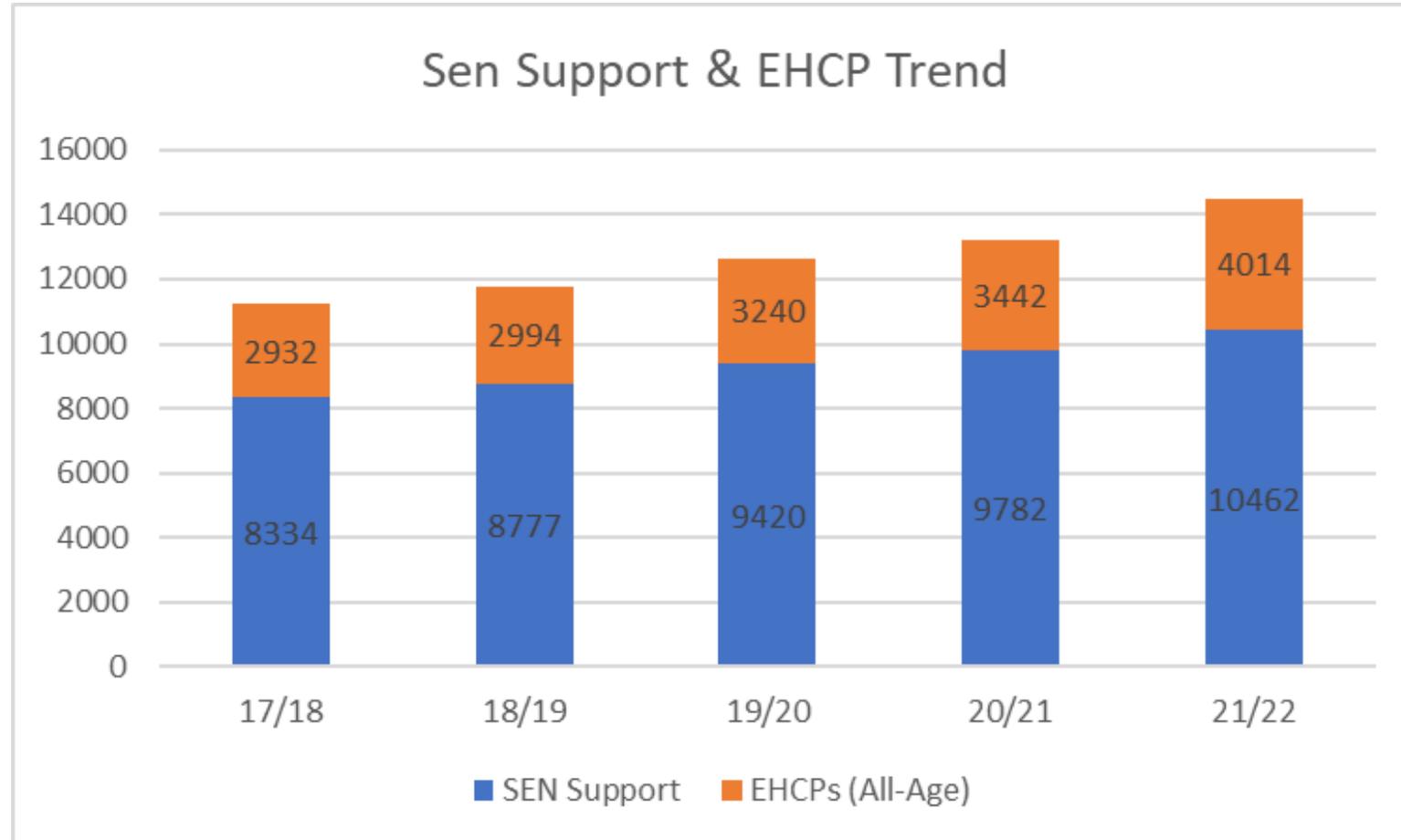


Key Findings

Page 82

- Increase in requests for EHCP assessments, highest for children aged 4. Over a third of requests are for Secondary School age pupils, this is higher than in our comparators
- Reductions in number of 'refusals to do assessments' brings us more in line with national average
- Increase in EHCPs completed in 20 weeks in 2021 and higher than national and regional averages but anticipated decrease in 2022
- Increase in pupils with Autism identified as their primary need
- Fewer EHCP pupils in Durham are educated in mainstream school than those in our comparators

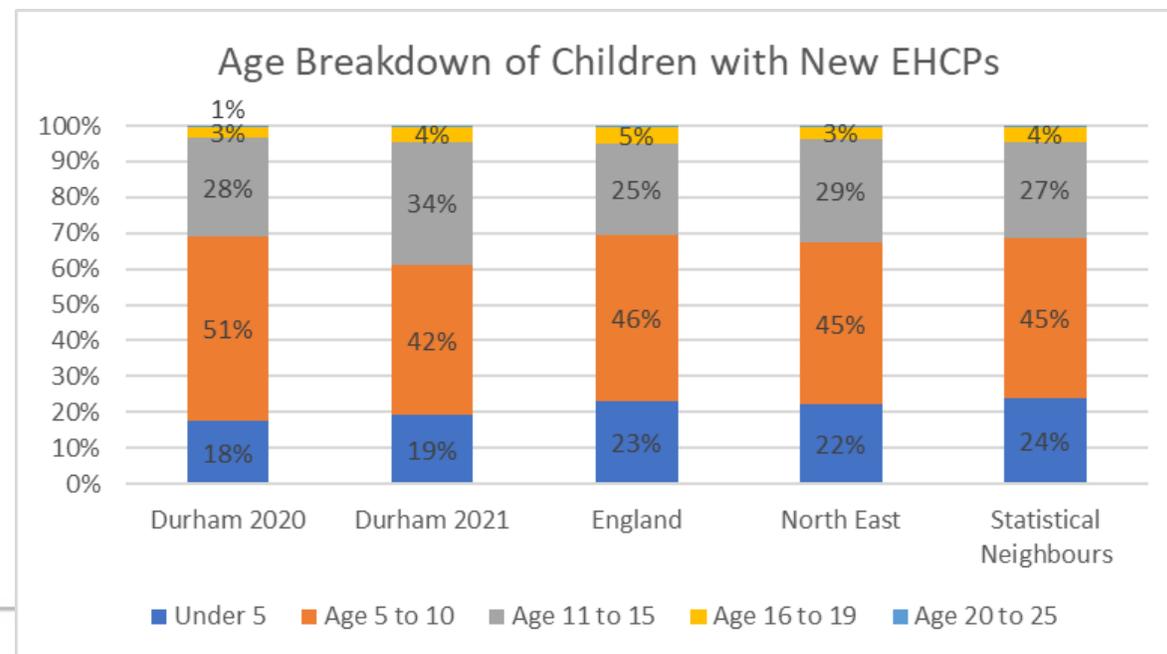
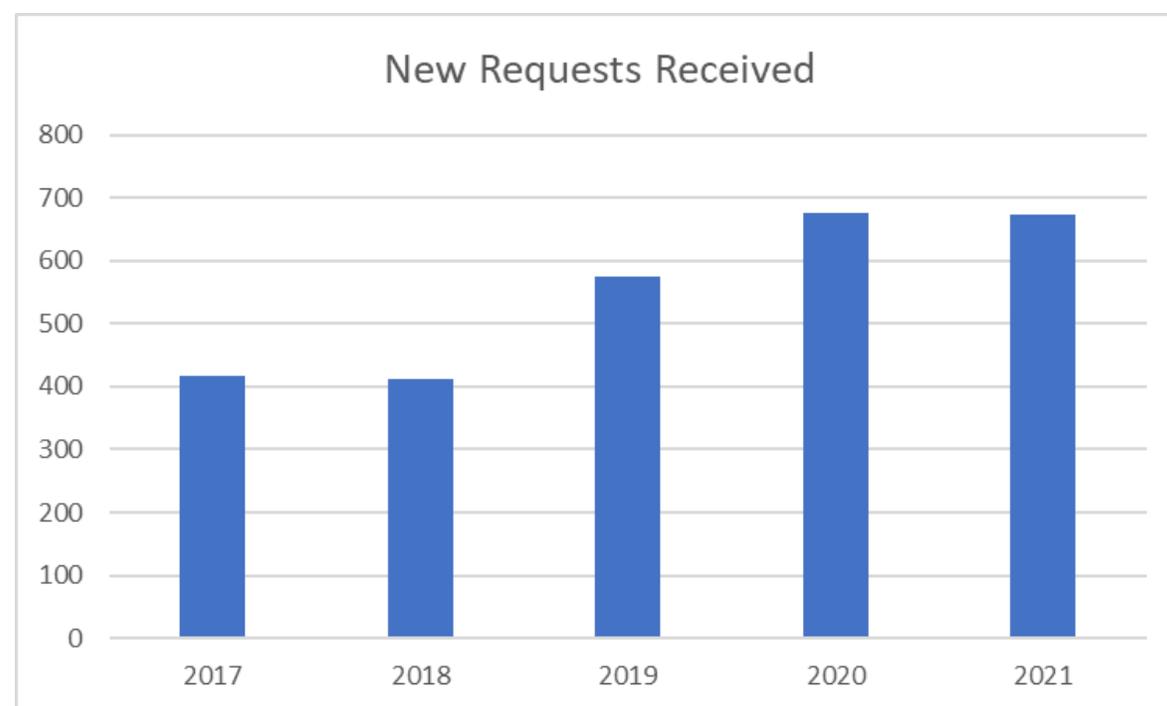
SEN Support and Education Health and Care Plans



- The number of children and young people with an EHCP or receiving SEN Support continues to increase year-on-year
- **Over 14,000 children and young people accessing SEND support on some level**
- 17.6% of Durham pupils have an identified SEND compared to 16.6% in England. Durham has less young people with EHCPs than national but higher numbers of those with SEN Support a positive result of schools being able to access Top up Funding at SEND Support level

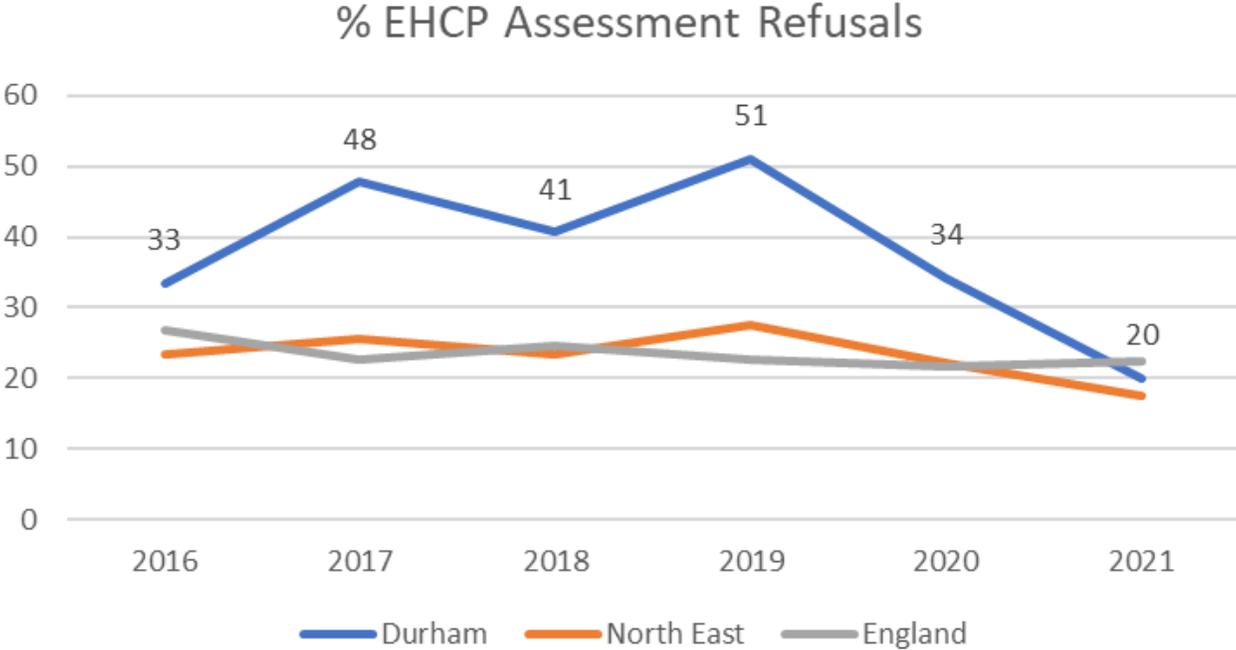
EHCP Requests

- Requests for EHCP assessments are higher than pre-COVID.
- 2022 year-to-date figures are on track to outpace previous years. 687 requests Apr-Sep22 compared to 464 in Apr-Sep21
- Between 2019 to 2021 Durham’s requests rose by 17%. This is higher than the national and regional with increases of 13% and 6% respectively.
- Around 1 in 5 requests are for under 5s with a third for secondary age pupils – This has increased and is higher than in our comparators



EHCP Assessment Refusals

- Prior to 2019 Durham was an outlier for EHCP assessment refusals with around 45% requests refused when first received. Many of these decisions were later overturned and young people went onto receive an EHCP
- Following changes to the decision making process in 2019 refusals for EHCP assessments have fallen and in 2021 were 20% bringing us in line with national and regional averages
- 2022 YTD figures show a further decrease in refusals to 11% of all EHCP requests



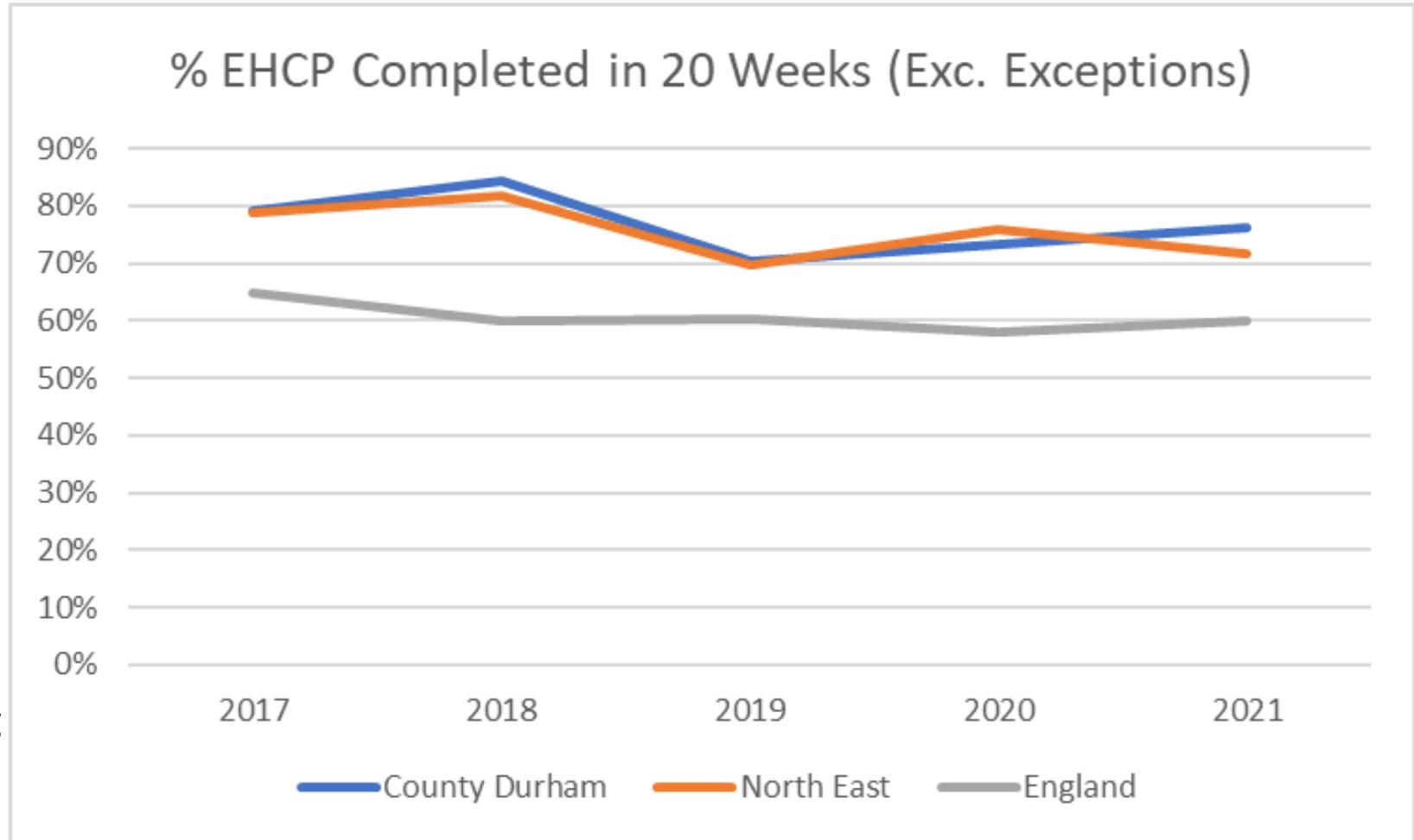
EHCPs Completed within 20 Weeks (exc. Exceptions)

The North East and Durham has consistently performed better than national on EHCP timeliness

Increasing trend in EHCPs completed in 20 weeks since 2019 in 2021 to 76.2% from 73.2% in 2020

Better than North East (71.8%) and England (65.4%) averages

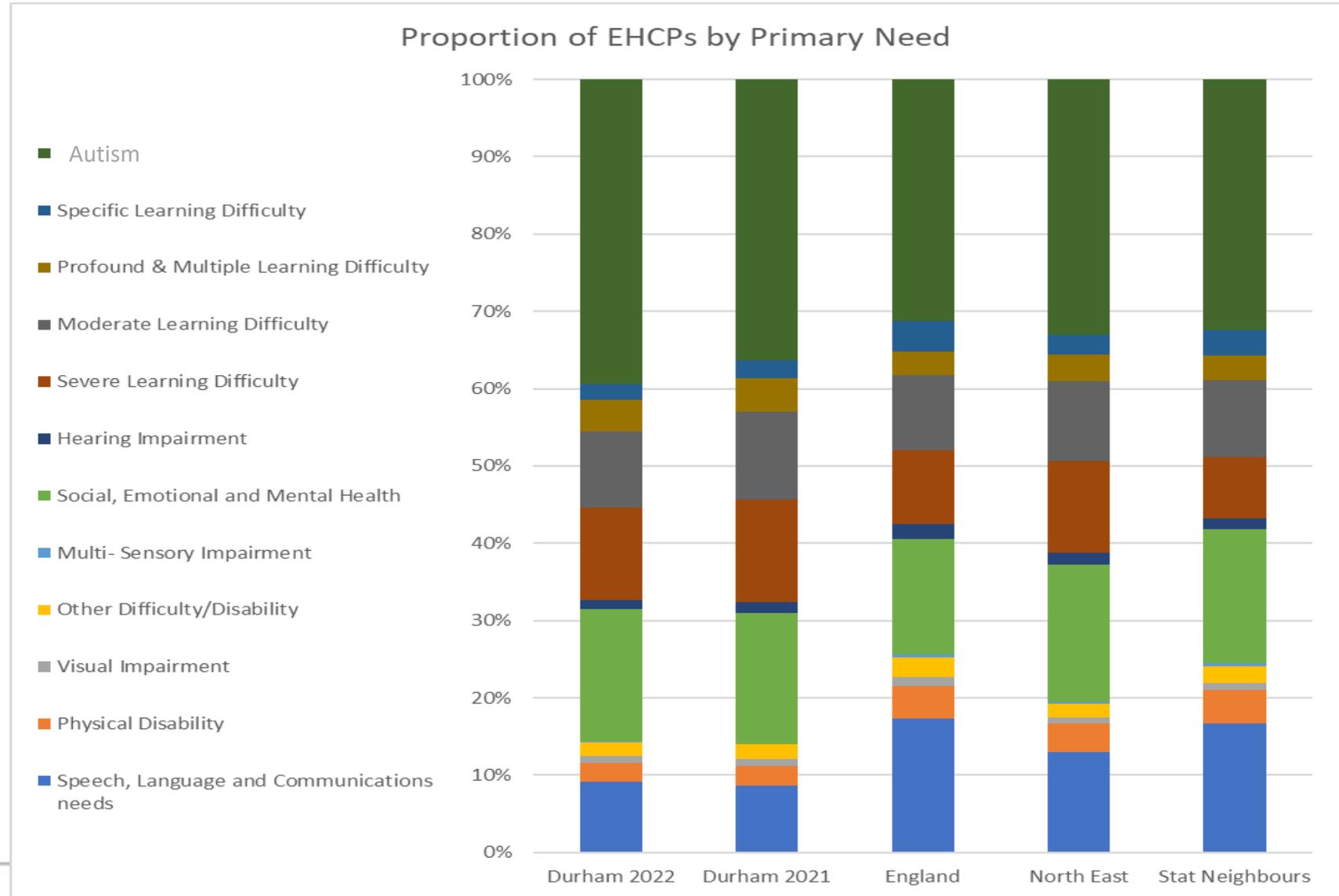
We anticipate a decrease in performance in 2022 linked to increasing demand



Primary Need and Placement of our children and young people with an EHCP

Primary Need of Young People with EHCPs

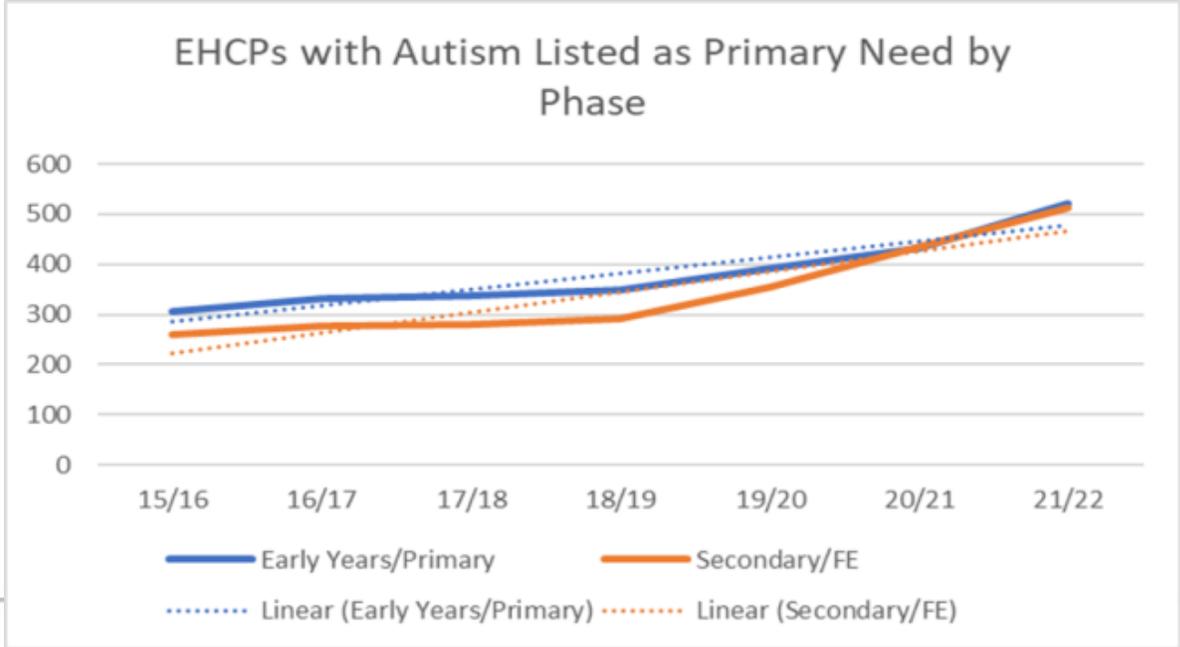
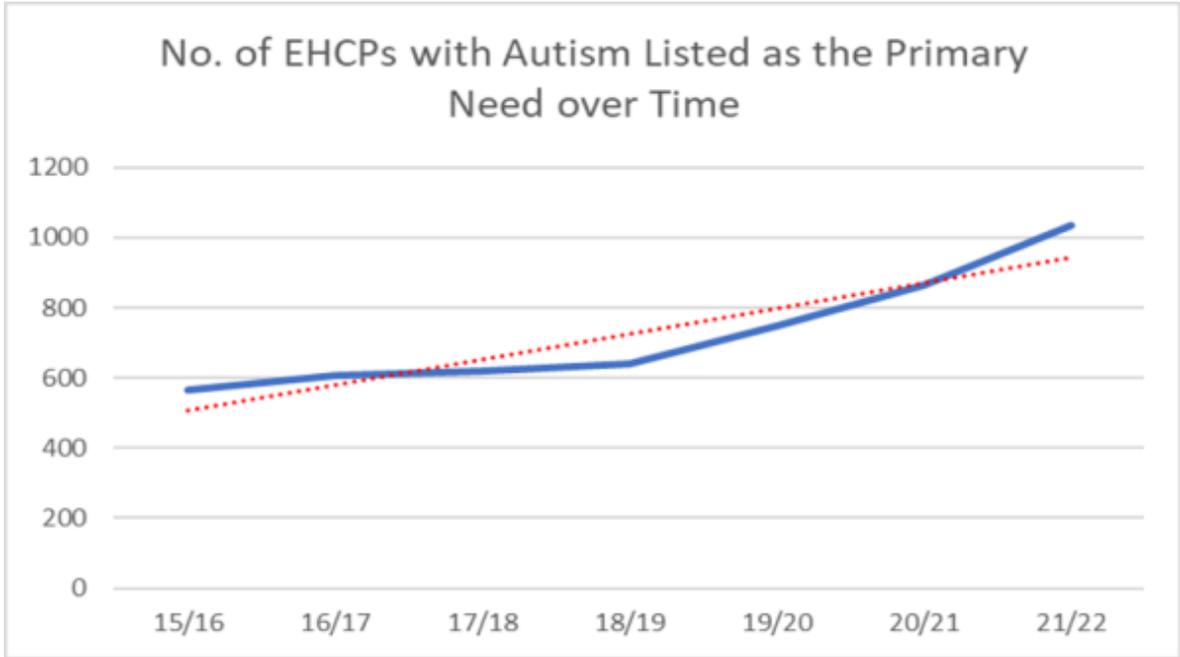
- Young people with and EHCP recording Autism as their primary need has risen from 37% to 40% in County Durham. This is higher than the comparative figures from across the country
- The rest of the figures are fairly similar to last year with the exception being MLD, decreasing slightly from 12% to 10%



Autism Analysis

- The number and rate per 1,000 pupils with Autism is increasing
- Whilst this has risen across the country, the rate in Durham is now statistically significantly higher than the national average
- The increase is evident in both early years/primary and secondary/FE phases

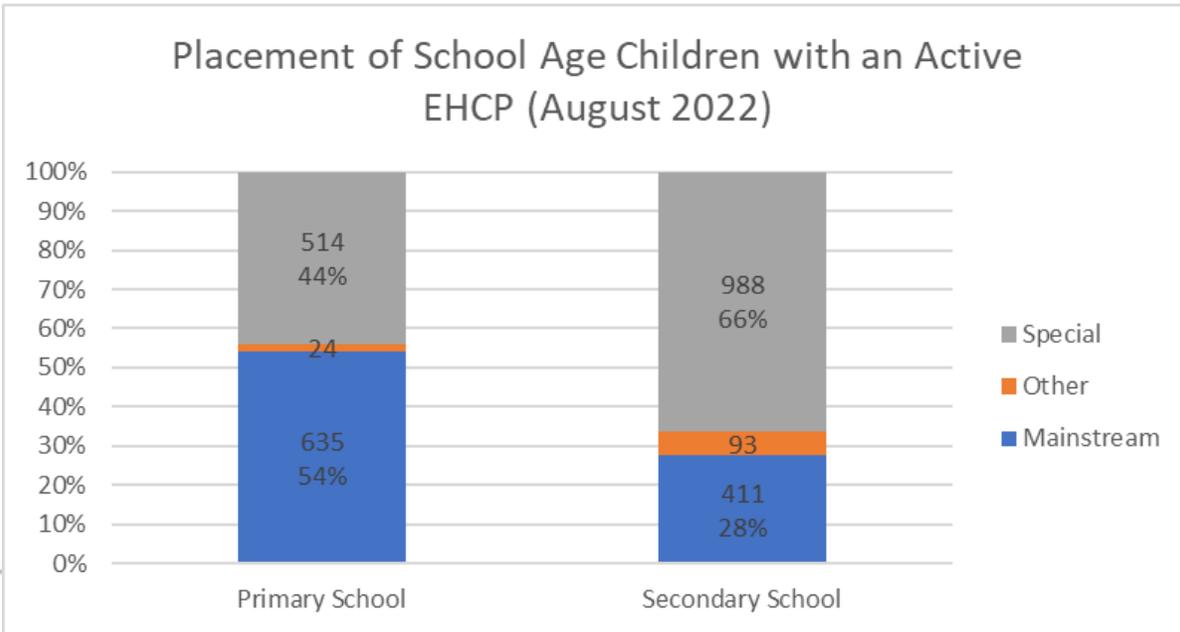
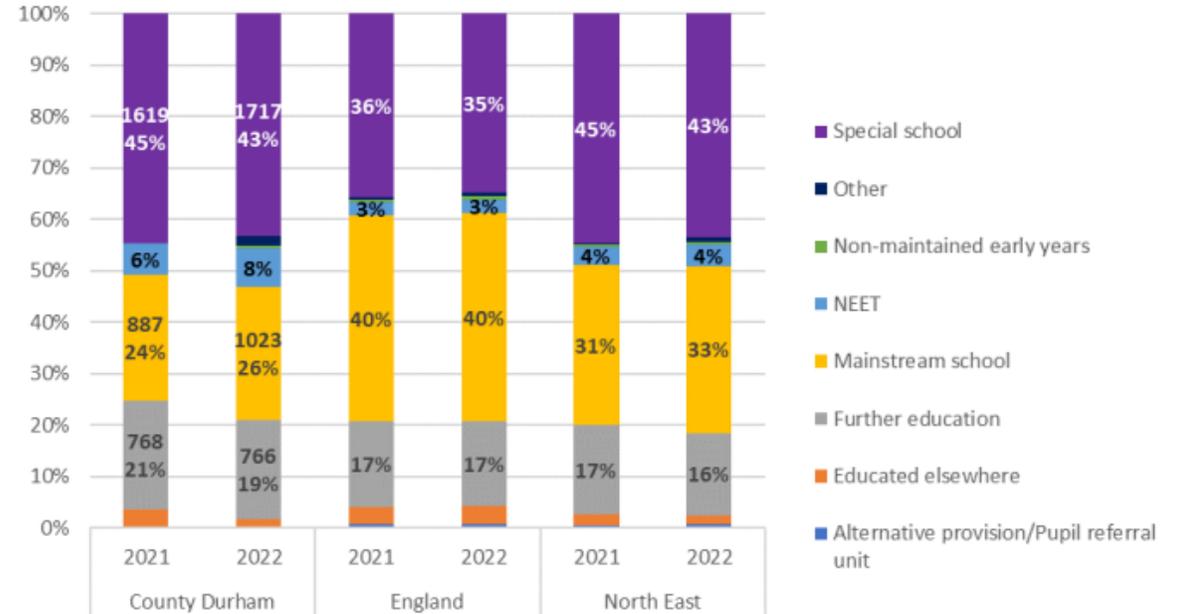
Period	No.		Rate per 1,000 pupils	
	Durham	Durham	North East	England
2015	805	11.0	11.2	10.8
2016	871	11.7	12.1	11.7
2017	980	13.1	13.2	12.5
2018	1051	14.1	14.7	13.7
2019	1198	15.9	16.3	15.0
2020	1466	20.2	19.3	18.0
2021	1692	23.2	21.4	19.4



Active EHCP Placements

- Between 2021 and 2022, increases in young people with an EHCP can be seen in all placement types including :
- **+15%** Mainstream School - 1023 from 887
- **+6%** Special School - 1717 from 1619
- **+39%** Not in Education Employment or Training (NEET) - 305 from 219
- Electively Home Educated - 41 from 30
- non-maintained EY settings - 15 from 3
- fewer children awaiting provision - 5 from 18

Despite the increase in mainstream school placements to 26%, this remains lower than in our comparators (Eng: 40%, NE: 33%) and significant variance between primary and secondary remains



National Policy Developments in SEND

SEND Green Paper

The Department for Education (DfE) have been seeking views on their published Green Paper

'Right Support, Right Time'. The paper sets out the changes the DfE want to make to the SEND and alternative provision system in England. The consultation ran from 29 March to 22 July 2022

A response to the Green Paper was put together through engagement with Service Users and Key Stakeholders including members of Overview and Scrutiny Committee and submitted to the consultation

Durham's response along with all others submitted is being analysed by the DfE and an update is expected later in the year.

Ofsted and the Care Quality Commission (CQC) Proposed SEND Inspection Framework

- Ofsted and the Care Quality Commission have proposed a new set of arrangements to how they jointly inspect area SEND arrangements from 2023. This consultation ran from 13 June to 11 September 2022
- A Durham response to the Proposed Framework was developed through engagement with Key Stakeholders and submitted to the consultation
- Durham's response along with all others submitted is being analysed

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