



NOTICE OF MEETING

CABINET

THURSDAY, 10 JULY 2014 AT 1.00 PM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to Joanne Wildsmith, Democratic Services Tel 9283 4057

Email: joanne.wildsmith@portsmouthcc.gov.uk

Membership

Councillor Donna Jones (Chair)

Councillor Luke Stubbs
Councillor Ken Ellcome
Councillor Frank Jonas
Councillor Lee Mason

Councillor Robert New
Councillor Linda Symes
Councillor Steve Wemyss
Councillor Neill Young

(NB This Agenda should be retained for future reference with the minutes of this meeting.)

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Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.

AGENDA

1 Apologies for Absence

2 Declarations of Interests

3 Record of Previous Decision Meeting - 26 June 2014

The record of decisions of the Cabinet meeting held on 26 June will follow.

RECOMMENDED that the record of decisions of the previous meeting held on 26 June 2014 be agreed as a correct record and signed by the Chair.

4 Portsmouth Safeguarding Children Board - Annual Report (2012/13)
(Pages 1 - 40)

The Chair of the PSC Board, Reg Hooke will present the fourth annual report of the Portsmouth Safeguarding Board on the effectiveness of safeguarding children in Portsmouth.

RECOMMENDED: Members are invited to receive the Portsmouth Safeguarding Children Board Annual Report and to note areas of progress and challenges in the work delivered by services to safeguard children and promote their well-being.

5 Adoption and Improvement Grant (Pages 41 - 56)

The report by the Commissioning Manager for Looked After Children is in response to the government's confirmation of a further year's grant for Adoption Report; the grant is not ring-fenced and totals £181,403. The report outlines the proposed action plan for Adoption and Special Guardianship, and how the planned actions are likely to achieve improved performance in key areas of permanence for children. The report includes a progress report against the previous Adoption Grant spend, and identifies areas that need continued investment in order to sustain the progress made to date and develop further the post adoption and permanence offer that must be in place for children and families.

RECOMMENDED: that the Cabinet

- (1) Approve the full allocation of the adoption improvement grant for 2014/15 to enhance the funding allocation previously approved and to ensure that progress to date is not impeded.
- (2) Approve the implementation of the attached revised action plan, in order to continue to increase our supply of adopters to meet expected demand, and target the performance on our matching of children to adopters, which has shown a predicted slight dip this year.
- (3) Approve the plan to develop and embed additional Special Guardianship support in order to respond to the growing numbers of those arrangements and to ensure high quality on-going support to families to prevent those children re-entering the care system.
- (4) Recognise the need to adjust budgets in 2015/16 to meet on-going commitments within the action plan

6 Education, Children and Young People (ECYP) Scrutiny report - 'School Governance Arrangements in Portsmouth' (Pages 57 - 138)

The ECYP Scrutiny Panel's report is appended to the response report by the Head of Education and Strategic Commissioning. Councillor Purvis as Chair of the Education, Children & Young People Scrutiny Panel intends to attend to present the panel's report.

RECOMMENDED:

- (1) That the panel is thanked for its work in undertaking the review
- (2) That the Cabinet notes and supports the recommendations in the report.

7 Traffic, Environment & Community Safety (TECS) Scrutiny Panel's Review of Domestic Abuse (Pages 139 - 202)

The TECS Scrutiny report provides an assessment of the progress made following Portsmouth's review of domestic abuse, which is attached with the response report by the Head of Health, Safety & Licensing.

RECOMMENDED:

- (1) That the panel be thanked for its work in undertaking the review
- (2) That the Cabinet note and support the recommendations in the report.

8 Site Allocations Document - Additional Sites Consultation - Land in Milton (Pages 203 - 218)

The purpose of the report by the City Development Manager is to seek approval of the consultation material on major sites in Milton for public consultation.

RECOMMENDED that the Cabinet:

- (1) approve the Milton Sites consultation document (attached as Appendix A) for public consultation;
- (2) authorise the City Development Manager to make editorial amendments to the consultation document prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the document

9 Forward Plan Omission

The following item did not appear on the last published Forward Plan of 13 May 2014 for May/June/July. This item is also being submitted to Council on 15 July 2014. The Forward Plan Omission procedure has been followed for the inclusion of this item on this agenda with the Chair of Scrutiny Management Panel being consulted:

- Hampshire Community Bank

RECOMMENDED that it be noted that this item did not appear on the Forward Plan published on 13 May.

10 Hampshire Community Bank (Pages 219 - 236)

The purpose of the attached report by the Head of Financial Services and Section 151 Officer is:

- (1) To describe what a "Community Bank" is and the advantages one could bring to the local economy and to set out details of an opportunity

to help create a new "Hampshire Community Bank" (HCB).

- (2) To seek endorsement to the key aims of HCB and, if agreed, give delegated authority to the Head of Finance and Section 151 Officer (HFS) to invest up to £5 million in the HCB Limited in consultation with the Strategic Director Regeneration but subject to the HFS being satisfied with the outcome of the Due Diligence process.

RECOMMENDED to Council that:

- 1) The key aims for the Hampshire Community Bank Limited as set out in this report are endorsed.
- 2) The Governance arrangements set out in Section 10 are approved.
- 3) Authority to approve a Capital Investment of up to £5 million in preference shares in the Hampshire Community Bank Limited, to include costs relating to the Due Diligence process, is delegated to the Head of Financial Services and Section 151 Officer in consultation with the Strategic Director Regeneration.
- 4) The £5m Capital Investment costs to be funded by unsupported Prudential Borrowing and Due Diligence costs up to £25,000 are financed from the MTRS Reserve.
- 5) The attached financial appraisal is approved and the Corporate Capital Programme is amended to reflect the addition of this new Capital Investment.

11 Harbour School provision and the Vanguard Centre

A report by the Director of Children's and Adults' Services is expected to follow regarding future provision for the Harbour School (Milton and Fratton) and use of the Vanguard Centre.

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Title of meeting:	Cabinet
Date of meeting:	10 July 2014
Subject:	Portsmouth Safeguarding Children Board Annual Report
Report by:	Helen Donelan, PSCB Business Manager
Wards affected:	All
Key decision	N/A

1. Purpose of report

- 1.1. To introduce the fourth Annual Report of the Portsmouth Safeguarding Children Board on the effectiveness of safeguarding children in Portsmouth

2. Recommendations

- 2.1. Members are invited to receive the Portsmouth Safeguarding Children Board Annual Report and to note areas of progress and challenges in the work delivered by services to safeguard children and promote their well-being

3. Background

- 3.1. Since 2009 there has been a requirement in national guidance that the Chief Executive and the Leader of the Council should make an assessment of the effectiveness of local governance and partnership arrangements for improving outcomes for children and supporting the best possible standards for safeguarding and promoting the welfare of children.

- 3.2. The Apprenticeships, Skills, Children & Learning Act 2009 introduced a requirement for Local Safeguarding Children Boards to produce and publish an annual report on the effectiveness of safeguarding in the local area. Subsequent statutory guidance (Working Together to Safeguard Children 2013) indicated that the report should be submitted to the 'Chief Executive, Leader of the Council, the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board'.

- 3.3. The Annual Report of the Portsmouth Safeguarding Children Board and the formal report to Cabinet provide the accountability framework to meet these responsibilities.

4. Key points

- 4.1. The report highlights the strengths and improvements delivered in this period, particularly in relation to:
- The establishment of robust mechanisms to support the identification of and the multi-agency response to children at risk of child sexual exploitation

- The development of a successful on-line safety awareness raising resources aimed at children and their parents / carers; the Troll campaign
 - The further development of early help and a strong multi-agency commitment to continue this development, for example the implementation of the Joint Action Team and the increasing use of the Common Assessment Framework
- 4.2. The PSCB has made good progress and has significant strengths, however the report highlights the key areas for development across the partnership:
- **Evaluating impact:** establishing and developing a clearer focus on evaluating and understanding the impact of interventions on outcomes for children
 - **Developing scrutiny:** to strengthen the Boards data collection to support analysis and scrutiny of safeguarding arrangements in Portsmouth
 - **Early Help:** to promote and strengthen the engagement of universal services in early help and intervention processes
 - **Allegations management:** to secure enhanced capacity and leadership for dealing with allegations against adults working with children
 - **Reduction in Child Protection Plans:** to support multi-agency work to reduce the number of children who require a child protection plan for the second time
 - **NHS reforms:** to ensure that health partners and commissioning arrangements are adequately focused on the safeguarding children agenda at a time of NHS organisational change
- 4.3. The Annual Report 2012-2013 was presented to the Children's Trust Board and the Health and Wellbeing Board. The report highlights the important issues to be taken into account by the Boards in the planning and commissioning of services for children in Portsmouth including:
- ensuring that safeguarding arrangements are robust in the context of austerity measures and the resulting changes to organisational structure
 - to commission and plan for services to ensure that child sexual exploitation is prevented or dealt with effectively where prevention is not possible
 - to continue to promote and develop effective multi-agency early help and early intervention services in the local area
 - to ensure that the voice of children and young people is taken account of in shaping services and their delivery

- ensuring that the Children's Trust Board and the Health and Wellbeing Board work effectively together to drive improvements in children's safeguarding outcomes

5. The report provides the basis for the PSCB in planning how to effectively undertake their responsibility to coordinate and scrutinise the work of partner agencies in promoting the wellbeing of children and keeping them safe. The planning and commissioning tasks of the Health and Wellbeing Board and Children's Trust Board are vital in supporting effective safeguarding and improved outcomes for children.

6. Equality impact assessment (EIA)

An Equality impact assessment is not required as this report is for information only.

7. Legal Implications

There are no legal implications at this time

8. Finance Comments

There are no financial implications

Signed by: **Reg Hooke, Independent Chair, Portsmouth Safeguarding Children Board**

Appendices: Portsmouth Safeguarding Children Board Annual Report 2012-2013

Background list of documents: Section 100D of the Local Government Act 1972

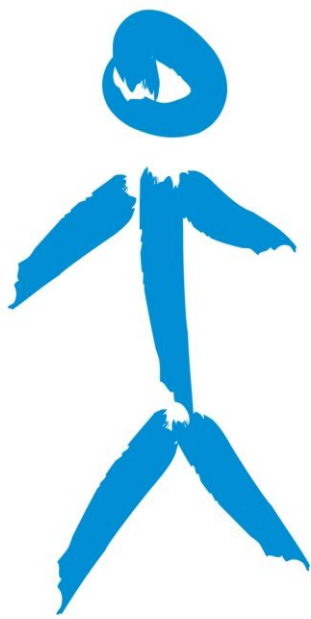
The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Apprenticeships, Skills, Children & Learning Act	Legislation.gov.uk
2009 Statutory Guidance on the Roles and Responsibilities of the Director of Children's Services and the lead Member for Children's Services	Gov.uk
Working Together to Safeguard Children 2013	Gov.uk

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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PSCB

**Portsmouth
Safeguarding
Children Board**

Protecting Portsmouth's Children

Annual Report 2012/2013

Introductory comments from the PSCB Independent Chair

I am very pleased, once again, to introduce the Portsmouth Safeguarding Children Board Annual Report 2012/13.

The production of the Annual Report provides an opportunity to review the impact of the work of PSCB to ensure effective safeguarding arrangements for children and young people in Portsmouth.

The expectations on parents, carers and professionals to ensure a safe environment for children and young people are demanding. Nationally we continue to hear about complex abuse situations in different parts of the country. The task of safeguarding children and young people presents a continuing challenge for us all to ensure that the essential work of the Local Safeguarding Children Board in Portsmouth is maintained and is effective.

During the past year Portsmouth Safeguarding Children Board has undertaken a number of key tasks. Some of these have been completed in full and others remain as 'work in progress' consistent with the priorities of the Board. These have included:-

- Maintaining our monitoring and review of safeguarding arrangements across agencies through audit, self-assessment and scrutiny
- Working to promote learning and improvements in practice based on case reviews as well as the communication of 'safeguarding' messages to professionals and the wider community
- Continuing to work with Schools, parents and young people to promote messages about e-Safety
- Participating in the Local Authority Research Consortium and reviewing how Portsmouth is supporting families who have experienced neglect
- Developing a strategy and action plan to address the risks of child sexual exploitation

Revised national safeguarding guidance 'Working Together to Safeguard Children' (2013) reinforces the expectations of Local Safeguarding Children Boards in terms of co-ordinating safeguarding arrangements and evaluating the impact of those arrangements in each local area. The importance of effective joint working by partner agencies requires us to continue to have clear priorities, hold one another to account and ensure we continue to learn from serious case reviews, audits of practice and quality assurance of what we do.

These challenges re-emphasise the continuing task for Portsmouth Safeguarding Children Board in supporting that work. This Annual Report provides a review of the work of our Board during 2012/13 and I commend it to you for your consideration.

I would also like to take this opportunity to acknowledge the ongoing hard work and commitment of the members of Portsmouth Safeguarding Children Board, the Executive and Sub-groups during the past year and to acknowledge their contribution with appreciation and thanks. In particular, I would wish to acknowledge the excellent support of our Business Manager, David Hogg and Administrator, Aileen Blakely throughout the year.

Jimmy Doyle, PSCB Independent Chair

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1. Executive Summary

This report reflects a year of consolidation and development of the work undertaken by Portsmouth Safeguarding Children Board. There has been a strong focus on child sexual exploitation and e-safety with considerable investment and effort invested in raising awareness and the promotion of safe practice.

There has been a continued effort to strengthen scrutiny and evaluation of practice through ongoing audit work and scrutiny of services through the Board's scrutiny calendar arrangements.

Dissemination of lessons from a Serious Case Review has been achieved through workshops and group briefings.

Research has been undertaken in collaboration with the Local Authority Research Consortium⁵ – LARC5 into parents/carers experiences and professionals' views on early intervention with child neglect. Further work will be undertaken to utilise the findings and recommendations for local practice.

PSCB has supported work to enhance multi-agency early intervention and to support the strengthening of usage of the common assessment framework.

The Board has continued to assess how it operates through an annual development workshop with the aim of strengthening areas for development and promoting continuous improvement.

N.B: This annual report is produced under the new Working Together Guidance 2013 which requires the LSCB annual report to cover the previous financial year (April 2012 to March 2013). This has meant that there is a degree of overlap with the time period covered in the last Annual Report (April 2011 to November 2012) which was published prior to new national guidance being available. .

2. Local background and context

Portsmouth is the UK's only island city, with Portsea Island accounting for 62% of the city's land mass. A port city located on the south coast of Hampshire, Portsmouth is the most densely populated area in the UK outside of London, with an estimated population of 208,889¹ residing within 15.5 square miles² (a population density of 13,477 per sq. m compared to London's 13,891 per sq. m). The distance from the north of the city to the south is 5.6 miles and the distance from east to west is 3.1 miles.

¹ Source: 2011-based Sub-national Population Projections (ONS)

² <http://www.portsmouth.gov.uk/yourcouncil/1487.html>

Based on the 2010 Indices of Multiple Deprivation (IMD), Portsmouth is ranked 76th most deprived out of 326 local authorities in England, with 15% of the city's population experiencing income deprivation. However, this masks significant differences at ward and LSOA level, with seven of Portsmouth most income deprived LSOAs (where 35 – 47% of the population is income deprived) in Charles Dickens ward, which tends to be the most deprived ward in the city across all of the various domains.

Based on the latest census data (2011), the city's ethnic profile has changed significantly since 2001:

- 84% of the population is White British (down from 92% in 2001)
- Portsmouth's BME community accounts for an estimated 16% of the population (up from 5.3% in 2001)
- 4.3% of the population is Other White (up from 2.2% in 2001 - reflecting increased immigration from EU accession countries including Poland)

Bangladeshi, Indian and Chinese remain among the top six ethnicities in Portsmouth, but since 2001 they have been joined by Black African, Mixed White & Asian and Polish ('Other White').

There are an estimated 50,400 children aged 0 - 19 living in Portsmouth, accounting for 24% of the usual resident population. Between 2001 and 2011, the 0 - 4 population increased by 22.7%, reflecting the increased birth rate from the mid-2000s. In 2011, the live birth rate was 13 per 1,000 resident population - down from a high of 13.7 in 2008, but forecast to go up again from 2012 and not return to levels seen in the mid-2000s until 2018³.

Based on information collected in the 2013 School Census), 17.8% of Portsmouth's school children (in maintained primary and state secondary schools) are from an ethnic group other than White British, which indicates greater ethnic diversity amongst the city's young people.

Based on the latest child poverty data⁴, 24.4% of all dependent children under the age of 20 are living in poverty (compared to the England average of 20.1%), although this masks significant differences at ward level, where child poverty rates range from 6.2% (Drayton & Farlington, in the north of the city) to 47.5% (Charles Dickens, in the heart of the city).

Social care services includes the support of 118 fostering households and the Local Authority directly provides children's residential care through 3 residential units situated within the city offering placements for up to 19 young people 13 years and above. One of these beds is for 72 hour provision. In addition there are foster care and residential placements commissioned from the independent sector. There is also a short break residential unit for children with disabilities offering care for up to 45 children.

³ Source: Portsmouth JSNA <http://www.portsmouth.gov.uk/living/19062.html> (Live Birth Rates and Trend)

⁴ Source: HMRC Child Poverty Data (August 2011)

Community based services are provided by 7 social care teams, 1 Children with Disabilities Team, 1 Young Persons' Support Team, a Fostering Recruitment and a Fostering Support Team and an Adoption Team. Private fostering services are provided through a dedicated worker situated in the Fostering Support Team.

Additional preventative services are delivered through children's centres. The Joint Action Team oversees all new contacts to children's social care and safeguarding and supports a team around the child approach on a needs led basis. There are 2 Family Support Teams providing support to vulnerable families across the city. There is a Children Looked After Team that promotes the corporate responsibilities across the partnership for looked after children. This team also has approximately 2.5 FTE equivalent Education Consultants who provide more specialist advice and intervention to promote the educational achievement of looked after children. [Note: An annual report should not give data in the following year. There were 307 LAC at end March 2013.

3. Statutory and legislative context

Since 2009 there has been a requirement in national guidance that the Chief Executive and the Leader of the Council should make an assessment of the effectiveness of local governance and partnership arrangements for improving outcomes for children and supporting the best possible standards for safeguarding and promoting the welfare of children.

In addition, the Apprenticeships, Skills, Children & Learning Act 2009 introduced a requirement for Local Safeguarding Children Boards to produce and publish an annual report on the effectiveness of safeguarding in the local area. Subsequent statutory guidance ('Working Together to Safeguard Children' DfE, 2013) indicated that 'The report should be submitted to the Chief Executive, Leader of the Council, the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board. The report should provide a rigorous and transparent assessment of the performance and effectiveness of local services'.

This annual report of the Portsmouth Safeguarding Children Board and the formal reporting to the specified bodies provide the accountability framework to meet these responsibilities.

4. Summary statement of sufficiency of local safeguarding

4.1 Improvements in safeguarding during 2012-2013

Some of the improvement highlights from this period are:

- Strengthening awareness raising activity about child sexual exploitation (e.g. 'spot the signs' leaflets made available to all secondary school students and their parents/carers; on line CSE training made available to all professionals.)
- Establishment of a regular, systematic and multi-agency oversight of individual young people known to be at risk of (or experiencing) child sexual exploitation in addition to single agency responses.
- Involvement of children , their parents and school staff in the continued development of on-line safety awareness raising resources for primary aged children and their parent/carers in preparation for a city wide 'Troll' campaign.
- Supporting professionals in improving their practice in safeguarding through reflective practice forums led by the Professional Practice Committee.
- Disseminating the lessons from the Serious Case Review on Child D to a wide range of professionals through workshops, group briefings and individual supervision. This was done well ahead of the planned publication of this SCR in September 2013.
- Published comprehensive guidance on early intervention including agreed thresholds for specialist services and supporting awareness of this through interactive conferences for professionals from all agencies.
- Commissioned independent evaluation of families' experiences of the child protection system.
- Commissioned external evaluation of the processes around allegations management and secured increased Local Authority Designated Officer (LADO) capacity for managing allegations against staff or others working with children and young people.
- Completed audits of service/team/establishment compliance with the Safeguarding Compact standards, 2 Deep Dive Audits (on children experiencing domestic abuse and on children subject to repeat child protection plans)
- Support for the implementation of the Joint Action Team to provide improved multi-agency early intervention and ensuring the good access to Children's Social Care for those cases where this is genuinely warranted.
- Completed research on parents'/carers' experiences and professionals' views on early intervention with child neglect as part of national research collaboration (Local Authority Research Consortium5 - LARC5)
- Secured improvements in monitoring and review of child deaths and of the Child Death Overview Panel functioning through the appointment of a CDOP manager and new work streams arising from this appointment.

4.2 The PSCB's self-assessment of its strengths and weaknesses

As part of a PSCB development process in June 2012 the Board members identified the following strengths regarding the functioning of the Board:

- Good multi-agency commitment and contribution including positive joint work through a number of PSCB committees
- Clear structure with good information provided to members which supports efficient operation.
- A clear business plan assisting with a sense of purpose and forward direction.
- Agencies are held to account through their participation in the Board and the challenges that this brings.

Board members also identified the following general areas for strengthening the operation of the Board:

- Need for a stronger picture of the experience of practitioners at the frontline.
- A desire to connect more consistently with members of the public
- Embedding the notion of the Board as a learning partnership
- Using the views of children and young people to inform the work of the Board

More specific areas for development included:

- Strengthening links with adults services, with the Health and Wellbeing Board and with schools
- Evaluating how well the published thresholds for children's social care are understood by front line practitioners
- Strengthening the assurance process that the recommendations from the Board and its committees are implemented and are having the desired outcomes.

4.3 Overall evaluation of effectiveness of safeguarding

The various strands of evaluation activity summarised in the annexes to this report lead the PSCB to identify the following summary judgements about the effectiveness of safeguarding arrangements in Portsmouth.

OVERVIEW

There is evidence that agencies work together effectively to deal with child protection enquiries and that interventions are generally effective and robust.

A priority for 2013/14 is to ensure that multi-agency plans address the underlying causes in family difficulties as indicated by the high level of repeat child protection plans and evidence from the two recent serious case reviews, which highlight the difficulties and complexities of adequately addressing neglect.

Challenge and Escalation - Agencies at all levels work effectively together; however on occasions it is necessary to challenge another's professional judgment or particular process of an agency. There is further work required to support and encourage agencies to raise and escalate concerns as indicated in the two recent serious case reviews where frontline practitioners had concerns but did not escalate these to senior managers or to the Safeguarding Board.

Considerable progress has been achieved by agencies in Portsmouth in preventing children suffering significant harm through improved early intervention and the development of early help services. Two successful multi-agency 'Early Help' conferences held during the year helped to underpin the importance of appropriate early intervention for all professionals working with children and included the launching of a refreshed Common Assessment Framework approach.

A priority going forward is to ensure that 'early help' interventions are holistic and multi-agency (where required) in addressing the duty to 'promote the welfare of children'. In particular agencies and practitioners need to make the link between safeguarding and educational achievement.

Good progress has been made in relation to generating awareness and building effective processes for tackling child sexual exploitation (CSE). Further work is required in relation to identifying the full extent of CSE in Portsmouth and communicating key messages amongst all practitioners and more broadly, the wider community.

SPECIFIC AREAS FOR MAINTAINANCE AND DEVELOPMENT

Particular strengths in safeguarding arrangements and practice that we would wish to maintain and further develop are:

Leadership:

Clarity of leadership and vision as evidenced in strategic development of structures, resources and change programmes to meet future priorities and expectations, for example, the development of actions to protect vulnerable children and young people who may be at risk of Sexual Exploitation or other forms of abuse

Partnership working:

Strong partnership working and an enthusiastic and committed workforce e.g. the maintenance and development of a multi-agency delivery of the safeguarding training programme

Early help and Intervention:

An improving picture regarding early help and intervention practice and a strong multi-agency commitment to develop this further, for example, the implementation of the Joint Action Team and embedding the use of the Common Assessment Framework

Focus on improvement:

A proactive approach towards the identification and recognition of where improvements may be needed and a readiness to learn and improve as evidenced by strengthened processes for data analysis, audit activity and enhanced case review processes, for example, the adoption of a PSCB learning and improvement framework.

On line safety:

A substantial awareness raising programme for school staff and pupils, other professionals and the general public that provided high quality information resources.

Despite these clear strengths there is no place for complacency and our analysis identifies the following areas as priorities for improvement in the coming period and for focused work by the Board:

Evaluating impact:

To establish and develop a clearer focus on evaluating and understanding the impact of interventions and expected outcomes by ensuring that the 'voice of the child' features in future activity to support the Board's strategic evaluation and understanding of the impact it is having.

Developing scrutiny:

To strengthen the Board's data collection to support analysis and scrutiny of safeguarding arrangements in Portsmouth that ensure a better understanding of the 'child's journey'.

Early Help:

To promote and strengthen the engagement of universal services in early help and intervention processes such as team around the child, the common assessment framework and safe sleeping advice.

Allegations Management:

To secure enhanced capacity and leadership for dealing with allegations against adults working with children, to promote cross agency awareness and maintain consistency in managing such allegations

Reduction in repeat Child Protection Plans:

To support multi-agency work to reduce the number of children who require a child protection plan for a second time.

NHS Reforms:

To ensure that health partners and commissioning arrangements are adequately focussed on the safeguarding children agenda at a time of NHS organisational change that inevitably brings risks to partnership working.

These areas for improvement together with other areas highlighted elsewhere in this report will form the basis for business planning and a co-ordinated effort across Board partners in the coming period.

5. Challenges for the Children's Trust Board and Health and Wellbeing Board

The analysis of the effectiveness of safeguarding locally leads the PSCB to present the following challenges to the Children's Trust Board / Health and Wellbeing Board as important and influential issues to be taken into account in the planning and commissioning of services for children and young people in Portsmouth in 2013-2014:-

- to ensure that safeguarding arrangements are secure in the context of austerity measures and the resulting changes to organisational structures
- to commission and plan for services to ensure that childhood sexual exploitation is prevented or dealt with effectively where prevention is not possible
- to continue to promote and develop effective multi-agency early help and early intervention services in the local area
- to ensure that the voice of children and young people is taken account of in shaping services and their delivery
- to ensure that the Children's Trust Board and the Health and Wellbeing Board work effectively together to drive improvements in children's' safeguarding outcomes

6. PSCB Priorities for 2013-2014

The work of the Board during the past year has led to the identification of the following priorities for 2013-2014:

1. Evaluating impact:

To establish and develop a clearer focus on evaluating and understanding the impact of interventions and expected outcomes in plans for individual children and young people to support the Board's strategic evaluation activity.

2. Developing scrutiny:

To strengthen the Board's data collection and further develop the analysis and scrutiny of safeguarding arrangements to ensure a better understanding of the 'child's journey'.

3. Early Help:

To promote and strengthen the engagement of universal services in early help and intervention processes such as team around the child and the common assessment framework.

4. Allegations Management:

To secure enhanced capacity and leadership for dealing with allegations against adults working with children, to promote cross agency awareness and maintain consistency in managing such allegations

5. Reduction in repeat Child Protection Plans:

To support multi agency work to reduce the number of children who require a child protection plan for a second time.

6. NHS Reforms:

To ensure that health partners and commissioning arrangements are adequately focussed on the safeguarding children agenda at a time of NHS organisational change that inevitably brings risks to partnership working.

7. Child Sexual Exploitation:

To maintain a focus on addressing the risks to children and young people and to build on current work to strengthen and develop the CSE Strategy.

These priorities set the context for agreeing objectives and work planning for the Executive and the other Committees of the PSCB. The Chairs of the Executive and other Committees have identified objectives for the work of their committee over this period. These are presented in the PSCB Business Plan as a series of action plans for each Committee and are available at:

http://www.portsmouthscb.org.uk/user_controlled_lcms_area/uploaded_files/PSCB%20BusinessPlan%202013-2014%20FINAL.pdf).

The delivery and impact of the Business Plan is monitored by the Executive.

This Business Plan is presented as a series of action plans for each Committee. The delivery of the Business Plan will be monitored by the Executive.

7. Concluding comments from the Lead Member for Children and Families

I am pleased to add a concluding comment to this fourth Annual Report of the Portsmouth Safeguarding Children Board (PSCB) which provides an analysis of the effectiveness of safeguarding in the local area. There are encouraging examples of good local practice that shows how this is leading to better outcomes for children.

However there are no grounds for complacency and this report sets out the key areas where future efforts need to be concentrated. It is important to know that local arrangements for safeguarding and promoting the well-being of Portsmouth's children are as good as they can be and that there is a constant effort to improve how this works. The information in this report is helpful in my task of holding all agencies to account for how this essential work is taken forward and in ensuring that these arrangements are well co-ordinated.

Keeping Portsmouth's children safe relies on statutory and non-statutory agencies working closely together to improve their contribution to safeguarding. I would like to thank the members of the PSCB and its committees for their commitment, effort and determination in their work to achieve effective safeguarding arrangements and practice.



Cllr Rob Wood
Lead Member for Children and Families

8. Where to find further information and detail about the work of the PSCB

Visit our website at www.portsmouthscb.org.uk

9. How to contact us if you have a comment or question about the content of this report

PSCB Chair (outgoing)	Jimmy Doyle	Core 4, Floor 4 Portsmouth City Council Civic Offices Guildhall Square Portsmouth PO1 2BG Email: jimmy.doyle@portsmouthcc.gov.uk
PSCB Chair (incoming)	Reg Hooke	Core 4, Floor 4 Portsmouth City Council Civic Offices Guildhall Square Portsmouth PO1 2BG Email: reghooke@gmail.com
PSCB Administrator	Aileen Blakely	Core 4, Floor 4 Portsmouth City Council Civic Offices Guildhall Square Portsmouth PO1 2BG Email: aileen.blakely@portsmouthcc.gov.uk Tel no: 02392 841540

Appendix 1: What the LGA Safeguarding Children Peer Review (October 2012) told us about local safeguarding

In October 2012 a Peer Review of safeguarding arrangements for children was conducted by a team of 8 peer reviewers, experienced professional from across England who visited us for a week to evaluate the effectiveness of local safeguarding arrangements.

The main strengths and the areas for further consideration that were highlighted are:

Summary strengths

The Council and its partners have pro-active and rigorous leadership which has set a clear direction that is known and understood across the partnership

Clear evidence of a commitment to modernise and grasp the Munro and Social Work reforms

There is strong evidence that business planning links to the vision, priorities and is transmitted at every level and that performance management runs alongside this

The council and partners have aligned the service structures, resources and change programme to focus on the priorities for safeguarding and the delivery of strategic priorities

Evidence of strong partnership working including PSCB and CT as well as Safer Portsmouth Partnership and Health and Wellbeing Board

Evidence of the positive impact of some of the changes in delivery is apparent and deal with problems at an early stage e.g.

Increased CAF/ Team around the Child (TAC) across agencies

Joint Action Team (JAT) created

Improved Children in Need work

Improved practice in social care process and procedures

Pressures have decreased in social work case loads and vacancies

Committed and enthusiastic workforce across the partnership

Summary areas for consideration

Practice, process and procedures have improved but plans and interventions need a greater focus on the impact and intended outcomes

The Council should consider examining and ensuring that the restructuring of the Social Care Service is not in some instances leading to multiple transitions and changes in case holding causing potential drift and disruption

The IT social care system is reported as time consuming and affecting the efficiency of staff and potentially thoroughness of recording

The use of strategic information is good but data from the frontline should also be used more effectively to inform the re-shaping of services

The ambition of the Council and the partners is to provide services collaboratively and at an early stage. A long term financial plan would help to deliver a strategic shift of resources to support this.

Although the strategic vision and the priorities are well established and owned across the partnership, there is evidence of a less well integrated approach to the joining up of the strategic strands across the council's services.

There is a risk to engagement of health commissioning within the partnership due to NHS organisational change

Appendix 2: Key issues we have learned from any serious case reviews

The PSCB completed and published a serious case review on Child D. The inter-agency recommendations and actions are as follows:

1. The Board should consider introducing multi-agency quality assurance initiatives directly aimed at appraising how well agencies are working together.

PSCB are maintaining a programme of multi-agency 'deep dive' audits every six months. These are focused on the effectiveness of working together in different aspects of safeguarding and lead to recommendations for improvements and monitoring of changes in practice.

2. The Board should support the renewed delivery across all partner agencies of initiatives to promote "safe sleep".

A programme for promoting safe sleep by all partner agencies was re-launched last year and evaluated as successful in getting key messages consistently communicated to parents, carers and practitioners.

3. The Board should review the progress made in tackling issues identified in the previous Serious Case Review of Child C which have also presented in this case, and utilise the planned Peer Review exercise to complement this.

PSCB has examined the common issues between the two reviews, is assured of progress that has already been made and has made clear recommendations for further improvements.

4. The Board should commission a multi-agency review of local practice and arrangements to support child protection agencies in working together effectively outside "office hours".

A review of the out of hour's services for all agencies has assured the Board of their adequacy and effectiveness. Recommendations for further improvement were acted upon and there is a regular audit of effectiveness of out of hours working together arrangements.

5. The Board should evaluate the reports arising from this review of unsatisfactory working relationships between Children's Social Care services and a school, and, if necessary, develop a protocol to strengthen effective communications and understanding of the arrangements for escalating concerns.

The relationship between the school and children's social care has been reviewed and found now to be satisfactory. A new multi-agency referral team has improved schools' access to information and advice about vulnerable children. Guidance for

schools about escalating concerns has been strengthened and they have been reminded of the existing protocol for resolving professional disagreements.

6. The Board should review arrangements for considering cases which may require a Serious Case Review, to ensure that agencies and families are aware that this has been considered.

Since August 2012, the Serious Case Review Committee's consideration of cases has been strengthened by using improved structures that provide clearer feedback to agencies and ensuring that families are more involved in the process. Draw upon press statements

Appendix 3: What our on-going monitoring of all child deaths has told us

Outcomes for children and families over the last 12 months:

The Child Death Overview Panel does not provide a direct service to children and their families; however the action of the panel does assist in preventing further deaths and identifies modifiable factors to improve the well-being and lives of young children. The CDOP covers Hampshire, Isle of Wight, Southampton and Portsmouth's LSCB areas and the learning in terms of preventing harm or deaths is across all four areas.

Lesson learned over the past 12 months:

Out of approximately 80 cases across the four areas reviewed by CDOP in a twelve month period there is a low percentage with modifiable factors which may have contributed to a death and therefore recommendations were made to reduce future deaths. Portsmouth had 9 deaths notified in this period. . The safer sleeping campaign continues to be visible and evidence does suggest that this assists in maintaining the low numbers of death by overlay.

DfE return completed this year has not raised any specific issues.

An audit completed on approximately 30 cases has highlighted the need for multiagency working and information sharing to enable the rapid response to work effectively.

Improvements made in practice/service arrangements over the past 12 months:

CDOP is now fully functioning with specialist members of the panel being successfully recruited to advise the panel when reviewing deaths in particularly Neonatal and Perinatal deaths.

A manager is now in post and visible to agencies and all four safeguarding boards. Attendance at board meetings where relevant and appropriate to give feedback, updates and present the Quarterly reports is now a regular occurrence for CDOP.

The CDOP process has been fully reviewed and the function of the panel is following the governments guidance for panel functioning. Deaths are fully reviewed and the correct format used.

The DfE returns has been successfully completed and highlighted some issues of outstanding cases from 2010-2013. A plan of action has been agreed and implemented to address this. An additional panel meeting has been scheduled for February so that these cases can be categorised.

A full review of the Rapid Response procedures has been undertaken, this will be published immanently.

Challenges facing the service area:

CDOP has been functioning without a manager in post for approximately 8 months until the post was recruited to in Feb 2013. Therefore the service had drifted somewhat. Processes and procedures are out of date, reports and business plans require updating and this will take time however, a plan of action is in place to address this and the above is currently work in progress.

The role of Designated Doctor remains vacant and this will continue to be a challenge for the Child Death Overview Panel and other professionals reliant on the input of a Designated Doctor.

Future plans:

CDOP intends to raise the profile of processes, procedures and functioning within the local authority and healthcare settings. This will be achieved through short training sessions to local authority staff and meetings with paediatricians to cascade the awareness and information down to frontline staff.

Training of rapid response professionals is in the planning stage and will be facilitated over the next 8 months in collaboration with police colleagues. An audit tool of unexpected deaths will be completed to ascertain if the procedures are being adhered to and to evidence that training has been effective.

Support from the PSCB:

The role and function of CDOP is not widely known in children services and raising the awareness of CDOP would greatly assist the panel when gathering information for a review. Support in cascading this information would be of benefit. CDOP will be providing some bespoke sessions to inform professionals of the work CDOP undertakes and attendance where possible would be appreciated.

Where possible, ensuring that the message of safer sleeping is given to parents and carers via child protection conferences/plans, Child in Need plans and parenting/family support sessions and assessments.

Appendix 4: How effective is safeguarding in local services and establishments?

1. The MESC has completed the second annual audit against the Portsmouth Safeguarding Compact. Key headlines are as follows;
 - a) 125 services were asked to complete a self-assessment
 - b) 47% were returned on time, rising to 77% following some chasing
 - c) 100% of those providing feedback on the usefulness of the audit process were positive. (70% gave feedback on the process)
 - d) 29 services did not return an assessment at all, a significant rise on last year. These services have been written to and informed they will be included in the 2013/14 audit
 - e) PSCB members have been written to by the Chair to seek reasons why these 29 agencies did not reply
 - f) Of the 97 that did complete the audit, 29 services were triggered by the criteria that require them to submit an improvement plan to MESC. Last year it was 45 services so this could be taken as some level of improvement
 - g) (Again, data should not be included that refers to the next year - if this is essential to include then suggest this goes in as footnote, otherwise delete.)
 - h) Key issues highlighted are much the same as the first audit;
 - Understanding of the LADO role
 - Embedding Early Help practices (CAF, lead professional and Team Around the Family) into everyday business
 - Key staff having undertaken Safer Recruitment training
2. The information from the audit is used to inform the Integrated Working and Safeguarding Training Programme and the work of the Joint Action Team.

Appendix 5: What routine analysis of safeguarding data told us about the effectiveness of local safeguarding practice

The MESD has designed and implemented a Dataset with 70 indicators. These have been split into 10 blocks as follows:

Child protection processes	Wider safeguarding
Children in need	Section 11/compact audit
Earlier Intervention	Allegations
Children's workforce	Looked after children
Child deaths	The PSCB

There has been some concerning movement in some figures which we are currently looking at a bit more closely to see if they are 'blips' or 'trends', notably;

- numbers of Looked After Children
- numbers of child protection plans
- permanent exclusion from school
- a shift from emotional abuse to neglect as key concern
- recorded domestic abuse
- risk assessments of young offenders

There are some positive movements in the following areas

- numbers of CAFs
- repeat referrals to Children's Social Care
- quality of Child in Need case planning
- crimes against young people
- allegations management - timeliness of strategy meeting
- LAC participation in their reviews

Appendix 6: Progress that has been made against the challenges offered to Children's Trust Board in the last Annual Report

To ensure that safeguarding arrangements are secure in the context of austerity measures and the resulting changes to organisational structures

Budgetary constraints and the need to achieve savings have been a reality for all partners throughout the past year. Nevertheless, there has been an ongoing commitment to seek to protect safeguarding activity at both a strategic and operational level across the partnership. The activity of PSCB has been sustained through maintaining budget contributions and importantly, through contributions in kind to support training, committees of the board, conferences and the dissemination of lessons from serious case reviews. The links which PSCB has developed with the Children's Trust Board have contributed to an appreciation of the importance of the safeguarding agenda in the city and a commitment from partners to seek to maintain that position.

To commission and plan for services to ensure that childhood sexual exploitation is prevented or dealt with effectively where prevention is not possible

The Children's Trust Board has continued to maintain a focus on the vulnerability of children and young people who may be at risk from exploitation. The Pan-Hampshire 4 LSCB group has maintained its work on Missing, Exploited and Trafficked Children guided by the DfE CSE Action Plan published in November 2011. Portsmouth Safeguarding Children Board during 2012-13 has established a formal CSE Committee to take forward the local strategy. The LGA Peer Review in October 2012 commented that good progress was being made and that work to promote awareness should continue.

Work to address the risks of CSE is continuing and will be carried forward in the PSCB 2013-14 work plan. Primarily this will focus on identification, awareness raising, the provision of specialist support to victims and the development of arrangements for a preventative approach. There are also detailed plans to take forward disruption strategies between the Police, Children's Social Care and the Barnardo's service. The support of the Children's Trust Board will continue to be important in supporting and sustaining future commissioning of such services and practice.

To continue to promote and develop effective multi-agency early help and early intervention services in the local area

Significant progress has been made with regard to early help during the past year through the support of the Children's Trust Board. Developments have included the establishment of the Joint Action Team; continuation of the integrated working and safeguarding training programme and a successful multi-agency Early Help Conference in November 2012 - which was over-subscribed - resulting in a further conference in March 2013.

There have been significant shifts in activity levels across the city with increasing numbers of Common Assessments being completed. There is also evidence of more appropriate referrals being made to Children's Social Care and a reduction in re-referrals. The publication of new social care thresholds, a re-design of the CAF based on multi-agency and parent/carer input and a new training course on supervision to support front line managers across all agencies have each contributed to improvements in this area of work.

The Integrated Working and Safeguarding Children training programme continues to provide multi-agency training to a large number of managers, supervisors and practitioners in the city. Some redesign of the programme has enabled a stronger focus on front-line managers and the revised guidance on early help. The manager for the programme receives information from various parts of the Safeguarding Board to enhance the training based on local learning. Schools increasingly purchase Safeguarding Awareness training (through a traded services arrangement) delivered to whole school teams and this year there has been a strong focus on nursery providers.

To ensure that the Children's Trust Board and the Health & Well-Being Board work effectively together to drive improvements in children's safeguarding outcomes

The links between the Children's Trust Board and the Portsmouth Safeguarding Children Board have been developing over the past four years. The Chair of the PSCB sits on the CTB and there is a continuing opportunity to ensure that safeguarding is considered and appropriate challenge offered at all levels in consideration of the CTB priorities.

The PSCB Annual Report is presented to the CTB each year and relevant safeguarding challenges from PSCB are addressed to the CTB for their consideration. The Chair of the CTB is invited each year to report on progress which has been made in addressing the issues raised.

In the course of 2012-13 the PSCB Annual Report was also presented to the newly established Health & Well-Being Board for the first time. It is planned that this practice should be maintained.

Appendix 7: How implementing our Business Plan improved safeguarding

EXECUTIVE – Implementing our Business Plan

During 2012-13 the Executive has adopted and strengthened its role to oversee the progress of the Business Plan on behalf of PSCB. Whilst continuing to support the Safeguarding Board through agenda planning and addressing specific issues delegated by the Board, the Executive has adopted an increasing focus on receiving reports from the Committees. This has helped to highlight the wide range of activity being undertaken on behalf of the Board and has created the potential for the Executive to provide additional support or guidance as required.

Achievements (Outcomes)

Overseen the transition from a 'task & finish' group to the establishment of a Child Sexual Exploitation Committee of the Board to develop and progress an appropriate strategy and action plan.

Maintained a 'watching brief' on progress towards a Children with Disability strategy to support the related Children's Trust Board priority with a particular focus on safeguarding aspects of the strategy.

Continued to support the e-safety work of the newly established E-Safety Committee consistent with the business plan objective of delivering key 'safeguarding messages.

Provided funding to support a research project focusing on support to families who may have experienced neglect.

Supporting the commissioning of 'awareness raising of the local LADO arrangements and securing an increase in LADO capacity within the local authority.

A review of the effectiveness of multi-agency training, monitoring the effectiveness of the child sexual exploitation strategy and strengthening engagement with children and young people remain priorities and 'work in progress' for the Executive.

MONITORING, EVALUATION & SCRUTINY COMMITTEE

This year the work of the MESC has been as follows;

Annual Section 11 Safeguarding Compact Audit

In March 2013, the MESC completed its second annual audit of early help and safeguarding. The audit is based on an agency's self-assessment against the 10 standards of the Portsmouth Safeguarding and Early Help Compact which was first designed in 2004.

This year, 125 services were asked to complete the audit and 97 responded. Those that did not respond are to be included in the 2013/14 audit.

The audit demonstrated that there continues to be more work to do to embed the early help processes of the CAF and lead professional practice and more to do to improve allegation management. However, this year only 27 services were asked to return an improvement plan against 45 last year.

Feedback on the process was again positive and the audit continues to raise the profile of safeguarding and of the PSCB in the city.

The PSCB Dataset

The MESC continues to develop and monitor the PSCB dataset. The dataset includes over 70 outcome or process indicators which help us build a picture of safeguarding and early help in the city.

Data analysis this year had demonstrated a number of key improvements in safeguarding including;

- Quality of child protection plans and child in need plans
- Coverage of child in need plans
- Use of the CAF
- Family experience of child protection practices
- Quoracy of child protection planning meetings
- Numbers of Tier 3 children with a plan in place

The data also showed some areas for improvement including;

- Looked After Child placement stability
- Reducing changes of social worker for children
- Multi-agency reports into child protection conferences
- Waiting time for multi-agency safeguarding training
- Educational inclusion for some vulnerable children including less than full-time provision and education following a fixed term exclusion
- Use of LADO arrangements

Deep Dive 3

The third PSCB multi-agency Deep Dive explored the issue of high repeat child protection plans in the city. A multi-agency team reviewed seven cases in detail and made six recommendations for improvement to practice to the PSCB.

Audit Activity

In March 2013, the Committee received a follow-up audit on health referrals to Social Care. This was a re-audit to see if there had been improvements since 2011. The audit demonstrated that the quality of the referrals had improved but there remained work to do around the voice of the child and the analysis of the severity of concern. Children's Social Care and Safeguarding continue to provide accurate and timely audit information to the Committee.

Ofsted 2011 Action Plan

The Ofsted safeguarding inspection of spring 2011 led to 15 recommendations for improvement. MESC developed a multi-agency Action Plan and monitored it up to autumn 2012 when it was felt that most of the recommendations had been implemented successfully. The three areas remaining for improvement (the role of the LADO, repeat Child Protection Plans and child in need cases with an up-to-date plan) were being picked up in new or existing action plans. In November 2012, the PSCB agreed that implementation had reached the point where detailed monitoring of the Ofsted Action Plan could end.

Research

In September 2012, the MESC commissioned an independent researcher to hear the voice of children and their families around their experiences of the child protection system. The research demonstrated that children and families had been visited regularly, had seen the reports made by professionals and were involved well in the process. Of particular note, the random sample of families expressed a very high regard for multi-agency work around them.

There were lessons for the PSCB however in terms of where child protection planning meetings are held, practical access issues (transport, childcare, refreshments etc) and in particular, 'step-down' support into Child in Need or Tier 3 support.

Child Sexual Exploitation

From February 2013, the MESC began providing support to the PSCB Child Sexual Exploitation Committee in understanding the prevalence and needs around CSE in the city.

In February 2013, the MESC gave a full report to the main Board of all its findings over the previous year and delivered a set of 18 recommendations; 12 for Children's Social Care, 2 for the Board itself and 4 for all member agencies of the Board.

PROFESSIONAL PRACTICE COMMITTEE

The Professional Practice Committee was formed in May 2011 in response to an identified need to strengthen inter-agency collaboration and to improve the effectiveness of practice in response to Professor Munro's reforms of Child Protection.

The specific functions of the Professional Practice Committee are as follows:

- To encourage and help develop effective working relationships between different services to promote trust and interagency collaboration
- To improve the effectiveness of practice in the light of knowledge gained through national and local experience and research
- Resolving professional difference and challenging agency attendance at case conferences and core groups
- Identifying gaps in safeguarding practices and implementing strategies to address the gap
- Ensuring that a strategic overview of the implementation of safeguarding plans and services is maintained in a joined up way
- Ensuring that safeguarding is embedded in preventative work and multi-agency agreement around thresholds is agreed in order to reduce the risk of children coming into contact with social care and other tier 3/4 assessments and interventions when it is not appropriate for them to do so
- Ensure the collective identification of good practice and the conditions which support it providing opportunities for staff who work with children, young people and their families to reflect on and discuss local practice issues

Membership

The core members are; Children's Social Care, Health, Police and Education. Other agencies may be co-opted in order to provide specialist information.

Membership will include those able to contribute and analyse information on safeguarding.

Workplan for 2013/14

In April 2013, a new case conference process was developed that included a clear analysis of risk and protective factors, outcome focused child protection planning and ensuring the voice and experience of the child is central to the decision-making process. Multi agency training was delivered and the safeguarding training programme revised to include the new conference requirements. A framework for the quality assurance of case conferences was developed to ensure senior managers had direct experience and knowledge of the conference process.

The Committee has organised a multi- agency audit of child protection, in November 2013, to include an evaluation of early help, referral, S. 47 processes, effectiveness of the child

protection case conference and individual's contribution to the conference, including the effectiveness of child protection planning and core group meetings.

As a result of a Serious Case Review, The Committee developed a framework for staff from all agencies on working with resistant families from identification, risk assessment and defining management responsibilities.

The Committee has reviewed the implications of the practice changes introduced by Working Together 2013 and also Private Fostering as part of its scrutiny function.

The Committee has also reviewed and revised a resolving professional differences protocol and has developed multi agency reflective practice meetings to encourage a culture of professional challenge, discussion and negotiation. Both of these provide clarity on escalation processes and the links to the PSCB.

The Committee works with The Serious Case Review Committee and the Monitoring and Evaluation Committee to ensure identified themes can be incorporated into the workplan. The Principal Social Worker, appointed in July 2013, has also become a Committee member and will be supporting the Committee to ensure the experience of front line practitioners are heard and addressed.

Mary Brimson

Safeguarding Monitoring Commissioning Manager 05/11/13

E-SAFETY COMMITTEE

Background

Following a well-attended E Safety Conference held March 2012, there have been three key areas of activity and priorities for the E Safety Group during the time period April 2012 - March 2013:

- The delivery and development of the e-safety awareness campaign and related resources
- Seek agreement for and recruit an E- Safety Officer to deliver the E Safety Strategy and support the E Associates network
- Data collection in terms of e-safety incidents to establish base-line

The E Safety Awareness Campaign

Awareness raising is and will remain a key priority for the group, targeting children of different age ranges, parents, carers and professionals. The key messages are how to stay safe on-line, what to consider in order to ensure that your own on-line behaviour doesn't cause problems for others and what to do if an incident occurs. This is essential as it is no longer possible or practical to rely on filtering of inappropriate sites to protect children, as the means of access are now so varied. The internet is a constantly changing environment and there continues to be complacency from children and their carers over the need for safe practises. The campaign delivers the message by a range of means which will ensure that the message is received and is trusted.

During this time period the following elements were successfully delivered:

- Distribution of the E-Safety Conference DVD's to all schools and other organisations working with children. Copies are available in all Portsmouth public libraries for loan
- Delivery of three E-Safety roadshows in shopping centres
- Production of the "Stay protected when connected" booklet for parents/carers
- Production of an e-safety leaflet and on-line quiz for parents/carers. The quiz was delivered city wide with the prize of a tablet awarded in summer 2012. A KS2 E safety leaflet completion. The winning entry was published in Termtime autumn 2012.
- A further print run of 10,000 flyers was printed following the parents/carers completion, to continue the e-safety messages
- Two E safety promotions have been published in Flagship
- The E Safety web pages have been developed. They received over 500 visits in the first month after the conference.

- The "Beware of Lurking Trolls" campaign was developed following a KS3/4 competition which was only moderately successful but produced the "Troll" concept. This was then productively developed in consultation with the Youth Parliament and Reading Activist groups. Beyond the time period of this report, this concept has been developed to produce four "Troll" characters to personify the four key on-line threats, cyber bullying, threats to personal safety/stranger danger/CSE, data protection and viruses. A Troll costume has been produced; four pull up banners, leaflets, posters and a picture book for KS2. Funding will now be sought from Safeguarding Boards and other organisations working with children, to create an on-line game, using these characters

E Safety Officer

Agreement was sought and obtained for funding to deliver an E Safety Officer post for an initial period of two years. Following the conference, it became clear that there was a requirement for an on-going post to deal with enquires, work on promotional campaigns and capitalise on the interest and energy generated by the discussion and workshops. This post is required to build an E Associates network of organisation who deals with young people. The post-holder will also deal with the on-going communication and sharing of good practice by members of the network, training and outreach. The post was assessed by the HR Pay and Policy Officer as band 7, that is £22,221 (25) to £26,276 (29) pro rata based on 2012/13 salary scales. On the basis of these costs a decision has been taken to appoint a post holder for 18 ½ hours per week for an initial period of 2 years. The post was placed in the Integrated Youth Support team in Targeted Youth Support. The team made minor adjustments to the job profile and the post was finally recruited in spring 2013 with the post holder taking up their role in June 2013

Data collection/baseline data

This has been unsuccessful over this time period, but communication with the Police may result in changes to the way incidents are recorded. This work is on-going.

Outstanding Areas of Activity for the Group

- Recruitment, training and development of the E Safety Officer role to deliver the E safety Strategy.
- Seek funding from other Safeguarding Boards and organisations working with children to jointly develop an on-line game to deliver the e-safety message. This is likely to target KS3 and 4
- Maximise use of resources developed over this time period to deliver activity in schools and in public places
- Seek consultation with KS1 and Early year's specialists to identify and address e-safety agendas relevant to this group and seek mechanisms to deliver appropriate e-safety messages.
- Continue to work with the Police and CEOP to obtain regional and local data regarding E safety incidents.

SERIOUS CASE REVIEW COMMITTEE

The purpose of the Serious Case Review Committee (SCRC) is to ensure that all serious childcare incidents (SCCI) referred are considered to ascertain if they meet the criteria for a Serious Case Review. Should this be the case the committee would advise the Chair of PSCB accordingly and ensure requirements of the statutory guidance (Working Together 2013) are met. Once a Serious Case Review has been completed and recommendations with agency action plans have been agreed, the implementation and completion of these action plans is monitored by the Serious Case Review Committee. Any lessons learned as a result of this review process should be disseminated widely.

Membership of the SCRC has been widened this year with the welcome addition of a representative from the Children and Family Court Advisory and Support Service (CAFCASS). Partner agencies have the opportunity to refer cases considered to be SCCI to the committee for scrutiny and review if there are concerns about inter-agency practice. The resultant recommendations and actions for agencies involved with the families discussed will be evidenced to and monitored by the SCRC.

During the course of this year the committee has been responsible for monitoring the implementation of agency action plans relating to a 2011 SCR. All agency action plans were completed by June 2012. The committee reported to the PSCB board members on progress made following the implementation of action plans in November 2012

The SCRC met on 6 occasions during this period and reviewed a total of 4 Serious Child Care Incidents. Three of these cases resulted in recommendations for future practice to agencies involved. Importantly one of the new cases referred led to the recommendation for a Serious Case Review. This was initiated in February 2012 with the completed report submitted to Department for Education in October 2012. The Care Proceedings concerning the siblings of the index case resulted in a delay in publication of the overview report

Analysis of the Serious Case Review completed in 2012 identified that there was an overlap in the time period of the agency chronologies with 2011 Serious case Review and as a result of this that there may be issues common to the both 2011 and 2012 Serious case reviews. Consequently, the SCRC has been responsible for the identification of any common issues and also the review and monitoring of actions implemented to address these. PSCB members has received updates on progress made during the period of this report

Aims for 2013/14

During this period the SCRC will work with the Monitoring Evaluation and Scrutiny Committee (MESC) and the Professional Practice Committee to ascertain the progress and any subsequent improvements made following the implementation of agency action plans for the SCR completed in 2012.

In addition to this the Committee will continue to consider children and families referred and make recommendations with suggested actions as appropriate to Portsmouth Safeguarding Children Board the aim being that of continuous improvements to inter agency working.

Finally it remains the responsibility of the Serious Case Review Committee to ensure that the statutory guidance in Working Together 2013 relevant to the work of the committee is implemented.

CSE COMMITTEE

Background

The Childhood Sexual Exploitation (CSE) Subcommittee was formed in September 2012, transforming what had been originally set-up as a task and finish group. The Board recognised the need for on-going implementation of a multi-agency action plan in order to effectively safeguard children who were at risk or had been sexually exploited. CSE was one of the Board's main priorities and has challenged the Children's Trust Board and the Health and Wellbeing Board.

Membership

The core members are Police, Children's Social Care, Barnardos, Solent NHS Trust, Portsmouth City Council and the Portsmouth Safeguarding Children Board. Whilst the Police have been identified as the lead agency to chair the group, recent restructuring has impacted on their availability to lead the group.

Workplan

The workplan of the Subcommittee has been informed by and linked to 3 main drivers:

- The 4LSCB Missing, Exploited and Trafficked (MET) Group, led by the Hampshire Constabulary to coordinate development work across Hampshire, IOW, Southampton and Portsmouth area. They developed a 6 point action plan, which underpins the local action plan.
- The structure recommended by the National Working Group for sexually exploited children and young people
- Priorities D & E of the Children's Trust Plan, including Targeted Youth Services, the local safeguarding training & the Joint Action Team

The 6 workstreams of the Action Plan are:

- To improve the identification of victims of CSE
- To improve the engagement of and support to victims of CSE and their families
- To improve governance and commissioning around CSE
- To improve disruption activity of CSE perpetrators
- To improve prosecution of perpetrators and support victims
- To improve prevention through universal and targeted work with young people

An Operational Group of key partners (Children's Social Care, Police and Barnardo's service) has been set up to further enhance existing good multi-agency practice around CSE and missing young people. A database of young people at risk of, or already experiencing, sexual exploitation has been created. The purpose of the database is to ensure that every young person at risk has a named lead professional, an up to date risk assessment and a safety plan in place. Every child is being risk assessed to understand

the level of risk. The Operational Group meets fortnightly to update the database and share key information to enhance multi-agency safeguarding practice.

In addition, the database is being used to draw connections between vulnerable young people which is to be used to support disruption activity.

There has also been a concerted effort to improve awareness through the implementation of an e-learning training package and a multi-agency conference. Additionally, the PSCB has funded the printing of leaflets to highlight the issue of CSE which have been distributed to young people and practitioners in the city.

In order to improve the engagement of and support to victims of CSE and their families, joint work with Southampton City Council has been undertaken to develop a joint tender for a specialist CSE service. This will secure a more sustainable 5 year contract; ensuring young people are effectively supported.

CSE knowledge and skills development has been built into the induction for targeted youth workers and contraceptive and sexual health outreach support is available to all identified young people. There are 10 schools participating in PSHE pilot to educate them about the danger of going missing and CSE.

There has been limited progress in relation to disruption activity and prosecution of perpetrators. However having an agreed police lead now for CSE will help move this forward during 2013/2014.

Interface between the E-Safety Committee and the CSE Committee is developing with a development day planned.

Appendix 8: Income and expenditure

BUDGET OUTTURN AT APRIL 2013

Income	Funding	Income Received	Outstanding	Invoice address
Carry forward 2012/2013	£37,033.75	£37,033.75	£0.00	
Portsmouth City Council	£107,600.00	£107,600.00	£0.00	Includes 1% inflation
Portsmouth NHS Clinical Commissioning Group (CCG)	£27,000.00	£2,469.46	£24,530.54	Jackie Charlesworth, XXVRENNIE, NHS Portsmouth CCG, 10R Payables K075, Phoenix House, Topcliffe Lane, Wakefield, WF3 1WE.
Police	£11,445.00	£1,046.78	£10,398.22	ACC L Nicholson, Police Headquarters, West Hill, Romsey Road, Winchester, SO22 5DB.
Probation	£2,000.00	£182.92	£1,817.08	Teresa Richards, Business Support Manager, Hampshire Probation Trust, Portsmouth & Isle of Wight LDU (Local Delivery Unit), 6th Floor, Enterprise House, Isambard Brunel Road, Portsmouth, PO12RX.
Naval Personnel & Family Service	£240.00	£21.95	£218.05	Sheila Owens-Cairns, Area Officer, Eastern Region & Overseas, Naval Personal and Family Service, Swiftsure Block, HMS Nelson, Queen Street, Portsmouth PO13HH. (fleet-npfs-ee-areaofficer@mod.uk)
CAFCASS	£550.00	£50.30	£499.70	Mandy Lowrie, CAFCASS, Ground Floor, Peninsular House, Wharf Road, Portsmouth, PO2 8HB
Total Funding	£185,868.75	£148,405.16	£37,463.59	

Expenditure	Allocation	Expenditure to Date	Variance	Staffing Breakdown	Cost
Staffing costs	£99,684.22	£57,968.23	£41,715.99	Independent Chairs costs	£18,081.00
Serious Case Review	£25,000.00	£384.10	£24,615.90	Secretarial costs	£18,363.00
Non staffing costs	£6,400.00	£3,493.58	£2,906.42	E-Safety Officer	£13,968.72
HCC - on line CP procedures maintenance	£656.25	£656.25	£0.00	LSCB Manager cost	£48,651.50
Tri-ex - website maintenance	£600.00	£600.00	£0.00		£99,684.22
Contribution to Chronolator Licence - Hampshire	£406.00		£406.00		
Publicity & Promotions	£6,300.00	£1,690.00	£4,610.00		
E-Safety Awareness Campaign	£5,000.00	£1,847.50	£3,152.50		
Child Sexual Exploitation	£6,000.00		£6,000.00		
Child Death Overview Process to HCC	£12,439.00	£12,439.00	£0.00		
Monitoring Evaluation & Scrutiny Committee	£5,000.00	£5,000.00	£0.00		
PSCB Development Day	£1,466.66	£1,466.66	£0.00		
LADO Consultancy	£5,000.00	£5,000.00	£0.00		
Unallocated funding	£11,916.62		£11,916.62		
Total Expenditure	£185,868.75	£90,545.32	£95,323.43		

Notes:

- Surplus funding up to 25% of partners contributions £148,835 can be carried forward to 2014/15 (£37,208.75)
- Staffing costs may increase/decrease - one month vacancy saving has been estimated for LSCB Manager post pending clarification.
- The income received from external partners relates to the refund owed from 2012/13.
- As at 4th November the unallocated funding, unspent allocation and the variance on the allocation for the Serious Case Review (highlighted above) amount to **£42,938.52**.

Agenda Item 5



Agenda item:

Title of meeting: Cabinet

Date of meeting: 10 July 2014

Subject: Adoption Improvement Grant

Report by: Kate Freeman, Commissioning Manager, LAC

Wards affected: All

Key decision: Yes

Full Council decision: No

1. Purpose of report

- 1.1. The Government recently confirmed a further year's grant for Adoption Reform. The grant is not ring fenced and totals £181,403. There are ambitious national reforms in relation to Adoption activity that we are translating into our local practice and as such, the activities around the recruitment and training of staff, marketing and recruitment of adopters will require on-going investment. In order to continue to make the necessary improvements and given also that adoption remains a national and a local priority and one that has a focused separate Ofsted judgement during inspection, it is critical that we continue with our planned programme of change.
- 1.2. In line with the above, this report outlines the proposed action plan for Adoption and Special Guardianship, and how the planned actions are likely to achieve improved performance in the key areas of permanence for children. The report includes a progress report against the previous Adoption Grant spend, and identifies areas that need continued investment in order to sustain the progress made to date and develop further the post adoption and permanence offer that must be in place for children and families.
- 1.3. Last year saw Adoption investment through a 2 year grant. The improvements made in line with this focused on structural, process and practice reforms as well as targeting the children waiting for Adoptive parents.

- 1.4. The improvements include:
- Adoption and Special Guardianship Orders have increased from 15 to 26 AO's and 16 to 27 SGO's.
 - Numbers of approved adopters have almost doubled from 20 in 2012/2013 to 37 in 2013/2014.
 - Numbers of children aged 0-5 years in the care system have reduced from 93 to 87 against a 27% increase of new episodes of care (for all children).
 - Average number of days from entering care to moving in with their adoptive family has improved from 852 in 2012/2013 to 583 in 2013/2014.
 - Care proceedings court timescales have reduced from 56 weeks to 37 weeks and are on a reducing trajectory.
- 1.5. Positive progress has been made although within this progress the growth in Special Guardianship Orders has meant in consequence that the requisite support services require further development. In line with this a scoping exercise has been commissioned to help us plan effectively for this growth, which was concluded in June '14.
- 1.6. Whilst adoption performance has much improved as can be evidenced in the report, there was an unexpected 27% increase of new episodes of care in 2013/2014. The "follow on" permanency planning and placement identification continues to require resourcing. (Appendix 1)
- 1.7. All Local Authorities have been given the Adoption Improvement Grant and the market place continues to be challenging and competitive. It is now an "adopter led" market and in order to continue to attract adopters we have to ensure our offer to them is attractive. In particular adopters want reassurance about the post adoption support passport and speed of the process. Both of these require significant resources to deliver effectively.
- 1.8. The Ofsted Framework for single inspection has been updated and has a focus in its judgements around permanent plans for children and post adoption/SGO support planning.

2. Recommendations

- 2.1. Members are asked to:
- a. Approve the full allocation of the adoption improvement grant for 2014/15 to enhance the funding allocation previously approved and to ensure that progress to date is not impeded.

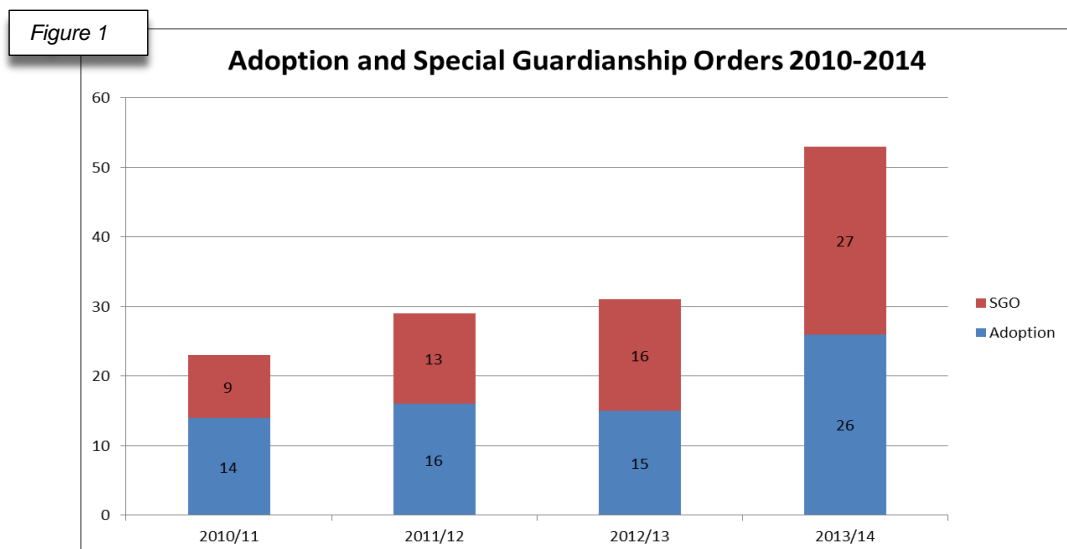
- b. Approve the implementation of the attached revised action plan, in order to continue to increase our supply of adopters to meet expected demand, and target the performance on our matching of children to adopters, which has shown a predicted slight dip this year.
- c. Approve the plan to develop and embed additional Special Guardianship support in order to respond to the growing numbers of those arrangements and to ensure high quality on-going support to families to prevent those children re-entering the care system.
- d. Recognise the need to adjust budgets in 2015/16 to meet on-going commitments within the action plan

3. Background

3.1. The DfE published an update to the adoption scorecards covering the period 1 April 2010 to 31 March 2013. The scorecards were originally introduced as part of a new approach to address delays in the adoption system. A report was completed for Cabinet on 1st July 2013 outlining the structural reform and practice development that was needed to increase the number of children moving through to adoption.

Progress update

3.2. Portsmouth have seen a significant increase in children achieving permanence through adoption and Special Guardianship, through system changes, refined processes, improved social work practice and increasing staffing capacity. See Figure 1.



3.3. There has also been a year on year increase of approved adopters, with a significant increase in 2013/14, as a direct result of increased staffing resource and enhanced marketing strategies. See figure 2.

Figure 2

From	To	No. of prospective adoptive families
2010	2011	11
2011	2012	18
2012	2013	20
2013	2014	37

3.4. Activity has been on-going and focussed on 4 key areas, as identified in the Adoption Grant Spending Plan, April 2013.

3.4.1. Early intervention and improvement in quality of assessments:

- Lowering social worker caseloads
- Lowering ratio of supervisee to manager
- Increasing admin support to social workers
- Provision of clinical supervision as well as management supervision
- Concurrent assessments of family members
- Doubling numbers of family group conference (FGC's)
- Increasing capacity of teams to respond to case work demands

3.4.2. Tracking, monitoring and improving QA processes:

- Improving processes and tracking for PLO and Court work
- Fortnightly permanence panel tracking of children's permanence plans.
- Increasing capacity of IRO Service to ensure effective reviewing of cases.
- Performance for 2 of the indicators on the adoption scorecard have been subject to a great deal of analysis due to the fact that performance is still not where we want to be and systems are continually improved and refined as performance is evaluated.

3.4.3. Marketing and Recruitment of Adopters

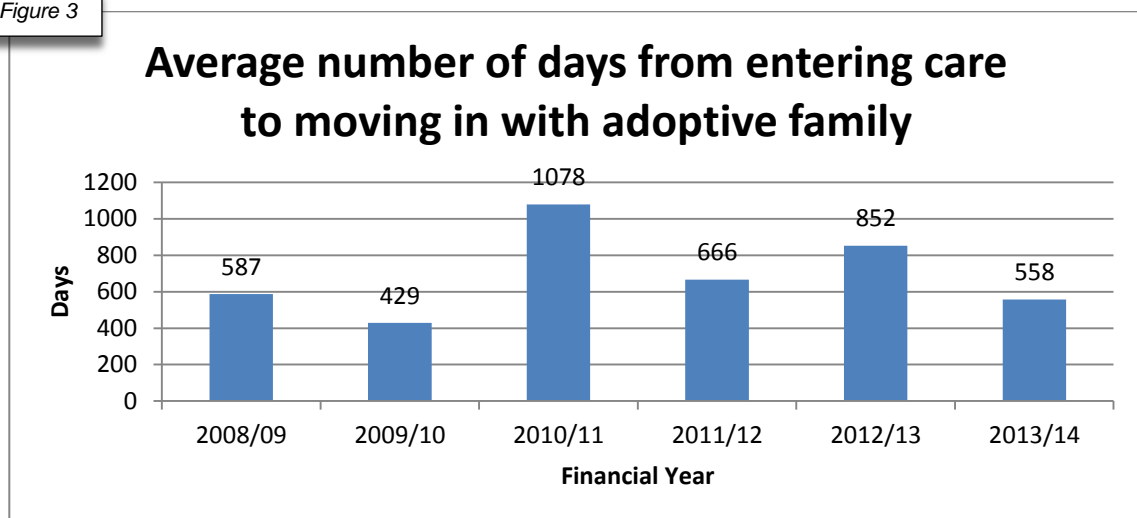
- Increase in adoption panels to 2 x month
- Refreshing all adoption marketing materials and website upgrade
- Joint project implementation to scope and develop a "super consortium" approach across the South Coast

3.4.4. Training and development of staff

- Embedding accredited systemic practice training for practitioners and an aligned managers' course to ensure the child is always at the centre of practice
- Permanence planning, concurrent planning, foster to adopt and sibling assessment training delivered

3.5. The investment in staffing resources has made a significant impact on adoption performance as can be seen by the graphs below.

Figure 3



3.5.1. This graph shows year by year outturn and highlights that year 2010/11 was the year that particularly impacts on this indicator.

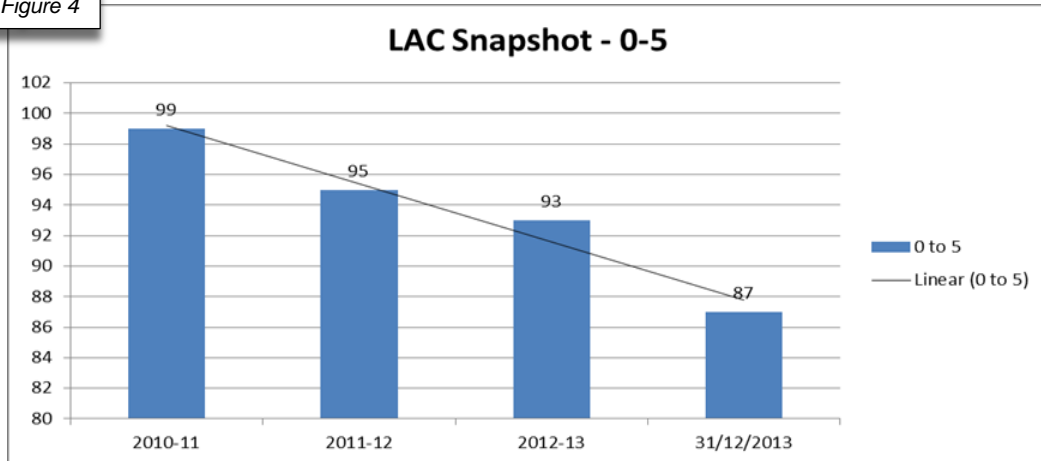
3.5.2. The features that led to delay were:

- Lengthy historic care proceedings spanning back to 2002
- Long term foster carers adopting children
- Waiting for sibling placements, rather than separating children
- Historic practice of multiple family assessments

3.5.3. The LAC snapshot graph shown below in figure 4 shows a steady decline at year end of the number of 0-5 year olds in the care system, even though we have had a 25% increase of children entering care (figure 5). This is attributable to the Social Work Matters Transformation strategy, Permanence Action plan and associated investment.

The resultant improved tracking and reviewing arrangements have also had a significant impact on the quicker through put of children from initial placement to their permanent placement.

Figure 4



3.6. As can be seen from the figure below, there has a 25% increase of children aged 0-5 years coming into the care system. This increase was not predicted and therefore was not reflected in the original Adoption Reform Grant Spend Plan.

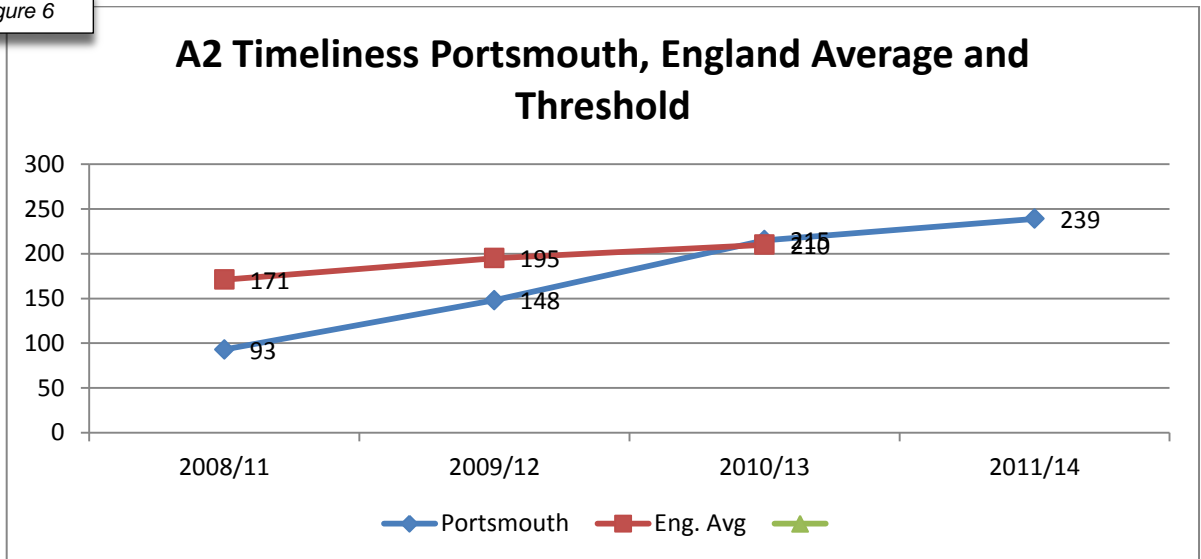
Figure 5

Numbers of children entering care					
	2011/12	2012/13	2013/14	Change (12/13 to 13/14)	% Change (12/13 to 13/14)
AGE 0-5	50	60	75	15	25.00%
AGE 6-13	32	25	48	23	92.00%
AGE 14+	40	44	41	-3	-6.82%
TOTAL	122	129	164	35	27.13%

3.6.1. As can be seen in figure 6, there are a number of children where the matching process between a child and their adoptive placement exceeds the England average of 210 days, 67% (35) of our children are matched within the nationally expected timescale. It is important to note that for many children outside that timescale it is a positive story because either they have been adopted by their foster carer (and therefore have not experienced any change of placement) or we have persisted in locating a placement so that siblings can remain together. We are also working with health colleagues currently, to look at the impact of children with medical needs such as chromosomal deficiencies as a factor in delay.

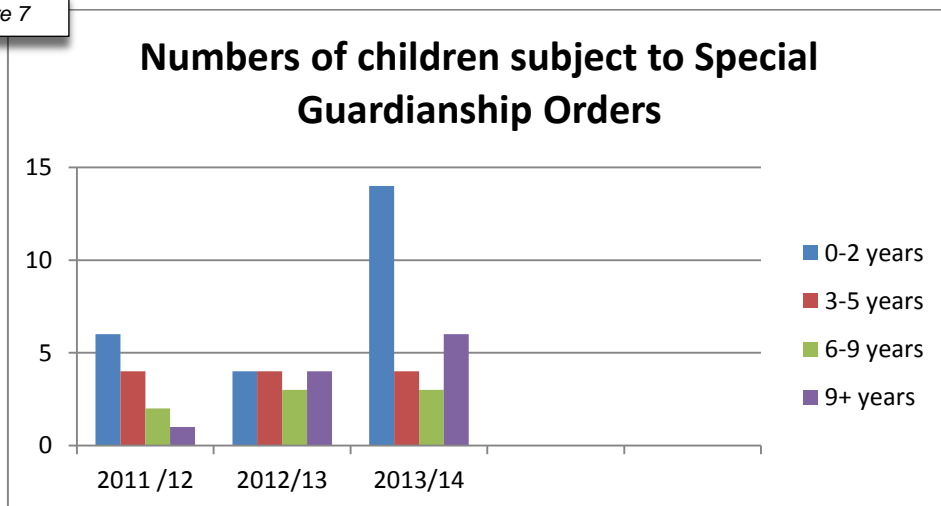
3.6.2. The increase in adoption activity has impacted significantly on our family finding capacity and this will remain an area of focus for this year's spend.

Figure 6



3.7. As can be seen from the chart below, there has been a significant increase in the numbers of children subject to SGO's in 2013/2014, 67% of whom were under 5. This high rate of increase also has semblance with recent case law (regarding BS) which require courts to ensure that adoption is the only option and that all family avenues have been exhausted before a Placement Order is made.

Figure 7



3.8. There are a number of implications that need to be considered so that these arrangements can be adequately supported. Research identifies that these carers are usually older (often grandparents) and are likely to be lone carers, have illness/disability, are more likely to be financially in need, as well as living in overcrowded conditions. There are significant

implications for support which needs to be intensive for the first two years to prevent early breakdown and there is statistically a higher chance of breakdown than adoption (5.7% compared to 3.7%). The complex and often dysfunctional family relationships mean that contact arrangements often require supervising and mediation between family members is generally required. Given that the age of children made subject to Special Guardianship Orders is predominantly in the younger age range, support services will be required for longer.

3.9. There are currently over 100 Special Guardianship arrangements and 50 post adoption cases supported. The support offer includes Early Years, Therapy and Social Worker support.

3.10. Next Steps

- There continues to be significant areas of practice and activity that require dedicated and intensive input in order to sustain the improvement of our adoption and permanence practice in line with Government expectations. These are outlined in the revised action plan and require full allocation of the Adoption Improvement Grant in order to deliver.
- The Government also introduced a universal fee of £27,000 for each adoption placement purchased. Previously there was a local consortium agreement where participating authorities exchanged placements at nil cost. This new universal fee clearly impacts on Portsmouth and if applied to 2013/2014, when 11 children were placed with other agencies adopters, equates to fees of £297,000. Whilst some of this would be offset by selling Portsmouth adopters to other agencies, there still needs to be sufficient budget to fund new placements into the future.
- The complexity of children we place for adoption is growing. As more information is available about the impact of chronic neglect, alcohol and drug misuse, domestic abuse on the developing foetus, and trauma on the developing brain of young children, adoptive parents are increasingly being asked to provide therapeutic "re-parenting" to the children we place. This requires skilled Adoption/Special Guardianship support, both in the early days of placement and throughout a child's life.
- The growing numbers of special guardianship arrangements (currently in excess of 100) have received little preparation for whom they are caring and require a range of services from supporting contact to supporting families on the verge of safeguarding concerns. It is anticipated that as our early help offer develops further momentum that demand on the front end of Children's Social Care Services will reduce in order to reinvest some of that resource

in the post special guardianship/adoption support. However, the support offer has to be sustained through the investment of this Improvement Grant, in line with this.

- There is a need to increase the access to education psychology time, medical advisor time and CAMHS input.
- A review in PCC was recently undertaken to consider the benefits of being part of a larger South Coast Consortium of Adoption agencies for sharing adopters and developing our services. The Project Manager has reported on the necessary development for this "super consortium" which will require a dedicated post, with shared costs across several Local Authorities.

3.11. Without the further Adoption Improvement Grant the existing momentum of change will be seriously undermined and impeded.

4. Reasons for Recommendations

- 4.1. In order to achieve the required development of post support services and sustain the progress to date, the full Adoption Reform Grant will be necessary. The Government priority is to continue to increase the numbers of adopters available for children and to reduce the length of time children wait for adoption. The previous Adoption Reform Grant focused on system and staffing reforms required to achieve immediate improvements in numbers of children adopted and numbers of adopters. The follow on work will focus particularly on the post adoption support and Special Guardianship services, as the volume and complexity of these cases is growing. (Appendix 2)
- 4.2. Continued investment in the adoption team is necessary to ensure sufficient skill and capacity is available to undertake the assessments of adopters and the matching of children to adopters in a timely way. If investment is not sustained this will lead to a dependency on other agencies to supply our adopters at £27,000 per placement, plus support costs.
- 4.3. Development of the post adoption offer of an "adoption passport" in line with Government policy requires ongoing investment. There are currently 50 Portsmouth adoption placements being supported by the Adoption Support Team as well as over 100 Special Guardianship arrangements being supported.
- 4.4. Progression of the project to develop a South Coast "Super" Consortium will require investment in terms of project management and staffing commitment to ensure Portsmouth's needs as an adoption agency are not overlooked and undermined by the larger County Authorities. As the

consortium develops, it is anticipated that there will be mutual benefits for all of the constituent Local Authorities.

- 4.5. The cost of caring for a Looked After Child per year ranges between £20,000 and £150,000 per annum. Through the development of our early help offer to families and by ensuring our adoption planning is prompt, targeted and supported, it is expected that the overall number of LAC will reduce to 290 and that the duration in care will also reduce.
- 4.6. The post adoption service requires investment in order to respond to the growing and on-going numbers of children supported via Special Guardianship and Adoption and the associated variable demands. Families need help and support at different times and the expectation is that they can access support when they need it. Portsmouth's offer of post adoption support is an integral part of the overarching marketing and recruitment strategy. Unless we are competitive, prospective adopters will go to other Local Authorities.
- 4.7. The plan for on-going expenditure for years 15/16 will be realised through:
 - i. The embedding of early help and the Social Work Matters transformation will lead to further reduction of care proceedings/timely conclusion of these, fewer children in care and an associated transfer of resource from the Protection and Court Teams.
 - ii. Through the development of the super South Coast Consortium, it is hoped that Local Authorities will jointly commission post adoption services.
 - iii. Offset costs of post adoption packages with the transfer of fostering allowances to cover the increasing burden of cost.

5. Equality Impact Assessment (EIA)

Not necessary at this stage.

6. Legal Comments

The aims of the report are consistent and support the current aim that adoption should be, as a process and outcome provided to children and is an option that the Courts will require to be considered when assessing what orders may or may not be made at the conclusion of care proceedings.

7. Head of Finance Comments

The Adoption Reform Grant was first made available last year as a mixture of ring-fenced and un ring-fenced funding which the Cabinet allocated in its

entirety to the Children's portfolio to meet an approved service plan for developing the service in this area.

The 2014/15 allocation of £181,403 was not anticipated at the time of preparing the budget and it is not ring-fenced despite having expectations of usage attached to it. It is our normal practice for such grants to be taken as corporate funding.

The proposals in this paper include on-going commitments in respect of staff employment. Given that the funding available is one-off grant funding there will be a need to take on board the on-going commitments within the available cash limit funding from next year.

Current indications are that the Portfolio will face real difficulty in keeping expenditure within its existing cash limit allocation following an overspend in 2013/14 approaching £2.3m.

.....
Signed by:

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Appendix 1

ADOPTION REFORM GRANT: PART B - GRANT DETERMINATION (2013 - 2014): No 31/2117

ANNEX D

Organisation Name:		Theme/Grant Ref no:	
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Please provide details of the ways in which the money was spent on adoption in 2013 – 2014:	
Item	Amount spent
Structural reform and increased workforce capacity/purchasing adopters	£297,068.40
Overhaul and renewal of marketing materials, web re-design.	£30,561.39
Adopter involvement in family finding/recruiting.	£4,865.37
Taylored post adoption therapeutic support and 3d sector support.	£45,974.92
Tracking, monitoring, quality assurance systems.	£25,918.00
Training/consultancy/consortium	£25,621.05
Total	£430,009.13

Please provide a summary of the approach taken by the local authority in spending this money, highlighting the innovative elements of this approach :

Workforce development and structural reform

- Child permanence reports moved from the Adoption team to the Looked After Children team, who then work jointly through the care

proceedings to ensure relevant information is gathered at an early stage.

- Embedded robust public law outline process, including Family Group conferences in all cases at an early stage.
- BAAF training delivered to key staff on permanence planning and impact of early neglect.
- 2 stage assessment process embedded and effectively working.
- Additional Social Worker and Practice Leader posts developed and funded to undertake the child permanence reports, adoption planning and family finding.

Marketing and web design

Commissioned an external Consultant to review and rebuild our adoption website.

Developed new marketing materials to underpin our recruitment campaign.

Family Finding/Recruitment

- Increased team capacity to reach a broader group of prospective adopters, and recruited independent assessors for out of area adopters.
- Participated in Adoption activity day and involved in the planning for our 2nd adoption activity day.
- Upgraded our childrens profiles to make them more attractive and child friendly.
- Invested in better technology to enhance DVD development.
- Increased number of adoption panels.

Tracking/Monitoring

Revised and strengthened our permanence panel to ensure it had a clear scrutiny and tracking function. Chaired by Head of Service, and cross-service membership of Team Managers ensures a whole service approach to permanence planning.

Systems review ensured that the linkage between legal privilege meeting, statutory reviews and permanence panel is much clearer.

Training/ consulting

BAAF training has been commissioned on a range of specialist areas including fostering for adoption, early impact of emotional neglect (informing early intervention strategies)

- Panel training has been undertaken and a central list developed.
- Project Manager appointed to undertake various scoping exercises, including the scoping and recommendations to be part of a much larger South Coast Consortium, and development of a permanence team.

Post adoption/therapeutic support

- Tailored bespoke therapeutic interventions have been purchased for

our out of area adoptions for a significant period of time (post 3 years).

- Enhanced the post adoption support team with a QSW and further development work being planned.

In summary the development and extension of our adoption services has required far more investment than the ring fenced grant allocation, and will continue to need investment for subsequent years

Please provide a summary of the impact this expenditure has had on the local authority's provision of adoption services to date :

- Adoption and Special Guardianship Orders have increased from 15 to 26 AO's and 16 to 27 SGO's.
- Numbers of approved adopters has almost doubled from 20 in 2012/2013 to 37 in 2013/2014.
- Numbers of children aged 0-5 years in the care system have reduced from 93 to 87 against a 27% increase of new episodes of care (for all children).
- Average number of days from entering care to moving in with their adoptive family has improved from 852 in 2012/2013 to 583 in 2013/2014.
- Care proceedings court timescales have reduced from 56 weeks to 37 weeks and are on a reducing trajectory.

Appendix 2

Resource Action Plan

Area of Focus	Required Development	Action needed	Person	Budget 2014/2015	Sustainability 2015/2016
Structural reform and increased workforce capacity/adoption purchase	Development of SGO hub	4 x FTE posts	LAC Commissioner	£126,000	Social Work Matters and early help
	Panel advisor post	5 x PL post	Team Manager, Adoption	£23,000	£30,000
	Ensure demand and supply of adopters is appropriate	Purchase of 2 adopters to keep up with the need for placements	Team Manager, Adoption	£56,000	Through selling own adopters in consortium this will be nil cost
	On-going funding of PL post to deliver 2 stage assessment and family finding SW	Continue to fund PL post adoption team	Team Manager, Adoption	£85,000	Re-align resource from elsewhere in service
	Work with comms on a cutting edge marketing strategy	Appoint marketing post to ensure competitive market strategies	Team Manager, Comms	£20,000	Cost of post will be offset by children being adopted and no longer LAC
Marketing materials	Continue to have live campaigns	Involvement of adopters in marketing materials	Marketing Officer	£3,000	Cost will be covered by reducing LAC
	Continue to have live campaigns	Creative, competitive marketing strategy	Marketing Officer	£10,000	On-going but offset by reduction of LAC
Post adoption/SGO support	Ensuring offer of support is effectively communicated and implemented	Range of interventions to be available to families in and out of city	Team Manager, Adoption	£55,000	CAMHS grant and consortium jointly commissioned
Trading/QA	Continually strengthen our tracking process to ensure whole service approach to permanence	Ensure service is ready for inspection against the standards	LAC Commissioning Manager	£26,000	£26,000
		Undertake review of permanence panel to ensure it is delivering required outcomes			
		Develop some project capacity to assist with this			
Training/consultancy/consortium	Ensure workforce are kept up to date with changes in guidance, regulations, practice and expectations	Develop the Super South England Consortium	Team Manager, Adoption	£14,000	£4,000 through efficiencies of consortium
		Training to staff regarding Special Guardianship implications			
				£418,000	

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Title of meeting: CABINET

Date of meeting: 10 July 2014

Subject: Response to Education, Children and Young People Scrutiny Panel

Report by: Head of Education and Strategic Commissioning

Wards affected: All

Key Decision: No

Full Council Decision: No

1. Summary

The Education, Children and Young People Scrutiny Panel, conducted a review into, 'School Governance Arrangements' in Portsmouth and investigated ways in which the council can help improve school governance across the city.

2. Purpose of the report

The purpose of this report is to respond to the Education, Children and Young People Scrutiny Panel's work.

3. Recommendations

- 3.1 That the Panel is thanked for its work in undertaking the review.
- 3.2 That the Cabinet notes and supports the recommendations in the report.

4. Background

The Education, Children and Young People Scrutiny Panel undertook its review into "School Governance Arrangements" to consider how to strengthen and support effective school governance in Portsmouth from December 2013 to May 2014.

At its meeting on 16 December 2013 the Panel agreed scoping objectives for the review as follows:

- To consider whether there is sufficient capacity within Portsmouth City Council to provide the necessary support to governing bodies in the city
- To consider recruitment and retention of school governors in the city
- To consider the skills of school governors, take up of training by governors, their ability to understand and interpret school data and ability to hold senior leaders to account
- To consider how effective the existing arrangements are for the governing body self-review
- To consider how effective clerking of governing bodies currently is and what can be done to strengthen clerking in the city
- To consider good practice from other Local Authorities

The Panel was chaired by Councillor Will Purvis and met formally on five occasions. They received evidence from a number of Council officers as well as Headteachers, School Governors, Business Community and Governor Services colleagues from other Local Authorities. The Panel also conducted a questionnaire survey of Headteachers, Governors and Clerks.

5. Conclusion

The Panel's recommendations are listed on page 8 of their report.

6. Reasons for the Recommendations

The education service is committed to strengthening effective school governance across all the city's schools.

The Panel's recommendations can therefore be supported and will be put into action by a number of Council officers from within existing budget and policy frameworks, with the exception of recommendation 9 which will be developed in conjunction with the Portsmouth Governors Forum and recommendation 13

which would require a full financial appraisal prior to implementing these arrangements.

7. Equality Impact Assessment (EIA)

An Equality Impact Assessment is not required as the recommendations in the report do not contain any equality issues.

8. Legal Comments

Legal comments are incorporated in the body of the scrutiny report.

9. Head of Financial Services' comments

The financial implications are contained within the scrutiny report.

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Signed by: Julien Kramer, Head of Education & Strategic Commissioning

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Portsmouth

CITY COUNCIL

EDUCATION, CHILDREN AND YOUNG PEOPLE
SCRUTINY PANEL

**A REVIEW OF SCHOOL GOVERNANCE
ARRANGEMENTS**

Date published: 15 May 2014

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

The Education, Children and Young People Scrutiny Panel's topic for the 2013-14 municipal year has been 'A Review of School Governance Arrangements'. In January 2014 Cabinet approved the School Governance Strategy and the aim of this review was to feed into the development of the strategy. Effective governance is vital for the city to achieve its ambition to improve the quality of schools' attainment for the city's children and young people.

During the review which was carried out between December 2013 and May 2014, the Panel received evidence from a number of sources, and compiled a questionnaire which was sent by email to all head teachers, chairs of governors and clerks of schools that buy into the governor services Service Level Agreement. The panel used this evidence to draw up a series of recommendations to improve school governance to submit to the Cabinet.

I would like to convey, on behalf of the Panel my sincere thanks to all the officers who contributed to making this review a success. In particular the Senior Governor Support Officer who gave valuable guidance and advice during this review. I would also like to thank all the governors, head teachers and clerks who either responded to our questionnaire or took time to attend one of the meetings to provide evidence.

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Councillor Will Purvis
Chair, Education, Children and Young People Scrutiny Panel.

Date: 15 May 2014

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EXECUTIVE SUMMARY

1. To consider whether there is sufficient capacity within Portsmouth City Council to provide the necessary support to governing bodies in the city.

There is evidence to show that there are links between the effectiveness of the governing body, school improvement and pupil performance. The current Governor Services Team at the council consists of 1 senior governor support officer, 1 FTE governor support officer and one part time governor support officer (1 day per week). Standards of governance are variable in the city and Ofsted had previously been critical of the quality of governance in schools in the city. The team is responsible for supporting governing bodies with improving their standards of governance which would be a factor in helping to improve Ofsted results in the city.

The Panel heard from a number of governors as part of their review, the majority of whom felt that the team provides a valuable support service for governors that buy into the governor support Service Level Agreement (SLA). 53 schools currently buy into the SLA, including some academy schools, generating an approximate annual income of £52,810. Six schools had decided against buying into the service. The Governor Services Team is responsible for delivering a range of training opportunities and in 2013/14 offered 57 training courses as well as access to the Governor E-Learning (GEL) programme.

The council's Internal Audit Team undertakes audits of schools where they request a SLA with the council, at a cost to them and review certain activities in school to ensure that they are being properly controlled. In 2013/14 Internal Audit had 15 schools buy in to the Internal Audit SLA and for 2014/15 15 schools have expressed an interest. Those schools who buy into the service do not request specific help with the audit but most schools (regardless of whether they buy into the council's services or not) contact the Internal Audit Team for help on an ad-hoc basis throughout the year. The recruitment and retention of governors is not currently an area that Internal Audit monitors as part of the schools audit. This is discussed as part of wider issues at the termly interlock meetings. The Internal Audit team already monitor the take up of training of governing bodies.

2. To consider recruitment and retention of school governors in the city.

There is a genuine shortage of governors in the city, with the largest group of vacancies in the parent governor category. Predominant reasons and barriers to recruitment raised were the time commitment involved, perception of many that they do not have the necessary skills and too much responsibility being placed on governors.

Under the School Governance (Constitution) (England) Regulations 2012, governing bodies have the authority to review their composition and reduce in size. The aim of this being to make governing bodies more

effective by concentrating on the relevant skills set of governors. If schools decide to undertake this, it would reduce the number of vacancies. The evidence received from the panel's questionnaire showed that over half the schools who responded were considering this option and of those who had re-constituted, the governing body had reduced slightly in size.

The Panel heard from a representative of the Education Group of Shaping Portsmouth about the work they are doing with the council to promote the role of school governor to the business community. There are many benefits to employers if their staff become school governors including that they will acquire new skills that will be useful in their workplace and would account towards their continuing professional development (CPD). The Group is running a buddying initiative where local business leaders are paired with a head teacher to offer help and advice. This helped build a connection to the school. They had also produced leaflets and posters and were considering establishing a Facebook group for people interested in becoming governors. The group were also informing potential governors that they do not have to commit to the role for the full four year term, although this was preferred. Further work was continuing with the Council and Shaping Portsmouth including whether a more targeted approach could be introduced for skills matching of potential governors to vacancies.

The evidence obtained from the Panel's questionnaire indicated that the majority of governors and head teachers felt that once appointed governors were not sufficiently equipped to become fully involved in the running of the school. It was therefore felt that the governor induction process needed to be improved. The evidence from the questionnaire showed that just over half of the governors who responded had procedures in place to ensure for the continued professional development of governors. This was being completed by ensuring that governors are active and involved in the school and that the governing body is developed as a team.

3. To consider the skills of school governors, take up of training by governors, their ability to understand and interpret school data and ability to hold senior leaders to account.

The most effective governing bodies are those who are actively involved in the school and are empowered to do so by their head teacher. The Panel heard that the Governor Services Team encourages this and work with governors on preparing for Ofsted inspections to ensure they are confident. However, new governors often find it very difficult to understand all the acronyms and how to interpret data effectively in order to actively challenge head teachers. It is also vital that head teachers help governors by putting school data into an easier to understand format and governors should support their colleagues if they are struggling.

The Panel received evidence on reasons for governors not accessing training. The predominant reasons for this is due to them having other commitments and not being able to attend the training sessions.

Examples of good practice to make the governor induction process less daunting were given to the Panel. This included carrying out focussed learning walks in the schools and talking to staff, parents and pupils to gain an understanding of the school.

4. To consider how effective the existing arrangements are for governing body self-review

Governors are most effective when they are fully involved in the school's self-review and use the knowledge gained to challenge the school. The Ofsted framework emphasises that schools need to have a robust system of self-review in place and that regular self-review and using this information to improve practice will improve governance. The Governor Services Team provide governors with a self-review template and recommend governing bodies to carry out this process annually.

The majority of governors who provided evidence for this review advised that they followed the guidance and undertook self-review annually. The information obtained from this is used to assess training needs and develop the governing body over the next year. The majority of respondents used the governor services template to complete this; however some commented that they were not aware of the template or used their own processes. With regard to how completing self-review has improved the governing body, the Panel heard that for some it had helped stimulate some of the more passive governors and encouraged them to get more involved and for others they felt that the governing board was now more equipped to ask challenging questions.

5. To consider how effective clerking of governing bodies currently is and what can be done to strengthen clerking in the city.

An effective clerk is one of the governing body's most valuable resources. It is vital that the clerk has a good working relationship with the chair of governors and head teacher and they are expected to attend regular training sessions. To ensure that a governing body gets the right clerk for the job it needs to be clear about what it wants the clerk to do and should develop a role specification that details the roles and responsibilities.

The Panel received evidence on the Hampshire County Council clerking service that provides a service to 250-260 schools. It is a fully traded service that schools buy into. The service provides training and support for all clerks and offers a National Accreditation Programme for clerks and Portsmouth City Council (PCC) offer this to their clerks.

The turnover for clerks is often high due to the role being part time and the circumstances of people carrying out the role can be variable. The clerking service operates within its own income and so pays for the staff costs in administering it and delivering it, adding capacity to the overall team. Schools often have difficulty in finding clerks and the cost of advertising and recruiting for them can be high so many schools prefer to buy in to the traded service offered by Hampshire County Council.

All schools in Portsmouth are responsible for recruiting their own clerks. The Governor Services Team offer induction training for all new clerks and offer other training throughout the year which is part of the enhanced SLA.

Just over half of the questionnaire respondents thought that their clerk was effective, some however could not respond as their clerk had only recently been appointed. The majority of head teachers' chairs of governors and clerks indicated they would be in favour of operating a clerking pool within the city if this were feasible; however it was vital that clerks were of a high standard.

Clerks should be regularly performance managed and the main responsibility for managing the relationship between the clerk and the governing body should rest with the chair of governors. From the evidence the Panel received it was noted that the majority were performance managed by their chair of governors.

6. To consider good practice from other local authorities.

The Panel compiled a number of questions to put to other local authorities, who either are in the same comparator group as the Council or that officers had advised had good standards of governance. Responses were received from three of the local authorities.

The panel were advised that Milton Keynes Council offers a fully traded service and offer a number of features for governors a number of features including a welcome pack and an advice helpline. They offer a clerking pool and also offer a clerking service for hearings and disciplinary hearings. Milton Keynes Governor Services Team promote the role of governor at job fairs and are working with universities to recruit governors.

In addition to the standard services provided, Plymouth City Council Governor Services Team assist governing bodies with reviews of their practice, working with them on Ofsted evidence, portfolio evidence and the questions that Ofsted may ask. They have ceased their clerking pool service as this was operating at a loss.

Buckinghamshire Learning Trust who manages the Governor Services Team at Buckinghamshire County Council offers a comprehensive service to governors. In addition they offer a clerking and advice service that schools can buy into. This provides a full clerking and advice support from a professional clerk and this service is purchased by 90% of governing bodies. In addition the Buckinghamshire Learning Trust also offer a lay clerking service that supports school based clerks. A pay as you go service is also available to governing bodies to provide clerking support to hearings.

Conclusions

Based on the evidence and views it has received during the review process the Panel has come to the following conclusions:

1. Standards of governance are variable in the city and it is important to spread good governance in the city. The Panel recognise the importance of good governance in relation to Ofsted results and that previously Ofsted have been critical of the quality of governance in schools in the city (section 3.2)
2. The Governor Services Team at PCC is providing excellent support and is recognised by head teachers, chairs of governors and clerks as being a vital, effective and highly valued service. Some academy schools have chosen to commit to buy into the governor services SLA and only six schools have opted not to use the service (section 3.3, 3.13.1-3.13.2).
3. The governor services' section of the council's website could be used further to provide information for governors. Currently a generic role description of a governor or clerk is not included on the website. In addition a social media support model where governors can discuss problems/solutions and share best practice is currently not available for governors (section 3.13.3).
4. The Panel were pleased to note that the Education Group within Shaping Portsmouth are providing valuable work in promoting the role of school governor to the business community and that PCC will continue to work with the Group to promote governors to the business community. The PCC School Governance Strategy includes this as an action point to be completed by the end of the spring term 2014. Further work however is needed to promote the role of the school governor, especially to parents (section 4.13-4.20).
5. Reconstituting under The School Governance (Constitution) (England) Regulations 2012 may help schools focus on the skills sets needed on their governing bodies. A small number of schools have already reconstituted and a larger number are considering this (section 4.4-4.6).
6. The Council's Internal Audit team review activities of schools that buy in to the SLA if they ask them to do so. They do not currently monitor the recruitment and retention of school governors in the city but carry out audits in the take up of training of governing bodies. Termly meetings are held with Governor Services, Education, Finance and Internal Audit where the recruitment and retention of governors is discussed. Exit interviews are carried out with retiring governors by the Governor Services Team (sections 3.8-3.10).
7. At present, there is no effective way of matching the skills of potential governors to the vacancies in the city. In addition a clear role specification for governors is not currently available (section 4.16).

8. The take up of training offered by governor services is variable among schools. Just over half the questionnaire respondents are regularly accessing training available from governor services and this needs to be further promoted. The predominant reason given for governors not accessing training is that they have other commitments. With regard to the GEL online training over half of the questionnaire respondents did not know whether their governors were accessing this (section 5.15.1).
9. Many new governors feel overwhelmed with the amount of information received when they are first appointed as governor. New governors also find it difficult to understand and interpret school data and are therefore unable to actively challenge this. The governor induction process is not as effective as it could be and needs to be improved (sections 4.21.1-4.21.3,5.4)
10. Clerks provide a vital role to the governing body but the evidence shows that the quality of clerking in the city is variable (7.14, 7.19.2).
11. Self-Review is an effective method of assessing the skills gap of governing bodies if implemented properly, and the majority of governing bodies who provided evidence completed some form of self-review annually. Not all questionnaire respondents were aware that the Governor Services Team provide a template for this. In addition peer review among governing bodies does not take place (sections 6.5-6.8.4).

Recommendations

1. That all schools in the city, including academies, be encouraged to buy into the governor services SLA (conclusion 2).
2. That the governor services section of the council's website be developed to provide more information and guidance for governors. It should include an agreed generic description of the role of a school governor and role description of a clerk. In addition that consideration be given to develop a social media support model for governors to discuss problems and solutions and share best practice (conclusion 3).
3. That awareness of the role of school governors in the business and wider community be promoted, emphasising that they do not necessarily have to commit to the role for four years, although this is preferred. The Chamber of Commerce and *Flagship* magazine be used as ways to promote this. Information stalls manned by experienced governors at appropriate events such as school fetes, should also be considered to raise the profile (conclusion 4).
4. That schools be encouraged to reconstitute under the School Governance (Constitution) (England) Regulations 2012, to help governing bodies become more effective by concentrating on the relevant skill sets of governors (conclusion 5).

5. That the council's Internal Audit team consider a shared piece of work with the Governor Services Team, to monitor the recruitment and retention of governors. In addition the Governor Services Team to use the information obtained from retiring governors' exit interviews to help governing bodies understand why governors are not staying in post and how to rectify this (conclusion 6).
6. That work is undertaken to better match skills of governors into governor vacancies, for example governor services should consider keeping a database of skills to quickly match these with governor vacancies in the city (conclusion 7).
7. That the Governor Services Team consider offering training courses on Saturdays to give more flexibility for governors who have other commitments to be able to attend training sessions (conclusion 8).
8. That the Governor Services Team provide a training pack for every governor to keep a portfolio of their training that they wish to pursue. This to include their identified learning outcomes and keep a record of their continued professional development (conclusion 8).
9. That online forums for training or an online portal showing slides and further information on training courses be explored. This would allow governors to fully understand what the session involves before deciding if a course is relevant (conclusion 8).
10. That the Governor Services Team actively target governors via email when new courses are organised to ensure that courses offered are well attended and that governors are adequately trained (conclusion 8).
11. That the Governor Services Team create a generic induction pack for new governors with a separate pack for infant, junior and senior school governors. This should contain only the essential information to allow them to start their role as governor. That governing bodies also be encouraged to give newly appointed governors a mentor for a short period of time to provide support and the opportunity to shadow them as part of their induction process (conclusion 9).
12. That head teachers be encouraged to put school data into an easier format. The Governor Services Team should work with head teachers to present school data as simply as possible to allow governors to become fully involved (conclusion 9).
13. That the council consider setting up a clerking pool in the city and look to develop a SLA with Hampshire County Council for the clerking service (conclusion 10).
14. That the Governor Services Self-Review Toolkit be further promoted to schools and that schools be offered training on how to carry out effective self-review. That in addition peer review between governing bodies in the city be encouraged (conclusion 11).

The budgetary and policy implications of these recommendations are set out in section 10 on pages 37-40.

1. **Purpose**

The purpose of this report is to present the Cabinet with the recommendations of the Education, Children and Young People Scrutiny Panel following its review of school governance.

2. **Background.**

- 2.1 Portsmouth has 65 schools, with each school having between 10 and 20 governors. There are approximately 840 school governor positions in Portsmouth, however this fluctuates due to schools amalgamating, federating, becoming an academy or re-constituting. Since 1988 school governing bodies have assumed greater responsibilities and their role has become more important as schools have gained increasing autonomy.
- 2.2 The governing body complements and enhances school leadership by providing support and constructive challenge, agreeing and monitoring school budgets, ensuring that all statutory duties are met, appointing the head teacher and holding him/her to account for the impact of the school's work on improving outcomes for all pupils. It is an extremely responsible role seeking to ensure that children and young people receive the best education possible.
- 2.3 Cabinet resolved to adopt the Effective School Governance Strategy (*appendix five*) at its meeting on 6 January 2014. The role of the Panel is to make recommendations for on-going development of the action plan.
- 2.4 The review of school governance was undertaken by the Education, Children and Young People Scrutiny Panel, which comprised:

Councillors Will Purvis (Chair)
Ken Ferrett
Terry Hall*
Darron Phillips
Sandra Stockdale*
Luke Stubbs

Standing Deputies were: Councillors David Horne, Robert New, Steve Wemyss and Matthew Winnington.

***At the Council meeting on 11 February, Councillors Margaret Adair and Stephen Wylie replaced Councillors Sandra Stockdale and Terry Hall on the Panel. This decision was made to maintain the required political balance.**

- 2.5 At its meeting on 16 December 2013, the Education, Children and Young People Panel (henceforth referred to in this report as the Panel) agreed the following objectives for a scrutiny review of school governance arrangements:

- To consider whether there is sufficient capacity within Portsmouth City Council to provide the necessary support to governing bodies in the city.
- To consider recruitment and retention of school governors in the city.
- To consider the skills of school governors, take up of training by governors, their ability to understand and interpret school data and ability to hold senior leaders to account.
- To consider how effective the existing arrangements are for governing body self-review.
- To consider how effective clerking of governing bodies currently is and what can be done to strengthen clerking in the city.
- To consider good practice from other local authorities.

2.6 The Panel met formally to discuss the review of school governance arrangements on five occasions between 16 December 2013 and 15 May 2014.

2.7 A list of meetings held by the Panel and details of the written evidence received can be found in *appendix one*. A glossary of terms used in this report can be found in *appendix two*. The minutes of the Panel's meetings and the documentation reviewed by the Panel are published on the council's website www.portsmouthcc.gov.uk.

3. To consider whether there is sufficient capacity within Portsmouth City Council to provide the necessary support to governing bodies in the city.

3.1 The Panel received evidence from a number of head teachers, chairs of governors and the Governor Services Team at Portsmouth City Council to consider whether there is sufficient capacity within the council to provide the necessary support to schools.

3.2 The Panel were advised by the Senior Governor Support Officer that effective school governance is crucial if Portsmouth is to achieve its ambition to improve the quality of schools' attainment and wider educational outcomes for the city's children and young people. Standards of governance are variable in the city and it is important to spread good governance in the city. In the past Ofsted have been critical of the quality of governance in schools in the city and the impact of this on the educational achievement of pupils.

3.3 The current Governor Services Team at Portsmouth City Council consists of 1 senior governor support officer and 1 governor support officer plus 1 part time governor support officer (1 day per week). The team is responsible for ensuring that the local authority exercises its statutory duties towards governing bodies. It provides advice and guidance to all governors that currently buy in to the Governor Support Service Level Agreement (SLA). 53

schools currently buy into the governor services enhanced SLA. The following 6 schools do not: Admiral Lord Nelson (rated as good by Ofsted at their recent inspection), Copnor Junior (rated as good by Ofsted at their recent inspection) Devonshire Infant (rated as good by Ofsted at their recent inspection) Medina Primary (rated as Requires Improvement by Ofsted at their recent inspection) Meon Infant (rated as outstanding by Ofsted at their recent inspection) and St George's Beneficial (rated as good by Ofsted at their recent inspection).

- 3.4 The Governor Services Team receive £42,600 funding from the local authority and the remainder of the income is derived from schools buying the SLA which equates to approximately £52,810. The team also income generate by providing training under license to the National College for Teaching and Leadership which brought in approximately £4,000 last financial year. The Senior Governor Support Officer controls the budget but there is limited flexibility as the bulk of the budget is used for staff salaries. The money spent on training is predominantly on room hire and printing materials for delegates to use. This is likely to change with many parts of the organisation now charging for their time when delivering training for governors and this will have an impact on spending and potentially, ability to run as wide a range of courses in the future.
- 3.5 There are seven schools in the process of moving to academy status which may have an effect on the number of schools that buy into the governor services SLA in the future. Flying Bull Primary and Admiral Lord Nelson Secondary are scheduled to become academies from 1 April 2014. Charles Dickens Primary, Priory Secondary and Miltoncross Secondary schools are scheduled to become academies from 1 September 2014. Newbridge Junior and Isambard Brunel Junior are also expected to convert to academies in the near future.
- 3.6 Devonshire Infant school and Meon Infant School buy the council's services on an ad-hoc basis. Admiral Lord Nelson School is in the process of academy conversion and have not bought into the councils governor services SLA for the past three years. Copnor Junior does not buy in, however they are in the process of converting to become an all through primary school and the adjacent infant school does buy in. St George's school does not buy in but again, this has been the case for the past three years. Reasons why the schools have chosen not to buy in are unknown by governor services.
- 3.7 The Governor Services Team is responsible for delivering a range of training opportunities for governors including whole governing body training sessions, chairs development and data training as well as external governance reviews. In 2013/14 the team offered a total of 57 courses and also access to the governor e-learning programme. In 2012/13 59 courses were held and 935 governors attended these sessions. Courses were led by a combination of Portsmouth City Council staff and external trainers with extensive experience. None of this training is currently accredited but this is something that the team are looking at. The council is part of South East Co-ordinators of Governor Services (SECOGS) who have a licence to deliver training on behalf of the National College for Teaching & Leadership (NCTL). The council delivers training under licence for the Chairs Development Programme, Performance

Related Pay for Governors and RAISEonline (data). The team also provide Effective Communications training for governors to help develop their soft skills.

PCC Internal Audit Team

3.8 The Council's Internal Audit Team review activities in schools to ensure that they are being properly controlled. However it is not their role to be the control. The team only carry out checks as part of an overall risk assessment of all the authority's activities to target the council's resources to the areas of greatest risk. These risks change from year to year so the activities the team review will change from year to year. The Internal Audit Team do undertake audits of schools where they request an SLA with the council, at a cost to them. Of the 55 schools under the remit of the local authority the Internal Audit Team have SLAs as per the following:

- Financial year 2013/2014 - 15 schools bought in to the Internal Audit School SLA
- Financial year 2014/2015 - 15 Schools have expressed an interest in purchasing an SLA
- Financial year 2015/2016 - 1 school has requested an audit - it is anticipated that the majority of schools who were last audited 3 years ago will purchase an SLA (15 schools)

Those schools who buy into the service do not request specific help with the audit, but most schools (regardless of whether they buy into PCC's service or not) contact the Internal Audit team for help or advice on an ad-hoc basis during the year.

3.9 Recruitment and retention of governors is not an area that is monitored by the Internal Audit Team as part of the standard school audit. Currently termly interlock meetings are held with Governors Services, Education Finance and Internal Audit where recruitment and retention of Governors is discussed as part of wider issues.

3.10 Currently the council's Internal Audit Team review the following; a full financial year of full governing body and finance committee minutes and agendas (including budgetary reports), the Governing Body Competencies Skills Matrix, Governing Body training, take up with the Governor Services SLA and Schools Financial Value Standard (SFVS) return. Any areas of weakness are highlighted in an exceptions report and discussed with the Head teacher and Chair of Governors / Finance.

3.11 With regard to expectations from the Governor Services Team, April Owen-Jones Chair of Governors at Highbury Primary School said she expected regular updates guidance, advice, and training for governors. She felt it was good to have school specific training at school rather than centrally. Day conferences are usually more informative than short day sessions. It was suggested that these might sometimes be held on Saturdays to obtain better attendance. Mrs Owen-Jones said more specific advice on the governor

induction process would be useful, as would courses that were tailor made. She also suggested that a mentor scheme for new chairs and clerks be established, as even very experienced governors can take over the chair and need help. The mentors could be newer chairs that are in good schools and not necessarily someone who has been in the same school for a long period.

- 3.12 Alison Beane, Head teacher of Mary Rose Academy and Cliffdale Primary Academy said that both schools had decided to continue to buy into the governor support service of the council. She said they had found the Governor Services Team very effective and there was a good range of training available.

Data obtained from questionnaire

- 3.13 A questionnaire was sent to head teachers and chairs of governors of all schools in the city that buy into the governor support service SLA. A copy of the questionnaire is included in *appendix 3*. This sought views on a number of areas linked to the objectives of the review. The results are broken down under the question headings within each of the objectives. There are a total of 109 head teachers and chairs of governors that the questionnaire was sent to and 32 responses were received to the questionnaire, a response rate of 29.35%. A second questionnaire was sent to clerks to gain their perspective and a copy of this is included in *appendix 4*. There are 54 clerks and 18 responses were received, a response rate of 33.33%.

3.13.1 What services offered by the Governor Services Team at Portsmouth City Council do you use and how would you rate these?

The most prevalent services used by governors were the range of training courses, support and guidance and regular updates. The table below summarises the results given to this question.

Services	Positive Response (%)	Negative Response (%)	No answer (%)
Range of training courses	87.10	0.00	12.90
Support and guidance	87.50	9.38	3.12
Regular updates	87.10	6.45	6.45
Self-evaluation kit	63.33	10.00	26.67
Assistance with finding a clerk	33.33	13.33	53.33

Clerks were also asked the above question. 50% responded that the support received was very good, 38.89% said it was good and 11.11% said it was poor.

3.13.2 Do you feel the support from the Governor Services Team is needed?

78.13% of respondents said they felt the support from the team was needed and 21.88% felt that it was not needed. Respondents were given the opportunity to add comments and these are listed below:

- We have looked outside to online governor support and other local authority training.
- Without the support of the Governor Services Team at PCC I would not be able to fulfil my role as Chair of Governors - they are essential and invaluable.
- Some form of support to governors is needed. It does not necessarily need to be provided by the team.
- Support is vital to helping governing bodies operate within the wider city programmes and agendas - the specific training and advice is critical to the success of many bodies.
- Support not needed at present, but only because we are now an experienced team, we always take the full SLA so that new members who may need support have access to it.

3.13.3 Do you have any alternative ideas for how support is provided?

34.48% of people said they had alternative ideas for how support is provided. Respondents were given the opportunity to add comments and these are listed below:

- Training offered to clusters of schools.
- Website with access to articles/updates from other governing bodies.
- Special tailored courses i.e.: Guide on how to become outstanding with special advice on your school.
- Outsource the service.
- Local authority buy into Hampshire Services for the city.
- A local authority clerking system would be helpful.
- Make governors aware of alternatives such as other courses by other providers - we are all in this together to improve governance.
- In addition to the traditional support mechanisms - establish a "social media" support model, where chairs and governors can collaborate electronically sharing problems, solutions, best practice etc. This could be Twitter, Facebook based etc. - and/or integrate to a dedicated "community" space in a web tool. This "social business" model is extremely popular and successful in the business world - and would play well into the self-starting, motivated, people who tend to volunteer for governorship.
- Better website with information (2 respondents).
- Mentoring by experienced chairs to new chairs in similar schools.

4 To consider recruitment and retention of school governors in the city.

- 4.1 The Panel invited chairs of governors and head teacher to hear evidence. The Panel's questionnaire was also sent to all head teachers and chairs of governors to obtain data regarding recruitment and retention of governors.

- 4.2 Recruitment and retention of governors is a serious issue for many governing bodies across the country. There is a genuine shortage of governors in the city with 17%¹ of existing governor positions in the city that are currently vacant. The breakdown of vacancies suggests that parent governors are the hardest to recruit as 35% of the vacancies were for parent governors. The Panel were advised that education improvement officers were trying to remove the perceived barriers around recruiting governors, including people thinking they do not possess the correct skills and that it will take up too much of their time.
- 4.3 Governing bodies vary in their size and composition, with representatives of a number of different categories or stakeholders. All categories of governor have the same responsibilities and status on the governing body. Governing bodies generally do a lot of their business through committees such as curriculum, staffing and finance. The governing body can delegate decision making powers to committees and this can reduce the amount of work which is done by the full governing body. Each committee must be clerked by a member of the full governing body but the head teacher may not clerk a committee. The different categories are listed below:

Authority Governors are appointed by the Local Authority. A potential governor submits an application form to the Governor Services Team which includes a précis of their skills, experience and knowledge.

Parent Governors are elected by parents of registered pupils at the school. Vacancies are advertised through the school and the head teacher conducts the election. Parent governors do not need to be parents of a child currently attending the school. If no suitable candidates are found they may recruit from parents of former pupils or a parent of any child of school age. Parents appointed in this way can be removed from their position by a majority vote of the governing body.

Community Governors are chosen and appointed by the governing body. A governing body chooses people to be community governors to bring additional experience and/or develop links with the local community served by the school. The LEA does not need to be consulted.

Staff Governors are elected from the teaching and non-teaching staff in the school. The head teacher is a governor by right, but can decide not to undertake the role.

Foundation Governors are appointed by sponsoring bodies, usually Church authorities, for certain schools.

Sponsor Governors are appointed by the governing body if they wish to do so. The governing body can appoint as sponsor governors persons who give substantial assistance to the school, financially or in kind, or who provide services to the school.

¹ Correct as of 24 March 2014.

Associate members are not governors. The governing body can benefit from being able to draw upon expertise and experience from outside their formal governor membership. The governing body can appoint associate members to serve on one or more governing body committees and attend full governing body meetings.

- 4.4 The issue of recruitment and retention of governors could be significantly reduced if all governing bodies exercised their right to re-constitute. Following the introduction of The School Governance (Constitution) (England) Regulations 2012 that came into force on 1 September 2012, governing bodies have the opportunity to reduce in size. The aim of the regulations is to make governing bodies more effective by concentrating on the relevant skill sets of governors which differed from the existing stakeholder model. Regulation 13 (2) states that the governing body of a maintained school must be no fewer than seven governors and have at least two parent governors. The change in regulations means that governors can be recruited to fill perceived skills gaps.
- 4.5 Nationally, few schools were reconstituting and many had remained the same size after reconstituting². The education officer from the Governor Services Team advised that there was no evidence to suggest that governing bodies were more efficient after reconstituting and felt that this would only be successful if the governors selected possessed the right skills. In addition, a minimum number of governors were required for a governing body to be available to cover obligations such as serving on a disciplinary committee. The governors who sit on these committees must not have previously heard the case and or have an interest. Therefore it was difficult to reduce the size of a governing body significantly.
- 4.6 The results of the questionnaire showed that 24.14% of schools in the city had re-constituted and 65.52% were considering doing so. These respondents were then asked how the composition of their governing body had changed following reconstituting. The following answers were given:
- Reduced in size by two
 - Slightly less in number
 - One less local authority governor and replaced by a co-opted member
 - Last time we reviewed this was some time ago and we are considering this again because we have a large number of parent governors who do not stay long.
- 4.7 From the evidence the Panel received from governors and head teachers who attended their meetings, the predominant reasons for the shortage of all groups of governor was the role taking up too much time and too much paperwork to read and absorb. There is a huge time commitment involved in being a school governor and getting time off work to attend meetings was sometimes an issue for governors. Many parent governors also feel that they

² The national consultation launched on 13 January 2014 is to have all schools reconstitute by September 2015.

do not have the right skills to become a governor. The Council's current form for people to register an interest to become a governor could be daunting for some, asking if they have any skills in HR, finance etc. which a lot of parents do not possess. Officers advised that they are currently working on improving the form to make it less daunting.

- 4.8 The Panel received evidence from Mr Hanna, a parent governor at Portsdown Primary School. He explained that he felt becoming a parent governor was an important way to help improve the school and was the easiest way that parents can make a difference to their child's education. It was down to the governors of a school to help the children's future and they all needed to work together to do the best that they can. As a parent governor Mr Hanna said he always tried his utmost to attend governors meetings. However, as many parent governors have full time jobs, attendance at meetings was often an issue for them. He felt that parent governors did make a huge difference to the running of the school and that it was a shame there were not more parents willing to become governors.
- 4.9 With regard to barriers to recruitment of parent governors, Mr Hanna said he felt the main reason was a lack of understanding from the parents' point of view on what the role involves. He felt that many parents consider they do not possess the right skills or have an academic background. Many parents also do not have the confidence and understanding of the school terminology. He mentioned that parents can get quite irate if teachers assume they understand the vocabulary or talk down to them. Parents can be put off talking to teachers because of this despite the teachers not meaning to be discouraging. The Senior Governor Support Officer added that the Governor Services Team carry out exit interviews for retiring governors to understand the reasons that they have decided not to continue with the role.
- 4.10 Mr Hanna advised he had previously suggested a parent governor surgery for parent governors to talk to parents to explain their role, which may help to remove these barriers and get more parents interested in applying to become a governor. He also felt it was important for governors to attend meetings of other schools to learn from each other and share good practice. This however was not easy due to parent governors having their own work commitments but he said he would be very interested to see how things are done in other schools. Teachers have a job and are bound by the curriculum. Governors are responsible for the school and parents need to bring the two together.
- 4.11 Mr Hanna said he felt having pre agenda meetings might be a useful way to encourage the more reticent governors to ask questions and clarify anything they are unsure of before the main meeting.
- 4.12 There was an issue with a lack of challenge, which was partially due to governors not understanding how to interpret the data before them and not knowing what questions to ask to challenge head teachers. A good head teacher would ensure that governors are trained in analysing data.

Education Group, Shaping Portsmouth

- 4.13 The Panel heard from Alistair Gray from the Education Group, part of Shaping Portsmouth who is working to fill governor vacancies in the city. As part of the

overall activities of the group, representatives from the business community held a major annual careers fair at the Guildhall and carried out frequent visits to schools to promote job opportunities in the local business community, with the intention of raising the aspirations of students. In respect of governors, the group promoted the merits of getting their employees involved to employers. The group recognise that within the business community there are people in different stages of their careers. Some want to develop and are looking for a leadership role which the school governor role can help them achieve. The group were promoting this message to businesses and had produced a poster that was being displayed in offices in the city to target business leaders and this had received a positive effect. The group had also created a flyer which gave information about the work of the group and directed people to the school governors' website. A new leaflet was being developed which was aimed specifically at the business community. This was due to go live in the next month or so and would be accompanied with a letter giving advice on where they could get more information and the merits of becoming a school governor. It was hoped this initiative would have a positive effect.

- 4.14 The Education Group is working closely with officers at the council helping them to develop their website in respect of governors' content. In addition they were also considering setting up a Facebook page to capture the interest of people to become school governors. The group is running a buddying initiative where local business leaders are paired with a head teacher to offer help and advice. The Governor Services Team would highlight specific vacancies and skills needed in schools to the group who could then promote these back to the organisation. It was hoped that this would create a better take-up of governors.
- 4.15 The Education Group representative advised the Panel that there was a misconception that people must sign up for the role as governor for four years. It is preferable that people do sign up for the full term, however it is not essential and the group are keen to promote that the minimum requirement is to commit to one year. People are more likely to sign up as a governor for a specific project for one year. There was then the possibility that they find the role to be so rewarding that they commit to staying on longer.
- 4.16 The Education Group representative was unsure whether there was the appetite from schools to have more business people as governors as the group did not have much direct dialogue with schools. However, there were people involved in education as part of the group. The buddy scheme and school visits also helped to build a connection with schools. A more targeted approach to recruiting governors could be used to set out more clearly the skills people could offer as governors and match the skills to specific needs in schools. There was more that could be done in this area and the Education Group were considering this. The Panel felt that it was very important to explore a better way of matching potential governors' skills with vacancies in schools.
- 4.17 There was also the issue of people having the requisite skills to be a governor but not having the time commitment and vice versa. The Education Group representative said that this was another strand of the buddy scheme. In

addition to recruiting governors with the right skills, it was also important to recruit governors with the right temperament who it is thought will fit in well with the current staff structure.

- 4.18 The group encouraged business leaders to become school governors and the nature of their work was such that a lot of this work would be done in their spare time. Being a school governor meant that new skills are gained that are also useful to their workplace and continuing professional development (CPD) is a driver for business people to volunteer as governors. The group are promoting this as an incentive for both business people and other able people to sign up as governors.
- 4.19 Potential governors are not interviewed prior to being appointed as potential governors could view this as an additional obstacle and be deterred from applying. The group were encouraging people with backgrounds in business support, HR etc. to become governors as they have valued skills, however 'ordinary' parents and grandparents also had valuable skills to offer and are appointed as governors.
- 4.20 In practice initial engagement with the public is easy but getting people to sign up is more of a challenge as people are very busy and it is difficult for them to fully commit. Business colleagues could be encouraged to do more to promote the role. Once the leaflet is launched the education group will ensure that businesses receive copies and business leaders would be encouraged to champion this to their staff.

Data obtained from questionnaire

- 4.21 The questionnaire sent to head teachers and chairs of governors asked questions around recruitment and retention of governors.
- 4.21.1 What do you think are the issues for governors not staying in post?
89.66% of respondents felt that the main reason for governors not staying in post was that they find the role taking up too much of their time. 62.07% felt that there was too much reading/paperwork involved and 48.28% said that the training offered was not at times suitable to them. Other issues mentioned were too much responsibility being placed on governors, governors not understanding the role before committing and governors finding it difficult to balance the role with a full time job.
- 4.21.2 Do you think new governors feel sufficiently equipped to become fully involved in the running of the school?
72.41% of respondents felt that governors were not sufficiently equipped to become fully involved. Many of the reasons outlined in 4.21.1 were mentioned as a cause of this and two respondents suggested a trial period. The issue of education having its own specialised language for governors to learn was also mentioned as a reason why new governors do not feel fully prepared to take on the role. The respondent commented that new governors, particularly those with little experience of education post-school, find that it takes time to understand the role and it takes time for them to feel confident enough to offer robust challenge to senior leaders. Another respondent commented that they had found success when new governors

had first been involved with something straightforward, so that they could easily see how their decision led to changes being made. This empowers them to think and act independently and other matters such as true understanding of the school, governance and local practices comes later.

4.21.3 Do you think the induction process for governors could be improved?

71.43% of respondents said they felt the governor induction process could be improved. Several respondents felt that there should be mandatory induction training within a governor's first three or four months. Shadowing experienced governors was also suggested by several respondents as a method for improving the induction process. One respondent said they felt better trainers and training content was needed making better use of case studies, practical examples and using trainers who are experienced in the subject matter and have provided training experience as governors. A further respondent said that all schools should offer a standard induction pack and activities such as a learning walk in their school at the start of each new governor's term of office. Another respondent commented that too many new governors come away from induction intimidated by the mountain of information they feel they need to understand. However, in reality these matters are spread across the governing body. The core aspects should be shared but it would be good to set up a simple 'getting started' action sheet that a new governor can take away that will help make a difference and boost confidence, for example 'complete a visit with a subject lead of your choice next term and report back to the full governing board'.

4.21.4 What do you think the barriers are to recruiting governors?

41.38% felt that the main barrier to recruiting governors was that they do not fully understand the role. 31.03% of respondents felt that the main reason was the amount of time involved in being a governor. Respondents were also given the opportunity to raise other issues and these included:

- The increasingly corporate nature of governance puts many off.
- Commitment, particularly those in business.
- Too much responsibility – especially under the new Ofsted framework
- Not interested

4.21.5 What is your school doing to actively recruit governors?

51.85% of schools were not actively recruiting for governors when the survey was carried out. 40.74% of governing bodies were using the support offered by the Governor Services Team to recruit for their governor vacancies. 25.93% were advertising through their school website and 18.52% were advertising through the School Governors One Stop Shop (SGOSS) Schools Service website. 11.11% of schools were advertising through a leaflet campaign.

4.21.6 Is recruitment and retention of governors a problem with one group of governor in particular? i.e. parent governor, local authority governor etc.

51.85% of respondents answered yes and 48.15% answered no. Of those who answered yes, 60% said that they had found parent governors the most difficult group to recruit, and this was closely followed by local authority governors and community governors.

4.21.7 Have you found an issue with recruiting governors with skills suitable to perform the role of school governor?

57.14% of respondents answered no and 42.86 answered yes. Several respondents commented they had struggled to find people with the relevant financial skills, with some seeking the help of governor services to fill these vacancies.

4.21.8 What are you doing to ensure succession planning for your governing body is in place?

The most prevalent answer to this question was that governing bodies were ensuring that governors are active and involved in the school to ensure succession planning. Other common answers were developing the governing body as a team and valuing and retaining effective leaders on the governing body.

4.21.9 Do you have procedures in place to ensure continued professional development of governors?

57.14% of respondents did have procedures in place. Active training liaison governors, self-evaluation, and regular training were all methods governing bodies are currently using for their continued professional development.

5 To consider the skills of governors, take up of training by governors, their ability to understand and interpret school data and ability to hold senior leaders to account.

5.1 The Panel received evidence from head teachers, chairs of governors, the council's Internal Audit Team and members of the Governor Services Team in order to consider the skills of governors, training and the ability to understand and interpret school data.

5.2 The Panel heard from the education officer, Governor Services Team at the Council, that as part of her role she offers training for governing bodies, bespoke to their school, on how to analyse data and advises on what challenging questions they should be asking. The key to training was that it needed to be evidence based. Education improvement officers also supported the whole training of governor services. There was a varied take-up of training despite it being offered at various times of day.

5.3 The education officer, from the Governor Services Team said that the most successful governing bodies were those who were actively involved and were appropriately empowered by their head teacher. This included gathering evidence such as talking to pupils, looking at extracts of their work, listening to them read, monitoring behaviour in the school playground and talking to parents to judge how well the school was performing. Some governors required support to overcome their reluctance to do this as they often felt they should not be interfering. The Governor Services Team encourages head teachers to empower their governing body to gather evidence so as to be actively involved in the monitoring of the school. Officers work with governors on preparing for Ofsted inspections to ensure that they are confident as head teachers do not always undertake this responsibility.

- 5.4 New governors often find it very difficult to understand all the acronyms and how to interpret data to actively challenge head teachers. The Governors' Forum Steering Committee coordinates the work of governors and shapes the agenda for the governors' forum. Every school governor in Portsmouth is entitled to attend Governor Forum meetings and the Governor Services Team provides the secretariat for this. It was noted however that approximately a half to a third of schools are not represented at these meetings which was disappointing as this could be a useful way of sharing information between the local authority and governors. The governors forum is non-statutory and is designed to inform governors of relevant governance and education matters and to provide a link to governor involvement in other areas of the council's functions such as representation on schools forum and education scrutiny.
- 5.5 With regard to training, Mark Hanna, parent governor at Portsdown Primary School said he was offered huge amounts of training from the Governor Services Team which he had taken up on a variety of issues including sessions on understanding data. However, he said that he had not been able to attend as much training as he would have liked as the training courses had usually coincided with the date of the governing board meetings. The date of the training sessions had now changed so he was now able to attend more training sessions.
- 5.6 Mark Hanna advised that governor services send their training programme to governors at the beginning of the year which contains all the training sessions required including refresher courses. He said that he found that training courses were more beneficial once he had attended a few governors meetings first. The training provided was very good and built on knowledge gained by attending governor meetings.
- 5.7 The parent governor at Portsdown Primary school advised that there were parents with the right skill sets to become parent governors but they do not have the time to dedicate to the role. The governing body did not target parents to become governors. The governing body were considering reconstituting and looking to rearrange the cohort of governors.
- 5.8 The education officer said that the key to an effective governing body is that governors learn to work with their head teacher to establish a relationship of trust but also to feel able to challenge them and to resolve issues on a one to one basis.
- 5.9 Rev Hetherington, chair of governors at Arundel Court Primary School and Karen Stocks, head teacher Arundel Court Primary school provided evidence to the Panel. The chair of governors said that she supported the idea of new governors shadowing established governors. She felt it was important to induct new governors slowly, particularly parent governors as the school had seen a high turnover in this category of governors. The induction pack provided for new governors gave the key information required for them to start in their role and the school had been careful not to include too much information which could be overwhelming. She circulated the school's induction pack to the Panel which contained a leaflet a welcome booklet and some information on the school. The school carried out a buddy system for new parent governors and in her experience she found some parent

governors who had been in post for a year or more still needed additional support such as simplifying the data. The governing body worked hard with governors to explain the data and as a result they were now asking more focussed and challenging questions.

- 5.10 The chair of governors said that Arundel Court governing body was very proactive and focussed. Learning walks, which included listening to children read, talking to pupils and talking to staff, take place at the school to obtain information. The focus of these is agreed at the start of each term.
- 5.11 The Panel received evidence from Alison Beane, head teacher of Mary Rose Academy and Cliffdale Primary Academy. The governing body had carried out a skills audit of governors to assess the current position and identify where improvements were needed. One of the most important things is induction of governors and having a CPD plan in place for them. A training session of half an hour at the start of each governing board took place and there was a targeted CPD plan for each governor and committee. Most of the training sessions were carried out by a member of school staff but on occasion external people facilitated these such as Ofsted.
- 5.12 The school was about to implement *Blue Sky* software which is web based. This will be used to manage staff appraisals and build on the CPD plans. It would allow teachers to interactively identify training and staff development opportunities and upload documentary evidence of their achievements. One of the most important skills of a governor was to quickly become 'Ofsted savvy' to understand their terminology and to ensure that the school is meeting the expectations of Ofsted.
- 5.13 The Panel received evidence from Mark Hanna, parent governor at Portsdown Primary School. He explained that he had found it useful to use the first six months of his role to absorb all the information and understand the school. He said it took him approximately six months to become fully involved in the running of the school. It was important for governors to ask challenging questions of the head teacher and query any data that they do not understand.
- 5.14 He advised that it was important for parent governors to ask the head teacher to put the data into an easier format to comprehend or if this was not possible for them to explain this to governors. Governors also need to help each other understand the data and provide support to their colleagues to help the school.

Data obtained from questionnaire

- 5.15 The questionnaire sent to head teachers and chairs of governors asked questions about training of governors.
- 5.15.1 Are your governors accessing the available training provided by governor services?

57.69% of respondents said that their governors are regularly accessing the training available. The predominant reason for governors not accessing the

available training was that they are not able to make sessions due to other commitments. Other reasons included time pressures and the location of training. For those who are regularly accessing the training, 50% attended 8 or more sessions in 2012/13. With regard to the GEL e-learning, 56% of respondents did not know whether their governors were accessing this and 24% said they were and had completed nine or more hours on e-learning.

6 To consider how effective the existing arrangements are for governing body self-review.

- 6.1 The Panel asked some questions around self-review on their questionnaire. They also obtained evidence from the National Governors Association (NGA) and received evidence from head teachers and chairs of governors, to consider the effectiveness of governing body self-review.
- 6.2 There is evidence from the *SGOSS School Governor Impact Study, 2012*, to show that there are links between the effectiveness of the governing body, school improvement and pupil performance. The effectiveness of governing bodies is judged by the Office for Standards in Education, Children's Services and Skills (Ofsted). Her Majesty's Chief Inspector's (HMCI's) Annual Report for 2009/10 identified that:
'Governors are most effective when they are fully involved in the school's self-evaluation and use the knowledge gained to challenge the school, understand its strengths and weaknesses and contribute to shaping its strategic direction. In contrast, weak governance is likely to fail to ensure statutory requirements are met, for example those related to safeguarding. In addition, where governance is weak the involvement of governors in monitoring the quality of provision is not well enough defined or sufficiently rigorous and challenging.'
- 6.3 The Ofsted framework emphasises that schools need to have a robust system of self-evaluation in place and advise that it would help to strengthen governance if governing bodies were undertaking their own honest self-review process and using the information to improve their practice. This is recommended but not a requirement. Portsmouth City Council provides a self-evaluation template for schools to complete and recommend that governing bodies complete their self-evaluation form annually.
- 6.4 The education officer, part of the Governor Services Team at the Council, advised the Panel that peer review should be factored into the training plan of governing bodies. A networking event was included in the training plan when it was last held with the feedback concluding that a lot of value was obtained from the session. There were good examples of good governing bodies in the city but it was uncertain whether there were enough to allow for peer review.
- 6.5 The head teacher of Mary Rose Academy and Cliffdale Primary Academy said that self-evaluation is very important and the governing board at both her schools evaluate the schools progress once a year and review progress against the governor school plan.
- 6.6 The chair of governors at Highbury Primary School advised that self-review is undertaken at least annually at Highbury Primary School. They use this information to assess training needs and to develop as a governing body over

the next year.

Written submissions from the NGA relating to self-review

- 6.7 The NGA was contacted and provided the following written submission with regard to self-review.

'The effectiveness of governing body self-review depends very much on what the governing body does with the information. For example, if the self-review identifies that the governing body is poor at reporting to parents and carers, the governing body should follow up by establishing a strategy to better communication with this group. Similarly, the review might identify an area in which the governing body as a whole has little expertise - to follow up, the governing body might undergo training in this area. '

Data obtained from questionnaire

- 6.8 The questionnaire sent to head teachers and chairs of governors asked questions about self-review.

6.8.1 How often do you undertake self-review?

85.71% of respondents said they completed self-review annually and 14.29% said they undertook this bi annually.

6.8.2 Do you use Portsmouth City Council's self-evaluation toolkit? If yes how effective is this?

75% of respondents used the Council's self-review toolkit. Of those who responded all of the respondents rated the toolkit as good. Three respondents commented that they were not aware the council provided a template for this. Several others said that they either used their own processes or used Governor Mark.

6.8.3 How do you use the information gained from self-review?

91.30% of respondents said that they used the information to help develop as a governing body throughout the year.

6.8.4 How has completing self-review improved practice?

The majority of respondents said that it helped to identify training needs and had focussed their governing body. One respondent said that it helped to galvanise some governors who had been fairly passive and encouraged them to get involved in governing board matters. Another respondent mentioned that their governing body was now more equipped to ask the challenging questions that are needed to drive school improvement.

7 To consider how effective clerking of governing bodies currently is and what can be done to strengthen clerking in the city.

- 7.1 The education offer advised the panel that the national profile of the clerk has risen considerably in recent years. An effective clerk is one of the governing body's most valuable resources. It is important that the clerk is trained and has a good understanding and working knowledge of governance law so that they can advise the governing body. Being able to provide advice and

establishing good working relationships with members of the governing body (in particular with the chair and the head teacher) is all part of being an effective clerk. Clerks are expected to attend clerk support meetings and they have access to the governor training programme. They need to keep abreast of changes to legislation to perform their role effectively.

Clerking Service at Hampshire County Council

- 7.2 The Panel heard from Mandy Parsons, Head of Governor Services at Hampshire County Council about the clerking service at Hampshire County Council. Hampshire Governor Services have been running a clerking service for 15 years and the traded clerking service now had 136 clerks providing a clerking service to 250-260 schools. There is also a bank of skilled clerks that are available when schools were having difficulty finding someone to clerk a meeting. The clerking service is fully traded and not funded by Hampshire County Council. Schools buy in to the service and it costs in the region of £1,500 a year dependent on the number of hours that a clerk works. Hampshire Governor Services in partnership with the Southern Education Leadership Trust is currently involved in writing a training programme for clerks and this would come to the market in June this year. This will complement Hampshire's existing accredited programme for clerks.
- 7.3 Where a school directly employs a clerk, the authority has provided a job description and pay rate which they are recommended to use. This was developed to try to bring consistency across the authority. The service provides training and support for all clerks and offers a national Accreditation Programme for clerks and Portsmouth City Council offer this to their clerks.
- 7.4 The National College for Teaching and Leadership is currently developing a national development programme for Clerks which will initially be delivered through the license holders. It does not directly deliver the programme for clerks. The training will be certificated to acknowledge that the clerk has participated in the development programme. Hampshire's Accreditation programme assesses clerks against a competency framework and once achieved means that the clerk is competent in their job. These two programmes are complementary.
- 7.5 Clerks are highly skilled and an average clerk will clerk for two schools. As the role is part time it often attracts retired people or mothers with young children. Therefore the turnover is often high for example mothers may decide to return to work. The administration of the clerks was also complicated. They work under the same terms and conditions as full time staff but there was an additional complication with many performing the role at home and there were sometimes problems with finding cover when a clerk was off sick.

- 7.6 The performance of clerks is important and meeting performance was a matter for the chair of governors to monitor. When performance issues are raised, Hampshire Governor Services work closely with the chair of governors and manage the situation with the school. All clerks have an annual performance review.
- 7.7 Governing bodies typically meet six times a year and usually meeting dates cluster in the same week or two. It would therefore be very difficult to make the role full time for those clerks who look after multiple schools. Some clerks also have day jobs and clerk in the evening. A few clerks are employed on annualised hours³, to provide cover at short notice when a school finds they do not have a clerk for a meeting.
- 7.8 Once clerks are recruited they are required to undertake an e-learning course and two day development programme. They are then linked to a school. Their minutes are monitored by Hampshire Governor Services for the first few meetings to ensure they are accurate and to provide quality assurance in the early stages. The service meets with clerks twice a year to provide relevant CPD and also to review their training needs.
- 7.9 The clerking service gives benefits to both the local authority and schools. The clerking service operates within its own income and so pays for the staff costs in administering it and delivering it, thus adding capacity to the over-all team. For the local authority the service acts as a lever for improving schools rapidly and supporting schools. It gives the Governor Support Service much information so that they are able to act quickly if an issue arises. Schools often have difficulty in finding clerks and the cost of advertising and recruiting clerks can be high so they find the clerking service beneficial. The working relationship between Hampshire Governor Services, clerks and schools is very effective.
- 7.10 Other authorities have a clerking service, although it is more common in larger authorities because it requires capacity to run and manage it effectively.
- 7.11 Hampshire Governor Services would be willing to discuss establishing a SLA with Portsmouth City Council regarding a clerking service and would want to work directly with governor services to achieve this. All schools in Portsmouth are responsible for recruiting their own clerks. The Governor Services Team offer induction training for all new clerks and provide clerks training throughout the academic year which is included in the enhanced SLA. We do not have any clerks attend our training whose governing body does not subscribe to their SLA.
- 7.12 Mark Mitchell, Chair of governors at Mary Rose School and The Harbour School, said that his experience was that it was not currently hugely difficult to recruit clerks in Portsmouth. He gave his experience of this and said that the candidates had ideally wanted a full time position. The Head of Governor Services at Hampshire County Council said that in Hampshire it was a problem and there was also an issue with recruiting clerks with the right skills

³ Contractual working hours are expressed in the total number of hours to be worked per year, allowing flexible working patterns throughout the year.

and experience. The Senior Governor Support Officer added that in Portsmouth some schools often struggle to recruit and retain clerks and advised that his team often had chairs of governors coming to them asking for assistance in finding a clerk. It was particularly a problem with infant and junior schools that usually have their meetings during the day so clerks are unable to attend as they often have a day job.

7.13 The Chair of Governors at Highbury Primary School provided evidence to the Panel on this subject. She said that her governing body had recently appointed a new clerk who required training and support. She felt an effective clerk is one who knows the school and the governors and understands the way a governing body works best. Clerks also need to be proactive and good communicators.

7.14 The parent governor of Portsdown Primary School advised he had worked with two clerks at his school, both of whom were excellent. He felt the clerk performed a vital role and provided valuable support to the governing body. Their clerk downloads all the relevant paperwork governors need to read from the Governors Virtual Office (GVO) otherwise the governors would be swamped with paperwork. They are also invaluable at meetings taking the minutes and knowing where to find information, otherwise the governing body would fall into disarray. Mr Hanna advised that he is the deputy chair of curriculum standards and he finds having the clerk at these meetings invaluable as they can advise on the agenda and what was agreed and have a mine of useful knowledge to help support him.

Written evidence from the NGA relating to clerks

7.15 To ensure that a governing body gets the right clerk for the job it needs to be clear about what it wants the clerk to do and develop a job description that details the duties and responsibilities. The NGA have developed an updated model job description which can be altered to suit the needs of individual governing bodies.

7.16 The NGA recommend that governing bodies should not employ an individual as a clerk who is also employed in the school in another capacity, as this can lead to conflicts of interest for the clerk. The NGA recognises that this is the situation in a number of schools and suggest the following ways to manage the situation:

- Ensure that there is a clear separation of functions. This can be achieved by having two separate contracts, one for the role in school and another for the role as clerk.
- Where this is not the case ensure that the contract builds in time during the clerk's working day for clerking responsibilities – i.e. while many governing body meetings will take place after school hours and this will be built into the contract, the writing up of minutes and sending round agendas should also be part of the clerks working hours and allowed for within the working day.
- Make sure that responsibility for line-management is clear – for duties relating to the operation of the school this will be a member of the school staff, and for clerking facilities this should be the chair of governors.

7.17 Other things that can be done to strengthen clerking:

- Ensure clerks are adequately remunerated according to their roles/duties.
- Ensure clerks are regularly performance managed and appraised. The main responsibility for managing the relationship between the clerk and the governing body should rest with the chair of governors.
- Ensure clerks receive continuous professional development and training and that they are paid for this time.
- Creation of an association/network for clerks.
- Recognise good clerking through awards and publicity, to spread good practice.

7.18 Not all of the above is necessarily within the control of the local authority, but it can encourage its governing bodies to appoint properly skilled clerks. If the local authority does not run its own clerking service it could hold a list of suitably skilled clerks which governing bodies could use if they need to recruit a new clerk.

Data obtained from questionnaire

7.19 The questionnaire sent to head teachers and chairs of governors asked questions about clerks.

7.19.1 What do you consider are the qualities of an effective clerk?

65.38% of respondents felt that the most important quality of a clerk was that they understand how a governing body works. This was closely followed by being a proactive and organised individual. When asked what other skills a clerk should possess several respondents felt that being an effective minute taker was an essential skill and one person said being accredited was beneficial.

7.19.2 How effective do you think your clerk is?

59.09% of respondents said that they felt their clerk was very good. For those respondents who didn't answer the reason this was because their clerk was relatively new so it was too soon to answer this question fairly.

7.19.3 Have you found problems with recruiting a suitable clerk?

28% of respondents had encountered an issue with finding a suitable clerk. The main reason for this was a lack of people applying for the position.

7.19.4 What do you think the benefits are of operating a clerking pool in the city?

The majority of respondents felt that this was a good idea, providing that clerks are of good quality. Comments included:

- Not sure this would help solve the problem of a shortage of clerks.
- Very good idea as many schools are finding difficulty in recruiting. It is important that the quality of candidates is taken into consideration.
- Could also recruit professional clerks to be used across schools and ensure these are well trained
- Preference is a strategy to get accredited clerks as this has been invaluable.

7.20 A separate questionnaire was sent to clerks to obtain their perspective.

7.20.1 Have you completed the accreditation qualification?

47.06% had completed the qualification 41.18% had not and 11.76% were in the process of completing it.

7.20.2 How many schools to you clerk for?

The majority of respondents (78.57%) clerked for 1-2 schools, as opposed to more than two schools.

7.20.3 How many governor services training courses have you attended?

All respondents answered this question with 50% of respondents who had attended six or more training courses. 27% had attended 1-2 training sessions and 23% who had attended between 3 and 6 training courses since their time as a clerk.

7.20.4 What do you think the benefits are of operating a clerking pool in the city?

The majority of respondents thought this was a good idea and comments included:

- I'm in the Hampshire Clerking Pool already and have been since 1999.
- Seems to work for Hampshire so might be worth a try - and would give more certainty to schools who cannot find a permanent clerk
- For consistency new permanent clerks need to be appointed.
- Good idea although governor services does email clerks when there is a vacancy.
- This is a good idea. Also it would be useful if the pool could provide clerks to cover for meetings where regular clerks cannot attend for reasons of sickness etc.
- Good idea. It would enable governing bodies to be able to draw upon experienced and trained people who can advise them correctly until they get their own clerk.
- Really good idea, it would be a way of standardising procedures, sharing good practice and therefore raising standards.
- I think it is a good idea; sometimes clerks are unable to attend meetings at short notice and it would be helpful to have a pool of clerks to call upon.
- OK, but it is likely to be the small minority of current clerks who do their best to help out when required.

7.20.5 Are you performance managed?

73.33% of respondents were performance managed. The majority were performance managed annually by their chair of governors, however other answers included:

- Only had one in nine years.
- With the school business manager.
- The Hampshire Clerk's scheme is set against the Clerk's Accreditation criteria and we self-assess and the Chairs agree, or not. I adapted it for my school and they use this for my performance review.

8 To consider good practice from other local authorities.

Evidence regarding governance arrangements was received from the following local authorities:

8.1 Milton Keynes

8.1.2 Milton Keynes Council run a fully traded service that schools buy into and offer new governors:

- A welcome pack
- Foundation courses for newly appointed governors
- Special interest courses on particular subjects
- Courses for specific skills
- Individual governing body training sessions
- Governors seminars
- Governors conferences
- Advice/helpline
- Clerking service

8.1.3 Milton Keynes Council offer a fully comprehensive training programme which is added to throughout the year with approximately 40-50 courses a year and access to the GEL online. In addition the Council offers the governing body chair and vice chair termly meetings with the Director of Education and other key officers in the Council so they are kept informed of any issues.

8.1.4 Milton Keynes Council offer governing bodies a skills audit service and whole governing body training sessions. Each school is linked with a learning partner.

8.1.5 Milton Keynes Council offer a clerking pool and have nine clerks who work part time and clerk for 110 schools. They also provide a clerking service for hearings and disciplinary matters. They also offer a lay clerking service and have 7-9 lay clerks.

8.1.6 Milton Keynes does not currently have a business mentoring scheme but are considering introducing one. Their Governor Services Team attend job fairs and are forging links with universities to recruit governors. They have produced a leaflet for governors on how many hours a month the role will require and listed the qualities needed to become a school governor. Anyone who had expressed an interest in becoming a governor was invited to a coffee evening to find out more from the team and existing governors. Several potential governors did decide the role was not for them after this. However, the team felt it was better to lose them at this stage rather than using time and resources to appoint and train them and them standing down at a later stage as they did not fully understand what was expected of them.

8.2 Plymouth City Council

8.2.1 Plymouth City Council, one of the Council's comparator local authorities were also contacted.

8.2.2 Plymouth City Council offer governors advice on governance matters, training courses provided (70 per year), assistance and support with complaint handling and 1-2-1 training where required. With regard to improving standards of governance their Governor Services Team are assisting governing bodies with reviews of their practice, working with them on Ofsted evidence, portfolios of evidence and the questions Ofsted may ask.

8.2.3 Plymouth City Council offer a suite of courses across the year – Chairing Skills, Clerking Skills, minute taking, Health and Safety, Performance Management, Young Carers, Early Years, Special Education, Medicines, RAISE Online, Finance, HR, Working with Co-ordinators, Engaging with Parents, Induction Training, Moving from Good to Outstanding, evidencing the work of the governing body, Service Families and Pupil Premium, Social Media, Use of the School Website, Ofsted for New Governors. Update sessions are run 3 times per year for Chair, Vice Chair and Clerks to attend. They also offer bespoke short sessions run at the Governing Body meeting e.g. Ofsted Framework, Governor Visits, Asking Challenging Questions. Some prove very popular, and others not so, with specialist areas in some cases, not well attended.

8.2.4 Plymouth provide templates for skills audits when governing bodies wish to carry out Skills Audits.

8.2.5 Plymouth do not currently offer a self-review toolkit, although would be interested to see the content of other authorities' toolkits.

8.2.6 They no longer operate a clerking pool as this was making a substantial loss.

8.2.7 They are not currently looking at the business mentoring scheme to recruit governors from the business sector but advised they may consider this in the future.

8.3 Buckinghamshire Learning Trust

8.3.1 Buckinghamshire Learning Trust offer governing bodies:

- General advice and support to governors about education law by telephone or email – there is a general helpline number
- Termly Leadership Briefings for Chairs and Head teachers in three locations
- Termly meetings of the School Governance Consultative Board to discuss policy, initiatives and challenges in relation to schools and governance
- Production of model agendas and supporting appendices giving details of the decisions that need to be taken and/or the recommended action
- Regular Development Governor meetings to support governor development and share good practice

- Dissemination of news and information via monthly editions of Governor Times, and through the Governor Zone website.
- Resources such as information booklets, standing orders, model terms of reference for committees, model policies and guidance via Governor Zone www.learningtrust.net/governors
- Support with the governing body constitution for new LA-maintained schools and schools undergoing federation or amalgamation.

8.3.2 With regard to recruitment and retention of governors the team assist with:

- Provision of appointment letters and welcome packs to new governors
- Pre-appointment checks on all governors
- Recruitment and appointment of LA governors
- Support for schools in recruiting governors via a countywide recruitment strategy
- Maintenance of a governor database.

Governor Services works with the School Governors One Stop Shop and community groups to encourage potential governors to come forward and maintain a pool of experienced governors to support governing bodies in challenging circumstances. These statutory services are available to academies if they purchase one of Governor Services' support packages (see below).

Two main services are offered which can be purchased separately or together at a discount:

- Clerking and Advice. This service provides full clerking and advice support with governing body meetings from a professional clerk who is able to give advice and guidance on governance/education issues as appropriate. It is purchased by 90% of governing bodies and this compares to a national average of 69% (COGS' benchmarking data 31 March 2012).
- In addition, Buckinghamshire Learning Trust provide a Lay Clerk Service which supports school-based clerks and this is purchased by 8 governing bodies. This provides access to support and advice and twice termly training sessions.
- A pay as you go service is also available to governing bodies to provide clerking support to hearings such as pupil exclusions and staff disciplinary hearings.
- Governor Development. By subscribing to this service governing bodies have unlimited access to Buckinghamshire's comprehensive training and development programme, an annual conference, as well as access to online training through their e-learning website GEL. [GEL is delivered in partnership with the Eastern Leadership Centre and Governor Services is on the editorial board].
- Courses can also be accessed on a pay as used basis.

- Governing bodies can purchase a whole governing body training session on a subject of their choice and this is available at a discounted price when purchased with Clerking and Advice and Governor Development.
- Data shows that in the financial year to 31st March 2013, 100% of governing bodies purchased the Governor Development Programme either through subscription or as pay as used. This compares to a national average of 84% (COGS' benchmarking data 31 March 2012).
- New governors in subscribing schools are pre-booked on to the governor induction programme which consists of 2 whole days of training, plus 2 evening sessions, one on data monitoring and the other child protection. 96% of new governors attended induction training in the year to 31 March 2013 and this compares with a national average of 56% (COGS' benchmarking data 31 March 2012).
- Email communication is used to target governors when new courses are organised and this is very effective in leading to bookings.
- For academy governors a bespoke Day 2 induction day is provided that includes their additional responsibilities in governing an academy. This year they are also providing 2 new academy workshops on managing risk and working in partnership.
- Buckinghamshire's programme is comprehensive and, as well as induction for new governors, includes: Performance Management, Safer Recruitment, Curriculum Developments, Cyber Safety, Human Resources Workshops, Managing Allegations, Financial Management, Governing Body Self-evaluation, etc.

8.3.3 Governor Services has produced a Framework for governing body self-evaluation that is based on the Ofsted Inspection Framework and has been updated to take account of changes in the September 2013 Handbook and Subsidiary Guidance. It is available to all LA maintained schools as well as academies that purchase governor services and supports governing bodies in assessing their own effectiveness against the Ofsted inspection criteria. There are additional sections on governing body organisation, recruitment and succession planning. It is a unique product and Buckinghamshire have had some very positive feedback on its usefulness.

9 Equalities Impact Assessment.

An Equalities Impact Assessment is not required as the recommendations in this report do not raise any equality issues.

10 Legal Comments.

10.1 Section 13A of the Education Act 1996 imposes a duty on Local Authorities to promote high standards in schools and promote the fulfilment of learning potential for children and young people. Governing bodies in schools

play an important part in contributing to school improvement and the recommendations set out in this report will assist the Local Authority in compliance with this duty.

10.2 The School Governance (Constitution) (England) 2012 Regulations set out the arrangements for the constitution of governing bodies of maintained schools and these provisions must be adhered to by governing bodies when considering reconstitution.

11 Finance Comments.

11.1 Where there are direct financial implications arising from the recommendations contained within this report, these will need to be managed within the financial resources available to the service. In respect of the proposal to consider setting up a clerking pool within the city and developing an SLA with Hampshire County Council, it will be necessary to undertake a detailed financial appraisal prior to implementing these arrangements.

10 BUDGETARY AND POLICY IMPLICATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the Panel :

Recommendation	Action by	Policy Framework	Resource Implications
1. That all schools in the city, including academies, be encouraged to buy into the governor services SLA.	Head of Education, Governor Services Team, Strategy Team, Governors Forum	On-going work, within Budget and Policy Framework.	Within existing resources.
2. That the governor services section of the council's website be developed to provide more information and guidance for governors. It should include an agreed generic description of the role of a school governor and role description of a clerk. In addition that consideration be given to develop a social media support model for governors to discuss problems and solutions and share best practice.	Head of Education, Governor Services Team, Strategy Team, Governors Forum	On-going work, within Budget and Policy Framework.	Within existing resources. To be in place by new academic year.
3. That awareness of the role of school governors in the business and wider community be promoted, emphasising that they do not necessarily have to commit to the role for four years, although this is preferred. The Chamber of Commerce and <i>Flagship</i> magazine be used as ways to promote this. Information stalls manned by experienced governors at appropriate events such as school fetes, should also be considered to raise the profile.	Head of Education, Governor Services Team, Governors Forum and Shaping Portsmouth	On-going work, within Budget and Policy Framework.	Within existing resources.

Recommendation	Action by	Policy Framework	Resource Implications
4. That schools be encouraged to reconstitute under the School Governance (Constitution) (England) Regulations 2012, to help governing bodies become more effective by concentrating on the relevant skill sets of governors.	Head of Education, Governor Services Team, Governors Forum	On-going work, within Budget and Policy Framework.	Within existing resources.
5. That the council's Internal Audit Team consider a shared piece of work with the Governor Services Team, to monitor the recruitment and retention of governors. In addition the Governor Services Team to use the information obtained from retiring governors' exit interviews to help governing bodies understand why governors are not staying in post and how to rectify this.	Head of Education, Internal Audit Team, Governor Services Team, Strategy Team	Unknown - On-going work -The Head of Education in discussion with Audit Team. The Strategy Team are monitoring this. A process review will be completed by the end of the current term.	Within existing resources and based on sample interviews.
6. That work is undertaken to better match skills of governors into governor vacancies, for example governor services should consider keeping a database of skills to quickly match these with governor vacancies in the city.	Head of Education, Governor Services Team	On-going work, within Budget and Policy Framework.	Within existing resources.
7. That Governor Services consider offering training courses on Saturdays to give more flexibility for governors who have other commitments to be able to attend training sessions.	Governor Services Team	On-going work, within Budget and Policy framework depending on if there is the appetite of this.	Within existing resources.
8. That Governor Services provide a training pack for every governor to keep a portfolio of their training that they wish to pursue. This to include their identified learning outcomes and keep a record of their continued professional development.	Governor Services Team, Portsmouth Governors Forum	On-going work, within Budget and Policy Framework.	Within existing resources.

Recommendation	Action by	Policy Framework	Resource Implications
9. That online forums for training or an online portal showing slides and further information on training courses be explored. This would allow governors to fully understand what the session involves before deciding if a course is relevant.	Governor Services Team, Portsmouth Governors Forum.	Not within Budget and Policy Framework.	Not within current resources - look to develop with the Portsmouth Governors Forum. Time equivalent of £5k.
10. That the Governor Services Team actively target governors via email when new courses are organised to ensure that courses offered are well attended and that governors are adequately trained.	Governor Services Team	On-going work, within budget and policy framework.	Within existing resources.
11. That the Governor Services Team create a generic induction pack for new governors with a separate pack for infant, junior and senior school governors. This should contain only the essential information to allow them to start their role as governor. That governing bodies also be encouraged to give newly appointed governors a mentor for a short period of time to provide support and the opportunity to shadow them as part of their induction process	Governor Services Team, Portsmouth Governors Forum, Governing bodies responsible for mentoring scheme.	On-going work, within budget and policy framework.	Within existing resources.
12. That head teachers be encouraged to put school data into an easier format. Governor services should work with head teachers to present school data as simply as possible to allow governors to become fully involved.	Governor Services Team, Head of Education, Seconded Head	On-going work, within budget and policy framework.	Within existing resources.

Recommendation	Action by	Policy Framework	Resource Implications
13. That the council consider setting up a clerking pool in the city and look to develop a SLA with Hampshire County Council for the clerking service.	Governor Services Team	Unknown if within Budget and Policy Framework - The Head of Education will investigate this with Hampshire CC	Potential huge resource implications on the team. Annual subsidy approximately £150k - £200k
14. That the governor services self-review toolkit be further promoted to schools and that schools be offered training on how to carry out effective self-review. That in addition peer review between governing bodies in the city be encouraged.	Governor Services Team	On-going work, within Budget and Policy framework.	Within existing resources.

Meeting Date	Witnesses	Documents Received.
<p>16 December 2013</p>	<p>Tony Quinn, Senior Governor Support Officer</p> <p>Nicola Waterman, Strategy Advisor</p> <p>Karen O' Connor, Education Officer</p>	<p>Scoping document.</p> <p>Background information.</p> <p>Briefing note on governance arrangements</p>
<p>27 January 2014</p>	<p>Mandy Parsons, Hampshire Governor Services</p> <p>Mark Mitchell, Chair of Governors The Harbour School and Mary Rose Special School</p> <p>Rev. Hetherington, Chair of Governors Arundel Court Primary School</p> <p>Karen Stocks, Head of Arundel Court Primary School</p>	<p>Briefing note on Hampshire County Council clerking services</p> <p>Briefing note on the governance arrangements of Arundel Court Primary School</p>
<p>24 February 2014</p>	<p>Alistair Gray, Shaping Portsmouth and lead on the Education Skills Group</p> <p>April Owen-Jones, Chair of Governors Highbury Primary School</p> <p>Alison Beane, Executive Head of Mary Rose Primary Academy and Cliffdale Primary Academy School</p>	
<p>7 April 2014</p>	<p>Mark Hanna Parent Governor, Portsdown Primary School</p>	
<p>15 May 2014</p>	<p>Formal sign off of the panel's report</p>	

GLOSSARY

CPD	Continuing Professional Development
LEA	Local Education Authority
Ofsted	Office for Standards in Education, Children's Services and Skills
NCTL	National College for Teaching and Leadership
SECOGS	South East Co-ordinators of Governor Services
SLA	Service Level Agreement
SFVS	Schools Financial Value Standard

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School Governance Questionnaire for Headteachers and Chair of

School Governance Questionnaire

Portsmouth City Council's Education, Children and Young People's Scrutiny Panel is currently undertaking a review into school governance, which will feed into the council's School Governance Strategy. In order to assist with the review, the Panel have devised a questionnaire and they would be very grateful if you could complete this. They will use this information to form recommendations from the review.

How to complete the survey

Click "Next" to move through the survey and click "Back" to go back. At the end click "SUBMIT" to send us your answers.

The survey will take around 15 minutes to complete, and the survey closes on 28 March 2014. If you need any help completing this consultation, please call 023 9283 4056.

1. What services offered by the governor services team at Portsmouth City Council do you use and how would you rate these?

	Very good	Good	Poor	Very poor	N/A
a range of training courses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
support and guidance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
regular updates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
self-evaluation toolkit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
assistance with finding a clerk	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other (please specify)

2. Do you feel the support from the team is needed?

- Yes
 No

additional comments

3. Do you have any alternative ideas for how support is provided?

- Yes
 No

If Yes please provide further information

Recruitment and Retention of Governors

4. What do you think are the issues for governors not staying in post? (1. is the most important and 5. the least)

Too much time involved

Too little support

Training not at suitable times

Training not in a form they like

Too much reading/paperwork

5. Other Issues (please specify)

6. Do you think new governors feel sufficiently equipped to become fully involved in the running of the school?

Yes

No

If No, what do you think are the reasons for this?

7. Do you think the induction process for governors could be improved?

Yes

No

If Yes, how could this be improved?

School Governance Questionnaire for Headteachers and Chair of

8. What do you think are the barriers to recruiting governors? (1. is the greatest and 4. the least)

<input type="text"/>	Do not think they have the right skills
<input type="text"/>	Too much time involved
<input type="text"/>	Difficulty in attending meetings
<input type="text"/>	Do not fully understand the role

9. Other Barriers (please specify)

10. What is your school doing to actively recruit governors? (please tick as many as apply)

- Leaflet campaign
- advertising through school website
- through governor services team at Portsmouth City Council
- Using the SGOSS Schools Service website
- Not currently recruiting for governors

Other (please specify)

11. Has your school exercised its right to re-constitute its governing body?

- Yes
- No, but are considering this
- No, considered and decided against this

School Governance Questionnaire for Headteachers and Chair of

12. How did the composition of your governing body change following re-constituting?

13. Is recruitment and retention of governors a problem with one group of governors in particular?

- Yes
 No

14. If yes, which group of governors have you found most difficult to recruit? (1. is the most difficult and 5. the least)

<input type="text"/>	Parent Governor
<input type="text"/>	Local Authority Governor
<input type="text"/>	Community Governor
<input type="text"/>	Staff Governor
<input type="text"/>	Foundation Governor

15. Other Groups (please specify)

16. Have you found an issue with recruiting governors with skills suitable to perform the role of school governor?

- Yes
 No

If Yes, what are you doing to overcome this?

School Governance Questionnaire for Headteachers and Chair of

17. What are you doing to ensure succession planning for your governing body is in place? (Please tick as many as apply)

- Ensuring that governors are active and involved in the school
- Spotting talent for potential new governors
- Supporting and developing leadership skills
- Creating opportunities to practice those skills
- Giving and receiving feedback, coaching and mentoring
- Valuing and retaining effective leaders on the governing body
- Developing the governing body as a team
- Fair and effective delegation

Other (please specify)

18. Do you have procedures in place to ensure continued professional development of governors?

- Yes
- No

19. If Yes, please describe what procedures you have in place.

School Governance Questionnaire for Headteachers and Chair of

Training

20. On the whole, are your governors accessing the available training provided by the governor services team?

- Yes
- No

21. If No, what are the reasons for not accessing training? (1. is the biggest factor and 4. the least)

<input type="text"/>	Time pressures
<input type="text"/>	Location of training
<input type="text"/>	Not able to make the sessions due to other commitments
<input type="text"/>	Style of training

22. Other Reasons (please specify)

23. If yes, how many governor services training sessions did your governing body attend in 2012/13?

- 1-3
- 4-5
- 6-7
- 8+

24. Do your governors generally complete the e-learning training available?

- Yes
- No
- Don't know

25. If Yes, approximately how many hours have the governing body collectively accessed in 2012/13 (rounded to the nearest hour)

- 0-2 hours
- 3-5 hours
- 6-8 hours
- 9+ hours

Self Review

26. How often does your governing body undertake self-review?

- Annually
- Bi-Annually
- Monthly

Other (please specify)

27. Do you use the self-review template to undertake self-review?

- Yes
- No

If no, why not?

28. If Yes, how would you rate the self-review toolkit?

- Very Good
- Good
- Poor
- Very Poor

please include any further comments

29. How do you use the information gained from self-review?

- Using to assess training needs
- help develop as a governing body over the next year

Other (please specify)

30. How has completing self-review improved practice?

Clerking

31. What do you consider are the qualities of an effective clerk? (1. is the most important and 6. the least)

<input type="text"/>	Organised
<input type="text"/>	Familiar with the school
<input type="text"/>	Good communicator
<input type="text"/>	Proactive
<input type="text"/>	Assertive
<input type="text"/>	Understands how a governing body works

32. Other Qualities (please specify)

33. How would you rate your clerk?

- Very Good
- Good
- Poor
- Very Poor

Any additional comments

34. Did you encounter problems with recruiting a suitable clerk?

- Yes
- No

35. If Yes, what problems did you encounter?

- lack of people applying or the post
- finding a clerk with suitable skills

Other (please specify)

School Governance Questionnaire for Headteachers and Chair of

36. What is your opinion on the idea of setting up a clerking pool in the city to provide clerk support for schools who are unable to find a clerk?

Thank you for taking the time to complete this questionnaire.

Please now click 'SUBMIT' to send us your answers.

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School Governance Questionnaire for Clerks

Portsmouth City Council's Education, Children and Young People's Scrutiny Panel is currently undertaking a review into school governance, which will feed into the School Governance Strategy. In order to assist with the review, the Panel have devised the below questionnaire and would be very grateful if you could complete this. They will use this information to form their recommendations for the review.

How to complete the survey

The survey questions are below, click "next" to move forward, click "Back" to go back. At the end click "SUBMIT" to send us your answers.

The survey will take around 10 minutes to complete, and the survey closes on 28 March 2014. If you need any help completing this consultation, please call 023 9283 4056.

Freedom of Information and Data Protection

Your details will be used in accordance with the Freedom of Information Act (FOIA) 2000 and the Data Protection Act (DPA) 1998 or other appropriate legislation. If information you have provided is personal, as defined under the DPA, we will only use it for the purpose for which you provided it. We only share your personal data with a third party if we are required to do so by law or if we need to in order to provide the service you requested. Please let us know if you will allow us to use the information for other purposes, such as improving our services.

1. How would you rate the support received from the governor services team at Portsmouth City Council?

- Very Good
- Good
- Poor
- Very Poor

2. Have you completed the clerk accreditation qualification?

- Yes
- No
- Currently completing

Other (please specify)

3. If no, are you planning to undertake the qualification?

- Yes
- No

Other (please specify)

School Governance Questionnaire for Clerks

4. How many governor services training courses have you attended?

- 1-2
- 3-4
- 5-6
- 6+

School Governance Questionnaire for Clerks

5. How many schools do you clerk for?

- 1-2
- 3-4
- 5+

Other (please specify)

6. What is your opinion on the idea of setting up a clerking pool in the city to provide clerk support for schools who are unable to find a clerk?

7. Are you performance managed?

- Yes
- No

8. If yes, how is this carried out?

9. How often are you performance managed?

- Annually
- Bi-Annually
- Monthly

Other (please specify)

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Introduction

We are committed to raising the standard of education in the city, increasing the number of schools that are judged good or better and improving attainment and wider educational outcomes for Portsmouth's children and young people. Our vision for education is articulated in the city's school improvement strategy – *Effective Learning for Every Pupil* – which makes clear the importance of school governance in securing this vision when it says, 'Governors are key people in the school system and good governance is important to having an outstanding school.'

The Effective School Governance Strategy takes forward our objectives in relation to strengthening the role of governors and the way in which they are selected, trained and supported in this vital role.

Improving the effectiveness of school governance requires a partnership approach and joint working between the local authority, Portsmouth's schools and governing bodies and other key stakeholders across the city, in particular the business community. While Portsmouth City Council has taken the lead in developing this strategy, it has been informed by ongoing debate and discussion with existing governors, headteachers, clerks to governing bodies, strategic leads for education in the city (including councillors) and members of the business community.

As a result of this partnership approach to developing it, the Effective School Governance Strategy is intended to provide a framework for everybody involved in improving school governance (and school improvement more widely) in Portsmouth.

The action plan identifies work that is required in the short, medium and long term. Our immediate priority is to reduce the number of governor vacancies, which we will achieve by undertaking targeted recruitment. Strengthening induction practices across the city will help to ensure that new governors have the training and support they need to quickly gain confidence and effectiveness in their new role. We will also work to strengthen the voice of governors in the city and explore ways of recognising and celebrating the important work that governors do. In the longer term we will take action to:

- Identify and share best practice and explore the opportunities that cluster working may offer school governance.
- Ensure greater consistency across governing bodies in relation to the role and responsibilities of school governors and how these differ from those of other school leaders including headteachers.
- Promote regular and effective use of governing body self-review to identify areas for improvement.
- Support governors to access the training they need to be effective including understanding school data and asking appropriately challenging questions of the school's leaders and managers.
- Further engage the business community with school governance and promote the benefits of supporting staff to become school governors.
- Ensure that all governing bodies are supported effectively by clerks, headteachers and other key partners including the local authority.

Reflecting the current education landscape in Portsmouth, our efforts will be largely focussed on the governing bodies of maintained schools in the first instance. However, whether pupils attend a maintained or academy school, our priority is securing the best educational outcomes for the children of Portsmouth and as such we will work with the city's academy schools (and their sponsors or providers) in relation to effective school governance and fully engage them as key partners in the delivery of this strategy. We will similarly work with free schools as they emerge (although there are none in the city at the time of writing).

Why does Portsmouth need an effective school governance strategy?

Effective school governance is crucial if Portsmouth is to achieve its ambition to improve the quality of schools, attainment and wider educational outcomes for the city's children and young people. The city's school improvement strategy - *Effective Learning for Every Pupil* - articulates the significance of governance, saying 'Governors are key people in the school system and good governance is important to having an outstanding school.'

Ofsted shares the view that there is a relationship between effective school governance, the quality of leadership and management and the quality of provision and pupil achievement, but has identified this as an area for improvement for the city. In a letter to Portsmouth's Director of Children's Services following a focused Ofsted inspection undertaken in February 2013, the South East Regional Director of Ofsted noted that the need to improve the quality of leadership and management – including governance – was a common theme in the recommendations arising from the six individual school inspections.

Governance was not considered effective in either of the schools judged by Ofsted to be inadequate, with the inspection report noting that governors in one school lacked sufficient oversight of the quality of teaching over time and why leaders' work to secure good teaching had been unsuccessful. In the other school, the inspection team recognised that the governing body understood the school's weaknesses, but did not challenge school leaders effectively enough.

In one of the two schools found by Ofsted to require improvement, governance was judged good, but in the other the inspection team reported that the challenge levelled at the school by its governing body was not strong enough to impact upon improving pupils' achievement (due to insufficient understanding of school data, the strength of school leadership, teaching and pupils' achievement).

The governing bodies in both of the schools judged good were found by Ofsted to be effective, with the inspection reports noting in one school that governors 'use the training they have received from the local authority to interpret national data and refine their skills in challenging the school to maintain and further improve pupils' progress.' In the other school, the inspection team found that governors 'are aware of the school's strengths and weaknesses because they make regular visits to the school to check on how new initiatives are working.' Again, the report notes that governors have benefited from local authority training on a number of topics, including how to review performance data on pupils' progress.

During the period 3 September 2012 to 13 November 2013, a further 22 maintained schools were subject to a school inspection by Ofsted. A review of the inspection reports sees a consistent message emerge: good governance (which again wasn't only found in good schools) was characterised by knowledge of and involvement in the school; ability to understand and interpret data; effective challenge and support; and regularly accessing training and other support from the local authority. Conversely, where issues were identified with governance, these were around the ability to challenge and hold school leaders sufficiently to account and understand and interpret school data.

Further analysis of school governance in Portsmouth is at Appendix 2.

Why is effective school governance important?

The governing body is part of the leadership in a school and the importance of effective school governance becomes evident when we consider what school leaders and managers (including governors) are responsible for.

A school's leaders and managers are responsible for driving school improvement - articulating an ambitious vision for the school, holding high expectations of all pupils, staff and themselves and facilitating good educational attainment by:

- Developing high-quality teaching.
- Providing a broad and balanced curriculum that meets the needs of all pupils (including those with Special Educational Needs) and enables them to make progress in their learning such that they can fulfil their potential.
- Supporting pupils' learning and progress in literacy and numeracy (as the foundations for learning across the curriculum).
- Promoting the values and behaviours that will support pupils' learning.
- Engaging parents to support their children's development (educationally and more generally in terms of values and behaviours).
- Ensuring the safety of their pupils.

To achieve this, all school leaders and managers should know the school's strengths and weaknesses and use this knowledge to drive further improvement.

It is important to note here that the governing body is not responsible for the day-to-day management of the school or the operational aspects of school improvement (e.g. lesson observations¹, staff appraisals and objective setting etc.) The governing body provides strategic leadership, with responsibility for challenging senior leaders and holding them to account for the school's performance and ensuring the financial stability of the school.

Reflecting the increased focus on the effectiveness of a school's governing body, governance has recently been the subject of a Parliamentary Select Committee inquiry.

¹ Although attending lessons to gather information about the school at work has been cited by Ofsted in its report 'School governance: Learning from the best' as an example of best practice in relation to effective school governance - with the caveat that clear protocols are required to ensure that the purpose of undertaking such a visit is understood by both school staff and governors.

Publishing its report in July 2013, the House of Commons Education Committee concluded that 'governing bodies perform a critical role in school leadership but...vacancies continue to be an issue for many [of them].' It also found that the quality of governance in many schools across the country is inadequate. To address these issues, the Committee made a number of recommendations on how the effectiveness of governance might be improved across four broad areas: the recruitment and retention of governors; governor effectiveness; the relationship between the governing body and headteacher; and new models of governance.²

What is effective school governance?

Ultimately, the effectiveness of a school governing body will be evidenced by the outcomes it helps to secure - namely, school improvement, increased attainment and improved educational outcomes more widely. However, in reaching a judgement on the quality of school governance, Ofsted measures a governing body's performance against a number of criteria. Meeting these criteria will indicate that the governing body is supporting the school on its journey to achieving these outcomes (even if it may not yet have arrived) and can therefore be judged effective.

Under the current arrangements for school inspection^{3,4,5} inspectors will consider whether governors:

- Carry out their statutory duties.
- Understand the strengths and weaknesses of the school, including the quality of teaching.
- Ensure clarity of vision, ethos and strategic direction.
- Understand and take sufficient account of pupil data, particularly their understanding and use of the school data dashboard.
- Are aware of the impact of teaching on learning and progress in different subjects and year groups.
- Are challenging and supporting leadership in equal measure.
- Are providing support for an effective headteacher, or whether they are hindering school improvement by failing to tackle key concerns.
- Are transparent and accountable, including in terms of governance structures, attendance at meetings, and contact with parents and carers.
- Understand how the school makes decisions about teachers' salary progression
- Performance manage the headteacher rigorously.
- Are failing to perform well and contributing to weaknesses in leadership and management.
- Are ensuring that the school's finances are properly managed.
- Play a role in deciding how the school is using particular funding e.g. Pupil Premium.

² Great Britain. House of Commons Education Committee. (2013) *The Role of School Governing Bodies*. London: HMSO

³ *Subsidiary guidance* (110166), Ofsted, 2013; <http://www.ofsted.gov.uk/resources/subsidiary-guidance-supporting-inspection-of-maintained-schools-and-academies>

⁴ *School inspection handbook* (120101), Ofsted, 2013; <http://www.ofsted.gov.uk/resources/school-inspection-handbook>

⁵ *The framework for school inspection* (120100), Ofsted, 2013; <http://www.ofsted.gov.uk/resources/framework-for-school-inspection>

How will we improve the effectiveness of school governance in Portsmouth?

In developing the actions that will improve the effectiveness of school governance across Portsmouth, we have consolidated information from a number of sources.

A local perspective on the issues that need to be addressed in order to improve school governance was arrived at by working with key stakeholders (including a working group of governors, headteachers and clerks representing all phases and special schools; the Schools Strategy Board; and the Education Group of Shaping the Future of Portsmouth) to understand their perception of the barriers to effectiveness. A summary of this work can be found in 'Key issues for Portsmouth'.

The action plan and the outcomes that improving school governance will secure were further informed by an Ofsted report - *School governance: learning from the best*⁶ - that showcases examples of highly effective governance that is strengthening leadership and contributing to improved outcomes. The report includes what is being done by the 14 outstanding schools visited by inspectors for the purposes of the report, along with individual case studies for each school. Acknowledging that there is no single model of success, the report identifies the key characteristics of effective governing bodies (see Appendix 3).

The recommendations arising from the Parliamentary Select Committee inquiry into the role of school governing bodies were also taken into account in developing the action plan, particularly in relation to greater engagement with employers (both as a source of governors and a means of securing additional support for governing bodies).

Finally, as an action arising from this strategy, we will look at what other local authorities are doing to improve the effectiveness of school governance and identify best practice that could be replicated locally.

⁶ *School governance: Learning from the best* (100238), Ofsted, 2011; <http://www.ofsted.gov.uk/resources/good-practice-resource-%E2%80%93-school-governance-learning-best>

Key issues for Portsmouth

- 1) Recruitment and retention
 - a) Governor vacancies - whether there is a genuine shortage of governors that is leaving governing bodies with skills gaps and a lack of capacity or whether the high number of governor vacancies is a function of outdated constitutions, the fact remains that 15% (n. 137) of existing governor positions in the city are currently vacant⁷.
 - b) Securing the right skills and attitudes - effective school governance is dependent on having governors with the right set of skills and a willingness to accept the challenges of being a school governor (including the time commitment involved and the need to undertake training to improve their skills where necessary). Governors need a strong commitment to improving schools and educational outcomes for the children that attend them.
 - c) Providing clarity about the role and responsibilities of governors - ensuring that governors have absolute clarity about what is required of them will help to ensure that prospective governors can make an informed decision as to whether the role is the right one for them. For existing governors, this clarity will help to ensure that the relationship between the governing body and the headteacher is based on a mutual understanding of their different roles and responsibilities, which Ofsted identifies as underpinning effective governance.
 - d) Barriers to recruitment - in developing this strategy a number of barriers to recruitment have been identified including the way in which information about governor vacancies is communicated; the time commitment required (particularly for people who work full time); a lack of support from employers etc. Although it may not be possible to remove all barriers to becoming a governor, there is scope to minimise or mitigate them.
- 2) Take-up of training - Despite nearly all of the city's governing bodies subscribing to the governor training service provided by the local authority (and feedback on the training delivered largely positive), it appears that more than half of the city's governors are not accessing training on a regular basis, with timely take-up of induction training for new governors particularly low.
- 3) Ability to understand and interpret school data - The ability to understand and interpret school data is key to understanding how a school is performing and where initiatives are working; it also underpins effective challenge of senior leaders. A lack of capability in this area has been identified by Ofsted.
- 4) Ability to hold senior leaders to account (effective challenge) - Using school data as evidence, governors need to ask challenging questions of school leaders in a timely and appropriate way. Again, this has been flagged by Ofsted as an area of concern.
- 5) Effective self-review - A governing body's ability to challenge itself and accurately identify its strengths, weaknesses and where skills gaps exist is essential to ensuring that it has the capability and capacity to govern effectively. Effective self-review enables a governing body to identify training needs and skills gaps and should inform any decision on reconstitution. The low take-up of training, together with the areas of concern identified by Ofsted and the low rate of reconstitution all suggest that the effectiveness of self-review by governing bodies in the city could be improved.

⁷ As at 27 November 2013 (Source: PCC Governor Services)

- 6) Providing the right support - the role of school governor is a challenging one, but it should also be a rewarding one. Governors will be most effective, best able to meet the challenges of the role, deliver school improvement and derive personal satisfaction if they receive the right support. While some governors report feeling well-supported (both by the local authority, their governing body and - in some cases - peers from other governing bodies), more needs to be done to ensure that best practice is shared (particularly in relation to induction for new governors) and all governors in the city feel that they have the level of support they need to do fulfil their role. Work in this area will look at the support provided by:
 - a) The local authority - by Governor Services and the wider School Improvement Service in particular.
 - b) Headteachers
 - c) Clerks - The role of clerk is 'vital to the success of a governing body'⁸ particularly in relation to ensuring that governing bodies fulfil their statutory duties and meetings are well-organised and efficient. Additional work is required to understand how effective clerking is across the city's governing bodies and what might be required to improve it.
 - d) The city's business community - in relation to supporting their employees to become governors (recognising the benefit that accrues to their organisation by doing so), but also support more broadly e.g. mentoring chairs, supporting governing bodies to undertake self-evaluation etc.
- 7) Timeliness of intervention where there are concerns about the effectiveness of a governing body - the local authority has already taken action to ensure that there are no unnecessary delays in removing a governing body and replacing it with an Interim Executive Board (IEB) when there's a clear need for intervention. As school governance in the city becomes more effective, the need for this level of intervention should diminish.
- 8) Efficient use of time - There is no question that becoming a governor is a significant time commitment, but there may be opportunities to make the practice of school governance more efficient to ensure that governors' time is used to best effect.

Action Plan

The action plan at Appendix 1 is a live document that will evolve over time as initial actions are successfully delivered and additional areas of work are identified.

A suite of Key Performance Indicators (KPIs) that all actions will contribute to and (where appropriate) action-specific measures will be developed and agreed with Schools Strategy Board, which will be responsible for the performance management of the strategy and action plan (see 'Delivery of the Effective School Governance Strategy').

Outcomes

Successful delivery of the actions arising from this strategy will secure a number of outcomes that together will see the effectiveness of school governance in the city improve. This will in turn contribute to delivering the school improvement strategy

⁸ Great Britain. House of Commons Education Committee. (2013) *The Role of School Governing Bodies*. London: HMSO, 26-28

Appendix A - Effective School Governance Strategy

Effective learning for every pupil and improving educational outcomes for Portsmouth's pupils.

1. All governing bodies in Portsmouth have the number of governors they need in order to be effective.
2. All governors understand the value of training in relation to fulfilling their role and meeting their responsibility to improve educational outcomes for children in the city; have their training needs identified; and access the necessary training.
3. All governing bodies access their school's data and have the capability within their membership to understand and interpret it.
4. All governors have the knowledge, skills and confidence to ask challenging questions of school leaders.
5. All governing bodies and individual governors have the support they need in order to be effective.
6. All schools and governors in the city share a common understanding of the role and responsibilities of governing bodies and individual governors and how these differ from other school leaders (incl. headteacher) and observe their respective boundaries.
7. All governing bodies undertake regular and robust self-review and use the knowledge and understanding to strengthen governance and drive school improvement.
8. All governing bodies are supported by effective clerks.
9. Employers in the city are fully engaged in school governance and support their employees to be governors (recognising the value that accrues to their organisation by doing so).
10. Time is used efficiently to ensure that governors' contribution adds value and is of maximum benefit to securing school improvement and improved outcomes for pupils.

Delivery of the Effective School Governance Strategy

Portsmouth City Council's Governor Services team will lead on delivery of the Effective School Governance Strategy on behalf of the local authority.

The preferred option for securing the ongoing involvement of governors in the delivery of the strategy and the further development of the action plan will be agreed with the city's Governors' Forum. A continuation of the Effective School Governance Working Group (convened to inform development of the strategy) is one option, but there may be others.

As part of its remit to review progress and the actions needed to meet the targets of the school improvement strategy - *Effective Learning for Every Pupil* - the Schools Strategy Board will also be responsible for the performance management of the Effective School Governance Strategy with the frequency of performance reporting to be agreed.

Effective School Governance - Appendix 1 - Action Plan

Action	Task	Lead	Timeframe for delivery of action	Milestone(s) or measure(s)
PRIORITY ACTIONS				
<p>Outcomes:</p> <ul style="list-style-type: none"> All governing bodies in Portsmouth have the number of governors they need in order to be effective. All governors understand the value of training in relation to fulfilling their role and meeting their responsibility to improve educational outcomes for children in the city; have their training needs identified and access the necessary training. All governing bodies and individual governors have the support they need in order to be effective. Employers in the city are fully engaged in school governance and support their employees to be governors (recognising the value that accrues to their organisations by doing so). 				
1. Reduce the number of governor vacancies	1.1 Recruitment campaign for local authority governors aimed at general public.	PCC (Governor Services & Comms)	By end Spring term 2014	10 LA governors appointed to vacancies per term.
	1.2 Write to all headteachers and Chairs of Governors re recruiting to governor vacancies at their school. Incl. no. of vacancies and outline support that Governor Services can offer (incl. advice and guidance on the option to reconstitute).	PCC (Governor Services)	By end Jan '14	Reduction in the number of (non-LA) governor vacancies (Baseline: There are currently 107 vacancies across 50 schools ranging from 1 - 8 at individual school level)
	1.3 Write to all existing governors, encouraging them to promote becoming a school governor to family, friends and colleagues.	PCC (Governor Services)	By end Jan '14	

Effective School Governance - Appendix 1 - Action Plan

Action	Task	Lead	Timeframe for delivery of action	Milestone(s) or measure(s)
	Provide information (incl. fliers?) on where interested parties can find information on how to become a governor.			
	1.4 Continue to work with the Education Group of Shaping the Future of Portsmouth to promote the benefits of becoming a governor to the business community and local employees incl. distribution of recently developed promotional material.	PCC (Governor Services) & Education Group	By end Spring term 2014	
2. Improve the quality and consistency of induction and training for new governors	2.1 Make it a requirement that all LA appointed governors complete induction training and reserve the right to remove LA governors who fail to do so.	PCC (Governor Services)	Ongoing from Jan '14	All newly appointed LA governors have completed induction training by 31 March following the academic year in which they started.
	2.2 Articulate the expectation that all new governors will complete induction training at the point of recruitment.	PCC (Governor Services - for authority governors) & schools (for all other governor types)	Ongoing from Jan '14	Significant uplift in the number of new governors completing induction training by 31 March following the academic year in which

Effective School Governance - Appendix 1 - Action Plan

Action	Task	Lead	Timeframe for delivery of action	Milestone(s) or measure(s)
				they started (baseline 31%).
	2.3 Encourage all governing bodies to offer an induction scheme for new governors to include as a minimum: <ul style="list-style-type: none"> • Tour of school • School induction pack • Mentoring by existing governor for first year in role 	PCC (Governor Services), Headteachers and Chairs of Governors	Ongoing from Jan '14	Increase in number of governing bodies reporting robust induction practices as part of self-review.
3. Strengthen the voice of governors in the city	3.1 Explore establishment of Association of Governors - work with Governors Forum to understand how its remit/constitution might be refreshed to fulfil this function.	PCC (Governor Services & Strategy Unit)	By end Spring term 2014	
	3.2 Recruit Governor Champion with remit to support governing bodies and advocate for them.	PCC (Governor Services)	By end Spring term 2014	

Effective School Governance - Appendix 1 - Action Plan

Action	Lead	Timeframe for delivery	Milestone(s) or Measure(s)
SHORT TERM ACTIONS			
Outcome: Delivery and performance management of strategy and ongoing development of action plan.			
4. Develop a suite of Key Performance Indicators (KPIs) and action-specific measures (where appropriate).	Strategy Unit	End Dec '13	
5. Agree frequency of performance monitoring with Schools Strategy Board (SSB).	Strategy Unit	End Dec '13	
6. Identify what other local authorities are doing to improve the effectiveness of school government (specifically in relation to local areas for improvement) and identify best practice that can be replicated locally.	Governor Services	End of Spring term 2014	
7. Agree means of securing ongoing involvement of governors in delivery and further development of the action plan.	Strategy Unit	End Dec '13	
MEDIUM TO LONG TERM ACTIONS			
Outcome: All governing bodies in Portsmouth have the number of governors they need in order to be effective.			
8. Work with governing bodies to reconstitute where appropriate, using self-review to identify the needs of the governing body in terms of size (capacity) and skills (capability) to ensure its effectiveness.	PCC (Governor Services and wider School Improvement Service)	By end academic year 2013/14	
9. Review recruitment processes for all types of governor to ensure that they are robust, fit for purpose and (where possible) consistent.	PCC (Governor Services) and Working Group	By end academic year 2013/14	
10. Ensure that any barriers to the recruitment process are identified and removed.	PCC (Governor Services), Headteachers and Chairs of Governors	By end academic year 2013/14	
Outcome: All schools and governors in the city share a common understanding of the role and responsibilities of governing bodies and individual governors and how these differ from other school leaders (incl. headteacher) and observe their respective			

Effective School Governance - Appendix 1 - Action Plan

Action	Lead	Timeframe for delivery	Milestone(s) or Measure(s)
boundaries.			
11. Create (and review annually) a standard role description for governors to be adopted by all governing bodies in Portsmouth that: a) Reflects Ofsted's criteria for effective governance b) Has school improvement/improved educational outcomes for pupils at its heart c) Provides absolute clarity about the different roles and responsibilities of the headteacher and governors d) Includes a list of core and desirable competencies incl. questioning skills and data skills	PCC (Governor Services) and Working Group	By Summer half term 2014	
12. Create a role description for LA governors to include their responsibilities to the LA and the LA's responsibilities to them.	PCC (Governor Services)	By Summer half term 2014	
Outcome: All governing bodies undertake regular and robust self-review and use the knowledge and understanding to strengthen governance and drive school improvement.			
13. Develop a common self-review toolkit (pegged to Ofsted's criteria for effective school governance), to include recruitment and induction, succession planning and audit of individual governors' skills.	PCC (Governor Services) and Working Group	By end academic year 2013/14	
14. Secure commitment from all governing bodies to undertake regular self-review (to be determined by individual governing bodies, but not less than once a year).	PCC (Governor Services and wider School Improvement Service)	From Jan '14	
15. Develop a programme of 'peer challenge' - working with volunteers from the business community who will act as a governing body's 'critical friend' and challenge their self-review to ensure that it is accurate.	PCC (Governor Services) & Education Group of Shaping the Future of Portsmouth	By end academic year 2013/14	

Effective School Governance - Appendix 1 - Action Plan

Action	Lead	Timeframe for delivery	Milestone(s) or Measure(s)
Outcome: All governors understand the value of training in relation to fulfilling their role and meeting their responsibility to improve educational outcomes for children in the city; have their training needs identified; and access the necessary training.			
16. Review existing arrangements for undertaking audits of individual governors' skills to ensure they fit for purpose.	PCC (Governor Services) and Working Group	By end Spring term 2014	
17. Include an audit of individual governors' skills as part of the wider governing body self-review and use this to identify training needs.	Chairs of Governors/Training Liaison Governors	Ongoing	
18. Work with individual governors who are not accessing training to understand the barriers and how they might be overcome. Include this in training for Chairs and Training Liaison Governors.	Chairs of Governors/Training Liaison Governors	Ongoing	
Outcome: All governing bodies and individual governors have the support they need in order to be effective.			
19. Undertake a survey with all governors to establish support and training needs and understand the barriers to accessing training.	PCC (Governor Services)	By end Spring term 2014 and annually thereafter	
20. Use the evidence gathered to frame further actions to ensure support and training needs are met and barriers to training are removed.	PCC (Governor Services) and Working Group	By end academic year 2013/14 and annually thereafter	
21. Explore ways of taking forward work to create a community of governors using social media.	PCC (Comms) and Working Group	By end Spring term 2014	
Outcome: All governing bodies can access school data and have the capability within their membership to understand and interpret it.			
22. Ensure that every governing body has at least one (but preferably two or more) 'data champions' - individual governors who have a firm grasp on school data and can mediate on behalf of the rest of the governing body.	School governing bodies via self-review	Ongoing	
Outcome: All governors have the knowledge, skills and confidence to ask challenging questions of school leaders.			
23. Provide a package of support for governors who need to	PCC (Governor	By end academic	

Effective School Governance - Appendix 1 - Action Plan

Action	Lead	Timeframe for delivery	Milestone(s) or Measure(s)
improve their questioning skills to include training, but also peer support/mentoring, the opportunity to observe best practice and other resources (e.g. examples of good and bad challenging questions).	Services and wider School Improvement Service), Chairs of Governors/Training Liaison Governors	year 2013/14	
Outcome: Time is used efficiently to ensure that governors' contribution adds value and is of maximum benefit to securing school improvement and improved outcomes for pupils.			
24. Explore the opportunities that greater cluster working may offer to improve governing bodies' efficiency.	PCC (Governor Services and wider School Improvement Service)	By end academic year 2013/14	
Outcome: Employers in the city are fully engaged in school governance and support their employees to be governors (recognising the value that accrues to their organisation by doing so).			
25. Continue to work with the Education Group of Shaping the Future of Portsmouth to recruit members of the business community to supporting/troubleshooting roles.	PCC (Governor Services)	Ongoing	
Outcome: All governing bodies are supported by effective clerks			
26. Use the recommendations arising from the Education, Children and Young People Scrutiny Panel review of school governance to develop actions aimed at improving the effectiveness of clerking.	PCC (Strategy Unit)	By end Spring term 2014	

An overview of governance in Portsmouth

As at March 2012, there were 900 governor positions across 65 schools in Portsmouth, with 771 individual governors. Of the available positions, 131 (15%) were vacant and the breakdown of vacancies suggests that parent governors are the hardest to recruit, with vacancies in this category accounting for 40% (n. 52) of all vacancies. Just over a quarter of the city's governing bodies had vacancies of 25% or more.

Governing bodies vary in size and membership and their composition will depend on when the governing body was established. Governing bodies that were established before 1 September 2012 (and have not varied their instrument of governance since that date) must have no fewer than nine governors and no more than twenty. Governing bodies of maintained schools that were established after (or have varied their instrument of government since) that date must have no fewer than seven governors - governing bodies of foundation and voluntary schools will have larger governing bodies due to the additional requirement to have partnership governors and foundation governors (in numbers to be determined by the type of school and the overall size of the governing body).

Because governing bodies are required to set out the total membership of the governing body (i.e. the total number of governors that make up the governing body) in their instrument of government, they are required to replace governors as vacancies arise, even if the departing governor has not left a particular skills gap and there is sufficient capacity amongst the remaining governors for the governing body to be effective.

Consequently, a high number of governor vacancies do not necessarily indicate a genuine shortage of governors - it may simply be a function of an instrument of government that has not kept pace with the changing needs of the governing body and no longer reflects what is required in order for it to discharge its duty to provide effective governance.

More work is required to understand (on a school-by-school basis) where vacancies represent a genuine skills gap on a governing body and where they are merely constitutional. Where vacancies are found to be a function of an outdated instrument of government, a governing body has (since September 2012) the option to reconstitute and replace its existing instrument of government with one that accurately reflects the needs of an effective governing body in relation to the number and type of governors that make up its membership (and undertake to review it regularly to ensure that it continues to be fit-for-purpose).

To date, five maintained schools in Portsmouth (all primary phase) have opted to reconstitute, although only in one instance has this seen an immediate reduction in membership of any significance. Following school amalgamation, a further two governing bodies have been established under the school governance constitution regulations introduced in September 2012. In total therefore, the governing bodies of seven maintained schools in Portsmouth are operating under the new constitution

that sets the minimum number of governors at seven (although the smallest newly constituted governing body has a membership of ten).

The majority of governing bodies in the city (80%) subscribe to the governor training service provided by the local authority, which includes e-learning to allow governors the opportunity to learn at their own pace and at a time to suit them. In the year April 2011 to March 2012, 200 hours of training were delivered by the local authority, of which 75% was centre-based (i.e. delivered at a training venue to governors from multiple governing bodies) and 25% was delivered in-house (i.e. to a single governing body at their school). This training generated a total of 581 attendances by 362 governors - less than half of the governors (47%) in post between April 2011 and March 2012.

Of particular concern in relation to training is the low take-up of local authority-provided induction training for new governors - by the end of March 2012, only 31% (n. 110) of governors new to the role in the 2010/11 academic year had attended all or part of the induction training offered to all new governors.

Reporting on its inquiry into the role of school governing bodies, the House of Commons Education Committee concluded that 'Too many governors have not had suitable training.' Whilst acknowledging the Government's view that training can be encouraged through Ofsted, the Committee recommended that if intervention by Ofsted does not prove effective, the Government should reconsider mandatory training for governors. However, in responding to the Committee's report, the Government has re-iterated its commitment to non-mandatory training for governors, saying 'Good schools don't need government to mandate training. Universal mandatory training risks being inappropriate for some and a barrier to recruiting for others.'⁹

To address this issue, there is a need to understand why a significant proportion of the city's governors appear not to be accessing the training that their schools purchase from the local authority. Additionally, there is a need to understand the extent to which schools are using other training providers or arranging their own provision and how the quality of this training is assured.

⁹ Great Britain. House of Commons Education Committee. (2013) *The Role of School Governing Bodies: Government Response to the Committee's Second Report of Session 2013-14*. London: HMSO

Key characteristics of effective governing bodies

In its report *School governance: Learning from the best*, Ofsted showcases examples of highly effective governance that is strengthening leadership and contributing to improved outcomes. The report examines the principles and practices of fourteen governing bodies judged outstanding and identifies some of the key characteristics of effective governing bodies, reproduced in full below:

- Positive relationships between governors and school leaders are based on trust, openness and transparency. Effective governing bodies systematically monitor their school's progress towards meeting agreed development targets. Information about what is going well and why, and what is not going well and why, is shared. Governors consistently ask for more information, explanation or clarification. This makes a strong contribution to robust planning for improvement.
- Governors are well informed and knowledgeable because they are given high-quality, accurate information that is concise and focused on pupil achievement. This information is made accessible by being presented in a wide variety of formats, including charts and graphs.
- Outstanding governors are able to take and support hard decisions in the interests of pupils: to back the head teacher when they need to change staff, or to change the head teacher when absolutely necessary.
- Outstanding governance supports honest, insightful self-evaluation by the school, recognising problems and supporting the steps needed to address them.
- Absolute clarity about the different roles and responsibilities of the headteacher and governors underpins the most effective governance. Protocols, specific duties and terms of reference are made explicit in written documents.
- Effective governing bodies are driven by a core of key governors such as the chair and chairs of committees. They see themselves as part of a team and build strong relationships with the headteacher, senior leaders and other governors.
- In eight of the 14 schools visited, governors routinely attend lessons to gather information about the school at work. All the governors who were interviewed visit their schools regularly and talk with staff, pupils and parents. Clear protocols for visits ensure that the purpose is understood by school staff and governors alike. Alongside the information they are given about the school, these protocols help them to make informed decisions, ask searching questions and provide meaningful support.
- School leaders and governors behave with integrity and are mutually supportive. School leaders recognise that governors provide them with a different perspective which contributes to strengthening leadership. The questions they ask challenge assumptions and support effective decision-making.
- Governors in the schools visited, use the skills they bring, and the information they have about the school, to ask challenging questions, which are focused on improvement, and hold leaders to account for pupils' outcomes.

Effective School Governance - Appendix 3 - Key characteristics of effective governing bodies

- Time is used efficiently by governors because there are clear procedures for delegating tasks, for example to well organised committees. These committees have clear terms of reference, provide high levels of challenge and use governors' expertise to best effect. Systems are in place for sharing information and reporting back to the full governing body. This does not merely reiterate what has already been discussed in detail by the committee but focuses on the key points and decisions.
- The role of the clerk to the governors is pivotal to ensuring that statutory duties are met, meetings are well organised and governors receive the information they need in good time. Consequently, governors come to meetings well prepared and with pertinent questions ready so that they are able to provide constructive challenge.
- A detailed timeline of activities, maintained by the clerk and linked to the school development plan, provides a clear structure for the work of governors and ensures that their time is used appropriately.
- Governors in the schools visited, use their external networks and professional contacts to fill any identified gaps in the collective skills of the governing body.
- There are clear induction procedures for new governors which help them to understand their roles and responsibilities and ensure that best use is made of their varied skills and expertise.
- The governing bodies constantly reflect on their own effectiveness and readily make changes to improve. They consider their own training needs, as well as how they organise their work.

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Agenda Item 7



Portsmouth
CITY COUNCIL

Agenda item:

Meeting: Cabinet Decision

Subject: Response to Traffic, Environment & Community Safety Scrutiny Panel

Date of decision: 10th July 2014

Report by: Head of Health, Safety and Licensing

Wards affected: All

Key decision: No

Full Council decision: No

1 Summary

The Traffic, Environment & Community Safety Scrutiny Panel conducted a review of an assessment of the progress made following Portsmouth's review of domestic abuse and made a number of recommendations.

2 Purpose of report

The purpose of this report is to respond to the Traffic, Environment and Community Safety Scrutiny Panel's work.

3 Recommendations

- 1) That the panel be thanked for its work in undertaking the review.
- 2) That the Cabinet note and support the recommendations in the report (pages 12-14).

4 Background

The Traffic, Environment and Community Safety Scrutiny Panel scrutinised the Domestic Abuse Commissioning Strategy for Portsmouth, which was completed in January 2012, to review the implementation of the recommendations from this.

The panel scrutinised the strategic approach for development that was identified under the following topics:

- Strategic community response
- Raise awareness and understanding
- Domestic abuse safeguarding training
- Managing demand in the workforce
- Creating capacity to support medium and standard risk cases

5. Conclusion

The panel's recommendations are listed in Section 3 (page 12 of the report)

6. Reasons for recommendations

The recommendations in this report endorse the work undertaken by the Scrutiny Panel, and ensure that the recommendations leading from the panel's findings will be acted upon to ensure that a coordinated community response to domestic abuse is fully embedded across the city.

7. Equality impact assessment (EIA)

The recommendations in the report do not have an impact on people with any protected characteristics as described in the Equalities Act 2010. However, when the recommendations are being developed individual EIAs may be required. The recommendations could promote gender equality as although the majority of victims are women, it is recognised that some are men.

8. Legal implications

All information shared by individual agencies is subject to the relevant elements of the DPA 1998 and as such each agency should be fully aware of its obligations as data controller/processor both in respect to data it obtains and data that it shares. In addition the report will require to be initiated with full consideration of the Equality Act 2010.

9. Head of finance's comments

The domestic abuse support services are provided by a variety of organisations and funded from a variety of sources. Most of these organisations are experiencing reductions to their future funding. This may create budgetary pressures and impact on services going forward.

.....
Signed by: Head of Health, Safety and Licensing

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
1 Nil	
2	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected byon the.....

.....
Signed by: Leader of the Council



Portsmouth

CITY COUNCIL

TRAFFIC, ENVIRONMENT & COMMUNITY SAFETY
SCRUTINY PANEL

**AN ASSESSMENT OF THE PROGRESS MADE
FOLLOWING PORTSMOUTH'S REVIEW OF
DOMESTIC ABUSE.**

Date published: 29 April 2014

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

In 2012 the Safer Portsmouth Partnership, the Children's Trust Board and the Portsmouth Safeguarding Children's Board published the Domestic Abuse Commissioning Strategy. This reviewed the demand for domestic abuse support services and made a series of recommendations necessary to meet its predicted increase.

Two years on, the aim of this scrutiny review is to assess the progress that has been made in implementing these recommendations.

As Portsmouth reports a high level of domestic abuse, support for people who experience it must remain a priority for the council and its partners.

The panel carried out its review between 16 July 2013 and 29 April 2014 and received evidence from a number of sources, which it used to draw up a series of recommendations to submit to the Cabinet.

I would like to convey, on behalf of the panel my sincere thanks to all the witnesses and officers who contributed to making this review a success. In particular the ex-service user whose evidence enabled us to see the provision from their perspective and the Hidden Violence & Young People Manager who gave invaluable guidance and advice throughout the review.

.....
Councillor Caroline Scott
Chair, Traffic, Environment & Community Safety Scrutiny Panel.

Date: 29 April 2014

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1 Executive Summary.

i) To understand the reasons for the review.

The domestic abuse commissioning strategy for Portsmouth which was published in 2012, made a series of recommendations in order to ensure that domestic abuse was 'threaded' through the priorities of the Safer Portsmouth Partnership, the Children's Trust Board and the Portsmouth Children's Safeguarding Board.

The Traffic, Environment & Scrutiny Panel felt that it was the appropriate time to review the implementation of these recommendations.

ii) To understand the strategic approach for development that was identified under the following topics:

a) Strategic community response.

The health service recognises key periods when women are more at risk of domestic abuse and has strategies in place.

The panel interviewed the following organisations: the Midwifery Service; Portsmouth Hospitals' NHS Trust; Hampshire Probation Service; the Police Service; Portsmouth Clinical Commissioning Group. It scrutinised these council services: Public Health; Children's Social Care; Adult Social Care; Housing Options; Housing & Property Services and Hidden Violence & Young People Services. Members also heard from an ex-service user about her experiences with the support services.

All the services identified the prevalence of domestic abuse within its clientele and were aware of their responsibility to respond to incidents. However a recent systems review undertaken by the Public Service Board concluded that although agencies felt that they were working well together this could be developed further.

Furthermore, the council added its own criteria for implementing the Troubled Families Programme: where there are children subject to a child protection plan; children in need; domestic abuse and where there have been multiple interventions without sustained change. It was also noted that the council's Children's Social Care Service records parental issues, including domestic abuse which will inform future commissioning services.

b) Raise awareness and understanding.

A significant amount of work is carried out in schools to teach children what constitutes a healthy relationship as part of the Personal, Social and Health Education programme and a one year pilot is due to come to an end in September 2014. The voluntary sector also provides educational resources for schools.

On-going publicity campaigns primarily targeted at young people have been carried out since Autumn 2011 and are co-ordinated and funded by the Safer Portsmouth Partnership. Aurora New Dawn also leads many local campaigns, some in partnership with the Hampshire Constabulary. The council also sends out information in its magazine for tenants.

c) Domestic abuse safeguarding training.

Training is provided free of charge by the Early Intervention Project to any frontline professional within the council or outside on how to identify and support clients who disclose that they are experiencing domestic abuse. Midwives and GPs receive tailored training.

d) Managing demand in the workforce.

Whilst there are concerns nationally that cuts to domestic abuse provision has reduced capacity to support victims, there is no evidence to suggest that this is reflected in Portsmouth.

Pregnant, young women are more likely to experience domestic abuse. This is being addressed in two ways: 1) Prevention- work is being carried out to try to reduce the teenage pregnancy rate by supporting vulnerable teenage girls who may be at risk of pregnancy for example with the SORTED programme which has received large numbers of referrals from schools. 2) Intensive two-year support for expectant mothers under the age of 19 by Family Nurse Practitioners.

Maternity staff are trained to encourage disclosures from women of all ages and to take the necessary action. GPs and the maternity service share relevant patient details including any history of domestic abuse.

The police have a clear procedure in place for dealing with incidents that involve domestic abuse. The attending officers complete a nationally recognised risk assessment and sends it to the central referral unit where another assessment is carried out taking into account any history of abuse. If children or a vulnerable adult are involved, a referral is made to Children's Social Care or Adult Social Services. Victims considered to be at high risk receive a further visit from the police within 24 hours and are referred to the Multi-Agency Risk Assessment Conference. Those considered to be at lower risk receive appropriate safety advice and information on support services. However, the Safer Portsmouth Partnership Strategic Assessment showed that 66% of police call outs in 2012/13 to incidents involving domestic abuse were not recorded as a crime and of these 80% led to an arrest and only 55% of these led to a charge.

The Integrated Domestic Abuse Programmes for perpetrators in Portsmouth are run by the Probation Service and are for men only. In Hampshire there are some programmes for female perpetrators. Non-completion of programmes can increase the risk of reoffending so completion is essential. However, the waiting list can be so long that offenders finish their sentence before they start the course or their sentence can be shorter than the course itself so they are unable to access the programme. The court can order offenders with community orders of 18-24 months to complete a Building Better Relationships programme. Although there is a waiting list in the South East, if someone has only 12 months on a licence they are moved to the top of the list. The Respect Programme is currently undergoing a national study into the outcomes of perpetrator programmes. Funding for the design of perpetrators programmes from the Police & Crime Commissioner ran out in March 2014 and an Eastern area bid by the police for a further three years funding has been submitted. In the meantime, funding has been secured from

the Portsmouth Clinical Commissioning Group, Public Health, Children's Social Care and the Troubled Families Programme.

The court process has become more difficult for people experiencing domestic abuse as the eligibility criteria for legal aid has become stricter and application forms for non-molestation orders are more complicated. Clare's Law (a domestic violence disclosure scheme) and Domestic Violence Protection Orders (which enable conditions to be set on bail for people arrested for domestic abuse) will be rolled out nationally from March 2014.

Co-Ordinated Action Against Domestic Abuse (CAADA) is a national charity supporting a strong multi-agency response to domestic abuse which oversees the national system of Multi-Agency Risk Assessment Conferences. The Portsmouth MARAC sets action plans for families experiencing domestic abuse and who are at high risk of violence. It sees more cases than would be expected in a population this size.

The local Butterfly Programme is a very popular 12 week support programme for victims of domestic abuse that is run by the EIP with an average of 82% completion rate.

Aurora New Dawn, a voluntary organisation provides a stalking support advocate, a court advocacy post and one volunteer who assists at the birthing centre to identify and refer people when necessary.

Identifying the number of the council's clients who are experiencing domestic abuse is difficult. It is estimated that between 6 and 9% of the cases of vulnerable adults referred to the Adult Social Care Service involve domestic abuse. Between July 2013 and September 2014, 63% of children with child protection plans, were in families experiencing domestic abuse. Although the council's domestic abuse policy is fully integrated into the housing service and all staff attend training courses to ensure that they know how to make referrals in a non-judgemental and confidential manner, the service only reports dealing with two cases per month.

e) Creating capacity to support medium and standard risk cases.

In February 2014 the council adopted a notice of motion showing its support of relationship education in schools, the government's campaign to businesses highlighting how they can support employees, holding Police & Crime Commissioners to account for improving police response to and prevention of domestic abuse and the role of Portsmouth Young Liberal Democrats in supporting the campaign against sexual and domestic violence. It also noted the campaign slogan 'spot abuse, stop abuse' and resolved to 'support any measures that will reduce the incidence of sexual and domestic abuse and believes that victims must be heard and not ignored when they raise a complaint with statutory authorities'.

Portsmouth has relatively high levels of people disclosing and accessing services. However, accessing specialised support can often take a long time and specialised mental health services for people who have experienced domestic abuse is not commissioned.

Recent changes to provision include: thirty domestic abuse support practitioners across partner agencies identified for training; the number of Independent Domestic Violence Advocates has reduced but the number of advocacy and support workers increased; more social workers were recruited as a result of the Social Work Matters Programme. Additionally, although the number of families able to be accommodated within refuge services has reduced from 19 to 16 units, there is more focus on preventative services with an additional 70 hours of outreach support available. However, a lack of move-on accommodation can be an issue. Emergency practical support is available seven days a week.

Resources to support young people include: training for young people's violence advocates; a child social worker; a member of the Joint Action Team who supports social workers in dealing with children (13 and over) who are in abusive relationships and the Helping Hands programme in schools. The Cookie Crew project that encouraged children aged between 5 and 11 who witnessed domestic abuse to express themselves is no longer running.

More data is required to inform the level of need in the city as it is believed that current figures are an underestimate.

There are more opportunities to seek advice anonymously and to self-refer.

There is a concern that as there is no shared database, agencies are missing opportunities to work together to support their clients.

2 An Assessment of the Progress Made in Implementing the Recommendations.

a. Design and delivery of prevention and raising awareness via Personal, Social and Health Education programme as part of comprehensive package in schools (5-19 years).

The PSHE programme pilot began in September 2013 and it is too soon to comment on its success. The panel is aware that the Hidden Violence & Young People Manager is on the management group overseeing this and on-going monitoring is needed. The voluntary sector also receives funding to provide raising awareness sessions in schools run by the Portsmouth Abuse and Rape Counselling Service and the Southern Domestic Abuse Service.

b. Long term communications strategy to advertise and improve access to services (seasonally/ event targeted to improve awareness and access to services among LGBT and vulnerable adults).

The panel was informed that there have been a number of publicity campaigns since the completion of the domestic abuse review. Primarily these have been targeted at young people and while the panel feels this needs to continue to support a "drip drip" effect, it would also be beneficial to target campaigns at a wider audience.

- c. Update current safeguarding and integrated working programme for all those working with children and families to include specific focus on domestic abuse (identification and risk assessment), substance misuse and mental health as main risks, including Lead Professional Role.**

Safeguarding training programmes have been updated and specialist domestic abuse training has been redesigned and is being delivered. However further work is required to monitor the effectiveness of this training.

- d. T1 training programme for priority selected front line services - handling disclosure and referral process, risk assessment, T1 support and referral to specialist services.**

As c above.

- e. T2 training programme - learning and development (PCC) continue to fund annual training programme DV1 (early identification and support) and DV2 (working with families). Identification, risk assessing and safety planning.**

As c above

- f. Advocacy and Support Workers provide support to medium standard risk cases (T2) 121 meetings, outreach, max 1 month, delivered in a variety of settings including Children's Centres, Social Care, Housing Offices, Priority D youth hubs.**

Following a restructure of service design and increased funding from Public Health, advocacy and support capacity has increased from 1.8 full time equivalent staff to 8.

- g. Improve police response to 'low/ medium' (T2) risk domestic abuse cases reported to police in Hampshire referred automatically to Victim Support unless client opts out. Approximately 800 referrals from Portsmouth 2011 with very low take up of on-going support (9 cases).**

The Safer Portsmouth Partnership Strategic Assessment shows that 66% of police call outs in 2012/13 to incidents involving domestic abuse were not recorded as a crime and of these 80% led to an arrest and only 55% of these led to a charge. With this in mind and with domestic abuse not being an offence, further work is needed to identify how to support standard victims of domestic abuse and how to increase the conviction rate.

- h. Extend Think Family pilot to address domestic abuse (T3).**

Since the domestic abuse review, Think Family has been replaced by the coalition's Troubled Families Agenda. Portsmouth identified domestic abuse as a local indicator with service providers required to report on the progress made in reducing the risks of this.

- i. Services for children (T2/3/4) including specialist counselling - retain current children's IDVA and provide additional resource to meet current demand.**

While funding pressures resulted in the loss of the Children's Independent Domestic Violence Advocate, two practitioners have recently received training from CAADA to assist the work force in supporting young people aged 13+

who experience domestic abuse. One practitioner is based in social care and will support social workers, while the other is in the Joint Action Team and will support the community workforce.

- j. Provide specialist 1-2-1 support, group work for children 5-18, Cookie Crew taking referrals from Children's Centres, Social Care, MARAC, EIP, Schools.**

The panel was made aware that the Cookie Crew is no longer delivered.

- k. MARAC and IDVA service:**

4 x IDVA for MARAC

1 x IDVA for Specialist Domestic Abuse Court (40k)

1 x CYP IDVA

1 x ISVA

1 x Snr IDVA

1 x MARAC Co-ordinator

Since the completion of the review the panel was advised that capacity had been increased following a restructure in the Early Intervention Project.

- l. Police Domestic Abuse - all high risk cases referred to Multi-Agency Risk Assessment Conference for Independent Domestic Violence Advocate support.**

The panel was advised that there are a high number of cases referred to MARAC. This needs further action to ensure the right support is offered to the victim at the right time.

- m. New Police structure and processes to be confirmed**

Since the completion of the domestic abuse review, the police announced a requirement to make further savings. Therefore it is not possible to confirm the new police structure at this time.

- n. Refuge service (T3/4) - including peer support programme, Advocacy and Support Workers, specialist staff support for children and adults (including young males), counselling and group work for mothers and children, move on support. Housing sanctuary scheme (T3/4) - Housing service provides full range of security services for all victims (local authority and private).**

The panel was informed that this continues to be provided at the same level.

- o. Counselling service and group work for survivors (T1-4) - specialist domestic abuse counselling as part of PCC's existing services (currently being re-commissioned).**

The panel was informed that a service will start in September 2014 to include services currently being delivered by PARCS, the core service, the outreach service for young people and the mental health counsellor.

- p. Continue to deliver the Butterfly Programme in Children's Centres and refer clients to Solent's Talking Changes counselling service.**

The panel was made aware that the Butterfly programme has been delivered in children's centres.

- q. **Community perpetrators programme - based on IDAP model, for up to 50 male perpetrators and 10 female including on-going peer support and support for partners during programme.**

The panel was made aware that this is being developed.

- r. **IDAP and IDAM Perpetrators programme - as currently provided by Hampshire Probation Trust.**

As above.

3. **Conclusions**

Based on the evidence and views it received during the review process the panel has come to the following conclusions:

- a. The panel was pleased that domestic abuse is a priority for Portsmouth City Council, the Children's Trust Board and the Safer Portsmouth Partnership and supports domestic abuse remaining a priority.
- b. The panel notes the high number of referrals to the Portsmouth Multi-Agency Risk Assessment Conference, however recognises that these could also reflect residents' confidence that they will be taken seriously when reporting domestic abuse.
- c. The panel considers that although good progress has been made in progressing the recommendations made in the 2012 review, more work is required to fully embed a co-ordinated community response across the city.
- d. The panel considers that raising awareness of domestic abuse issues with both the public and professionals is essential.
- e. The panel recognises the important role that Personal, Social and Health Education plays in learning about healthy relationships.
- f. The panel recognises the need for children and family courts to consider the impact that domestic abuse has on the wider family.
- g. The panel is concerned that current perpetrator programmes are not sufficiently flexible to respond to the different perpetrator profiles.
- h. The panel is pleased that Domestic Violence Protection Orders and Clare's Law was being introduced and could prove a useful tool for protecting people who have experienced domestic abuse.
- i. The panel recognises the importance of the Identification and Referral to Improve Safety Service.
- j. The panel understands that domestic abuse victims are increasingly representing themselves at court due to the reductions in legal aid.
- k. The panel considers that the number of domestic abuse disclosures made to the council's housing service seems low considering the number of clients it serves.
- l. The panel recognises the essential support provided by midwives.

- m. The panel notes that there is limited access to mental health services and no specialist mental health services for domestic abuse victims.
- n. The panel recognises the importance of supporting children and young people who have witnessed domestic abuse.
- o. The panel noted with concern that the majority of domestic abuse incidents were not recorded as a crime and a very small proportion led to a charge.

4. RECOMMENDATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the panel:

	Recommendation	Action by	Policy Framework	Resource Implications
1	The outcome of the PSHE pilot with particular regard to the healthy relationships elements be reported to the Domestic Abuse Review Group and the Domestic Abuse Forum.	Chairs of the Domestic Abuse Review Group and the Domestic Abuse Forum.	On-going work, within existing resources.	Within existing resources.
2	The effectiveness of publicity campaigns that raise awareness of domestic abuse be reviewed.	Safer Portsmouth Partnership Communications Officer.	Within Budget and Policy Framework.	On-going work, within existing resources.
3	The midwifery support be audited by the Monitoring Evaluation Scrutiny Committee.	The Chair of the Monitoring Evaluation Scrutiny Committee.	N/A	On-going work within existing resources.
4	The referrals received by professionals who attended the domestic abuse training be monitored by the Domestic Abuse Review Group.	The Chair of the Domestic Abuse Review Group.	Within Budget and Policy Framework.	On-going work, within existing resources.
5	A letter be written to the criminal and family courts to seek assurance that the impact that domestic abuse has on victims and children who witness it is taken into consideration.	The Hidden Violence & Young People Manager.	Within Budget and Policy Framework.	On-going work, within existing resources.
6	Liaise with the Department for Work & Pensions regarding supporting their staff in raising their awareness on how to support victims of domestic abuse.	The Hidden Violence & Young People Manager.	Within Budget and Policy Framework.	Within existing resources.

	Recommendation	Action By	Policy Framework	Resources Implications
7	Perpetrator programmes be flexible to respond to changing demand.	The Hidden Violence & Young People Manager.	Within Budget and Policy Framework.	Costs of programme design.
8	A review be carried out into how the DVPOs and Clare's Law will be delivered in Portsmouth.	Safer Portsmouth Partnership	Within Budget and Policy Framework.	On-going work, within existing resources.
9	The number of referrals to MARAC be monitored to assess resource capacity.	The MARAC steering group.	Within Budget and Policy Framework.	On-going work, within existing resources.
10	The effectiveness of IRIS in Portsmouth be monitored.	Domestic Abuse Review Group.	Within Budget and Policy Framework.	On-going work, within existing resources.
11	An advice pack for victims of domestic abuse about court processes be developed.	The Hidden Violence & Young People Manager.	Within Budget and Policy Framework.	The cost of producing the pack.
12	The process for identifying and logging housing service clients who disclose domestic abuse be monitored.	The Housing Manager	Within Budget and Policy Framework.	On-going work, within existing resources.
13	The support offered by trained practitioners over the next year be monitored.	Domestic Abuse Review Group.	Within Budget and Policy Framework.	On-going work, within existing resources.
14	Access to specialist mental health services be improved.	Portsmouth Clinical Commissioning Group.	Within Budget and Policy Framework.	On-going work, within existing resources.
15	On-going group support for young people who have witnessed domestic abuse be explored.	Children's Social Care.	Within Budget and Policy Framework.	On-going work, within existing resources.

	Recommendation	Action By	Policy Framework	Resources Implications
16	All the council's Service Level Agreements make clear the role and responsibility of those concerned to identify and refer domestic abuse victims where appropriate.	The Hidden Violence & Young People Manager.	Within Budget and Policy Framework.	On-going work, within existing resources.
17	The details of domestic abuse awareness training be sent to members.	HV&YP Manager	Within the existing policy framework.	Within existing resources.
18	The Domestic Abuse Forum consider recommending to its member organisations the introduction of an integrated IT system to enable all professionals involved in tackling domestic abuse to share information more easily.	The Chair of the Domestic Abuse Forum.	Within the existing policy framework.	Within existing resources.
19	The government be lobbied to extend the eligibility criteria for legal aid.	Members.	Within the existing policy framework.	Within existing resources.
20	The police review its procedure for identifying and dealing with domestic abuse incidents to improve identification and support for low/medium cases to increase conviction rates.	The police.	n/a	N/a

5. Purpose

- 5.1. The purpose of this report is to present the Cabinet with the recommendations of the Traffic, Environment & Community Safety Scrutiny Panel's assessment of the progress made following Portsmouth's review of domestic abuse services.

6. Background.

- 6.1. This review was undertaken by the Traffic, Environment & Community Safety Scrutiny Panel, which at the start comprised:

Councillors Caroline Scott (Chair)
Ken Ellcome
Robert New
Phil Smith
Les Stevens
Sandra Stockdale

Standing Deputies were: Councillors Michael Andrewes; Margaret Foster; Jacqui Hancock; April Windebank and Neill Young.

At the Council Meeting on 11 February, Councillors David Fuller and Eleanor Scott replaced Councillors Robert New and Sandra Stockdale in the panel in order to maintain the required political balance.

- 6.2. At its meeting on 16 July 2013, the Traffic, Environment & Community Safety Scrutiny Panel (henceforth referred to in this report as the panel) agreed the objectives for the assessment of the progress made following Portsmouth's review of domestic abuse:

- To understand the reasons for the review.
- To understand the strategic approach for development that was identified under the following headings:
 - a) Strategic community response.
 - b) Raise awareness and understanding.
 - c) Domestic abuse safeguarding programme.
 - d) Managing demand.
 - e) Creating capacity to support medium and standard risk cases.
- To assess the progress made in implementing the recommendations.
- To learn from other local authorities' best practice. This objective was removed as this information appears among other sections.
- To identify possible solutions. This section was removed as it would duplicate the recommendations.

- 6.3. The panel met on six occasions between 16 July 2013 and 29 April 2014. A list of meetings held by the panel and details of the written evidence received can be found in *appendix one*. A glossary of terms

used in this report can be found in *appendix two*. The minutes of the panel's meetings and the documentation reviewed by the panel are published on the council's website www.portsmouthcc.gov.uk and paper copies are available from Democratic Services upon request to scrutiny@portsmouthcc.gov.uk.

7. To understand the reasons for this review.

- 7.1. The Safer Portsmouth Partnership¹ (SPP), the Children's Trust Board² (CTB) and the Portsmouth Safeguarding Children's Board³ commissioned a review of domestic abuse services in Portsmouth. This was completed in January 2012. The review is attached as *appendix two*.
- 7.2. The review noted that statutory responsibilities in relation to survivors of domestic abuse and their children are limited to domestic homicide, child protection and patient safety. However, domestic abuse has been identified as the main driver for violence in the city and a significant driver for the numbers of children with child protection plans and those looked after by the city council. Reducing the harm caused by domestic abuse has been a priority for the SPP for the past ten years and is recognised as a priority for the Children's Trust and the Local Safeguarding Children's Boards (LSCB).
- 7.3. The purpose of providing domestic abuse services is to keep victims and children safe from abuse and harm and to ensure that perpetrators take responsibility for their actions and change their behaviour.
- 7.4. This scrutiny review aims to monitor the progress made following the recommendations of the domestic abuse commissioning review completed in 2012.

8. To Understand the Strategic Approach For Development That Was Identified Under the Following Headings:

9 Strategic Community Response.

- 9.1 The panel met a number of statutory and non-statutory children and adult agencies and one ex-service user during the course of this review. See *appendix one* for the full list of agencies and organisations interviewed.
- 9.2 The panel learnt that whilst there is no offence of domestic abuse there is increasing research and guidance to support agencies to understand their role when responding to incidents of domestic abuse. The Safeguarding Inspector, Eastern Area Havant Police Station (henceforth referred to as the Safeguarding Inspector) informed the panel of the recent home office change to the definition of domestic abuse to include 16 and 17 year olds⁴.

¹ <http://www.saferportsmouth.org.uk/>

² http://www.thechildrenstrust.org.uk/?gclid=CPHR-qK_o7wCFesJwwodCjwAig

³ <http://www.portsmouthscb.org.uk/>

⁴ <https://www.gov.uk/government/news/new-definition-of-domestic-violence-and-abuse-to-include-16-and-17-year-olds>

- 9.3 The Director of Midwifery at Portsmouth Hospitals' NHS Trust (PHT) advised that the safeguarding committee for adults and children is chaired by an executive of PHT's board and the commissioning review identified that domestic abuse is a priority for both the SPP and the CTB. The health service recognised key periods when women were more at risk of domestic abuse and had strategies in place to respond, for example maternity services and children's social care having joint working protocols to safeguard unborn babies.
- 9.4 Every service interviewed identified the prevalence of domestic abuse within their clientele. Adult Social Care at Portsmouth City Council (PCC) identified that 6-9% of referrals involved domestic abuse; there were 4,300 police incidents the previous year and one in four women and one in six men experience domestic abuse at some point in their lives.
- 9.5 The panel received evidence that each agency was aware of its responsibility to respond to incidents i.e. referring clients to other agencies for support including social care services, Aurora New Dawn⁵, Family Information Service⁶ and the Early Intervention Project⁷ (EIP). At the Domestic Abuse Forum⁸ it was mentioned that the recent systems review undertaken by the Public Service Board⁹ concluded that although agencies felt that they were working well together, this could be developed further.
- 9.6 The Troubled Families Co-ordinator explained that there are three national criteria for dealing with families under the Troubled Families Programme: worklessness; offending/ anti-social behaviour and poor education outcomes. Portsmouth City Council chose the following additional criteria: where there are children subject to a Child Protection Plan, Children in Need, Domestic Abuse and where there have been multiple interventions without sustained change. Through a process of data sharing 795 families that meet the eligibility criteria were identified (as at 10 February 2014). The commitment is to have identified and have started work with 555 families by March 2015. So far, work has started with 338. These families will either be receiving a Barnardos Family Intervention Service, Multi Systemic Therapy service or have a lead professional from an existing service with a team around the family. It should be noted that the identified families figure is cumulative and it is hoped will be refreshed this year. The nature of the eligibility criteria is such that the families will be known to services and will be receiving targeted or universal provision. There is also a referral pathway open which enables services to refer families to our services which creates a more dynamic way of identifying families. He is confident that the targets will be met but the next six months is critical.

⁵ <http://www.aurorand.org.uk/>

⁶ <http://www.portsmouth.gov.uk/learning/24835.html>

⁷ <http://www.saferportsmouth.org.uk/priorities/violence-and-hidden-violence/domestic-abuse/early-intervention-project/>

⁸ <http://www.saferportsmouth.org.uk/priorities/violence-and-hidden-violence/domestic-abuse/pdvf/>

⁹ <https://www.portsmouth.gov.uk/yourcouncil/20685.html>

- 9.7 From November 2012, the Children's Social Care Service has been recording parental issues (e.g. mental health illness or domestic abuse). This will inform commissioning services of parental needs in complex families.

10 Raise Awareness and Understanding.

- 10.1 The panel learnt about the work carried out in schools and recent publicity campaigns.

Work With Schools.

- 10.2 The panel learnt that a significant amount of work is being carried out in primary and secondary schools to teach children what constitutes a healthy relationship. PCC's Health Improvement & Development Service commissions Personal, Social and Health Education (PSHE) in schools, of which domestic abuse is a small element. The voluntary sector also provides educational resources to schools including Portsmouth Abuse and Rape Counselling Service (PARCS)¹⁰ and Relate¹¹. In September 2013 a new PSHE programme was piloted for one year in ten schools in the city: two secondary; seven primary schools and the Harbour School. A Clinical Executive from the Portsmouth Clinical Commissioning Group (CCG)¹² informed the panel that it is important that children are taught what constitutes a normal, healthy relationship.

Publicity Campaigns.

- 10.3 The Clinical Executive from the Portsmouth CCG further advised how it can be difficult for a patient to pick up a leaflet about domestic abuse in GP surgery waiting rooms without running the risk of being seen by someone who knows them. Posters containing domestic abuse support advice are displayed in some public toilets in the city.
- 10.4 The Chief Executive of Aurora New Dawn explained that it is involved in national campaigns and leads many local campaigns e.g. on a campaign to raise awareness of domestic abuse for the Christmas period in 2013 with Hampshire Constabulary.
- 10.5 Additionally, the Housing Manager, Housing and Property Services, PCC explained that the Christmas 2013 edition of the council's magazine, House Talk that is sent to tenants contained safety advice and contact telephone numbers of appropriate support agencies.
- 10.6 Since Autumn 2011 there have been on-going publicity campaigns in the city primarily targeted at young people (through schools, colleges and other appropriate locations e.g. youth clubs) coordinated and funded by the SPP.

¹⁰ <http://www.parcs.org.uk/>

¹¹ <http://www.relate.org.uk/>

¹² <http://www.portsmouthccg.nhs.uk/>

10.7 The panel heard how Brighton police use online blogs to communicate with the Lesbian, Gay, Bisexual and Transgender (LGBT) community. These create opportunities for individuals to seek advice anonymously and to self-refer.

11 Domestic Abuse and Safeguarding Training.

Maternity Services.

11.1 The Director of Midwifery, Portsmouth Hospitals' NHS Trust explained how the role of midwives has changed significantly over the past few years and they are becoming more proactive with regard to public health issues. Three midwives with specific responsibility for public health issues were appointed in 2011, one of which is the lead for safeguarding adults and domestic violence. Multi-disciplinary team meetings are held monthly at Children's Centres to discuss vulnerable families.

11.2 Safeguarding training is mandatory for midwives and support staff and comprises two tiers: 1) identification and support 2) risk assessment and safety planning. Staff are also required to attend annual refresher courses. Support and referrals are offered to staff who disclose that they are experiencing domestic abuse.

GP Services.

11.3 A Clinical Executive on the Portsmouth CCG explained that in her experience, the level of nurses' and GPs' understanding of domestic abuse issues is variable.

11.4 The ex-service user felt that her GP did not understand her problems.

11.5 The Hidden Violence & Young People Manager (HV&YP Manager) explained that:

- Identification & Referral to Improve Safety¹³ (IRIS) (a general practice-based domestic violence and abuse training support and referral programme funded by PCC and Portsmouth Public Health) aims to provide training through Advocate Educators to 14 of the 26 surgeries in Portsmouth by April 2014 and the remaining 12 in the following year. Each training course is run over three sessions.
- The EIP, with support from partner agencies, delivers two levels of multi-agency training to any frontline professional to raise awareness of domestic abuse so that they feel confident enough to ask questions and know how to support victims who disclose.

Adult Social Care.

11.6 The Safeguarding Lead for Adult Social Care at PCC explained that his team of five social workers are trained in Independent Domestic Violence Advocacy (IDVA) and each has received specialist training in a different aspect of the work e.g. interviewing vulnerable witnesses.

¹³ <http://www.irisdomesticviolence.org.uk/iris/>

Courts.

- 11.7 The HV&YP Manager explained that the courts do not always seem to take into account the impact that witnessing domestic abuse has on children.

Other Organisations

- 11.8 The HV&YP Manager explained that the domestic abuse training is free, although there is a charge for non-attendance and is delivered to statutory agencies and voluntary organisations. Level two training is currently undertaken over two days, but the aim is to condense this to one day. The course is fully booked until March 2015. The midwifery service jointly delivers training with the council but also provides its own in-house.
- 11.9 The Portsmouth Domestic Abuse Forum observed that training for Job Centre staff regarding recognising that it is their responsibility to identify victims of domestic abuse is resulting in a small cultural change however further work is required.

12 Managing Demand in the Workforce.

The Maternity Service.

- 12.1 The Director of Midwifery, Portsmouth Hospitals' NHS Trust, the Lead for Safeguarding Adults and Domestic Violence, the Commissioning Manager Assessment & Intervention Children's Social Care and Safeguarding and the HV&YP Manager all gave evidence to the effect that:
- When a GP refers a patient to the maternity service, relevant details are also forwarded including any history of substance misuse, mental health issues of the patient and anyone known to living at the same residence. When a pregnant woman moves into the area, the receiving midwife will check her notes and if necessary contact her previous midwife.
 - 30% of domestic abuse incidents start when a woman is pregnant.
 - Portsmouth has higher levels of reported domestic abuse than elsewhere in Hampshire and the Isle of Wight.
 - Although women are encouraged to bring their partners to antenatal appointments, the midwives ensure that they have opportunities to speak to them alone. In order to encourage women to speak freely, family members and local organisations are not used as interpreters. For some cultures, it is difficult to talk about domestic abuse or even to understand that rape is a crime.
 - Midwives build a relationship of trust with their patients, so there is more likelihood of disclosure. Continuity of care is provided for antenatal and postnatal care. Although it is not possible to provide the same midwife for the birth, the teams are small and mothers' histories are shared. After 10-14 days midwives discharge mothers to the care of Health Visitors who provide on-going support to the

family. Midwives call mothers six weeks after the birth to gain feedback on the service.

- The teenage pregnancy rate in Portsmouth has decreased recently and is lower than in Southampton. For some nationalities, it is normal for women to begin having families in their teens. A higher proportion of women under 21 are in abusive relationships than older women. There is strong evidence that Family Nurse Practitioners' (FNPs) support to under 19s improves the outcomes of women and their babies. They receive intensive support for two years after birth from one nurse who deals with a maximum of 25 families at any one time. The eight FNPs currently only reach 60% of women who could benefit from this service. The recruitment of a further four FNPs would ensure that most of them could be supported. Each FNP costs £35,000 plus supervision costs.
- Domestic abuse can be experienced by people of all social classes, ages, cultures, sexuality and nationality.
- Information about patient disclosures to midwives is shared with GP and referrals are made from the maternity service to other agencies e.g. Children's Social Care and specialist domestic abuse services.
- Information-sharing is generally good across services in Portsmouth.
- Support to the woman and unborn baby will continue even when she has moved away from the perpetrator of domestic abuse. The staff in the women's refuge, GPs, the maternity service and the Joint Action Team all work very closely together to ensure that support continues to be provided for women who leave their abusive partners. Safeguarding any children who remain at the family home is the priority for all the professionals involved.
- Witnessing domestic abuse has a significant impact on children's development.

12.2 The Commissioning Lead for Sexual Health and Teenage Pregnancy explained that:

- The teenage pregnancy rate in Portsmouth experienced a downward trend in 2011 and 2012; the conception rate for 2012 was 39.9 per 1,000 women for the under 18s (n¹⁴=134). In 2012, the rate for Southampton the under 18 conception rate was 34.3 per 1,000 (n=129) and for the South East the rate was 23.2 per 1,000 (n=3,617).
- In 2012, the under 18 terminations rate was 17 per 1,000 (n=57). Looking across all age boundaries the highest rate for terminations was in the 20-24 years old with a rate of 25 per 1,000 (n=266). This

¹⁴ N= actual number.

reflects the focus of work the government has taken for the under 18 conception rate. Abortions continue to be an issue for all women of childbearing years, with this in mind we have to be mindful of promoting choices of contraception and sexual health education to all ages.

- Data for the under 18 conception rate shows that in 2010, with a 42% termination rate, this equates to an estimated 77 births, in 2011 there were an estimated 65 births; and in 2012 the termination rate rose to 51.5% this would equate to an estimated 65 births.
- In light of this, she believes that the number of FNPs is sufficient with respect to the under 18 provision in the city. The FNPs also cover the under 19's provision for which we have no data. Funding should focus both on the preventative agenda of teenage pregnancy as well as support.
- Secondary school refer students who may be vulnerable and at risk of teenage pregnancy to the SORTED Programme¹⁵, which provides the young person with one to one support and education in order to build aspiration; resilience and confidence so that they can have a future of their choosing.
- From 2010 to 2013 the programme received over 800 referrals from secondary schools across the local authority. It is felt that this programme is the foundation of good sexual health and promotes the delay message with respect to pregnancy.
- The city also has an outreach maternity worker who works with the midwifery team to support vulnerable young pregnant women and teenage parents who choose not to be with a FNP or do not meet the requirements to join the FNP Programme.
- In a 2010 survey carried out by the Teenage Pregnancy Team, the 50 teenage mothers interviewed reported that the main reason for relationship breakdown was domestic abuse. The results of this survey informed the commissioning review of the under 18s conception rate in 2010.

The Police's Procedure for Dealing With Domestic Abuse Incidents.

12.3

The Safeguarding Inspector explained that:

- Police officers attending a domestic abuse incident complete a Domestic Abuse, Stalking and Harassment and Honour Based Violence (DASH) form to assess the victim's risk. This was produced by the charity Co-Ordinated Action Against Domestic Abuse (CAADA). The form is sent to the police Central Referral Unit that reviews the initial risk assessment, taking into account any history. If children or a vulnerable adult are involved, a referral is made to Children's Social Care or Adult Social Care Services.

¹⁵ <http://www.areyoursorted.co.uk/>

Those with an assessment score of 14 or more (out of 27) are deemed to be at high-risk and are referred to Multi-Agency Risk Assessment Conferences (MARAC).

- Safeguarding Officers aim to meet victims who are considered to be at high risk within 24 hours to offer safety planning advice. This may include the supply of equipment such as door braces, alarm phones and personal hand-held alarms. The cases are referred to the EIP for long term support by an IDVA or Advocacy and Support Worker depending on their level of risk. The police call victims who are considered to be at medium risk to offer safety advice, safety equipment and referral to support agencies. Safety planning leaflets are sent to a safe address for victims who are at low risk.

12.4 The Chief Executive of Aurora New Dawn explained that with Hampshire Constabulary they ran a domestic abuse initiative at Christmas 2013 to support couples and visit victims at high risk. At the time of this report, an in-depth evaluation of the campaign was being carried out. Initial findings indicate that 90% of people who were seen have engaged with this process and had a successful referral to a support agency.

12.5 The HV&YP Manager explained that:

- The police tend to use the phrase domestic violence rather than domestic abuse because they can prosecute for cases of violence as there is no offence of domestic abuse. Abuse can be emotional or financial as well as sexual and physical. The police refer cases to both EIP and Aurora New Dawn as per the joint working agreement between the two services.
- From April 2011 it became a statutory requirement to undertake domestic homicide reviews when someone is killed as a result of domestic abuse. A small scale audit of attempted and successful suicides that are a result of domestic abuse can be carried out if directed by the local Community Safety Partnership.
- The Joint Strategic Needs Assessment shows that 66% (n 2871) of police call outs in 2012/13 to incidents involving domestic abuse were not recorded as a crime and of these 80% (n 1141) led to an arrest and only 55% (n 786) of these led to a charge.

Perpetrators Programmes.

12.6 The Safeguarding Inspector explained that:

- Some low risk offenders in West Hampshire and Southampton are given the choice of attending a programme as part of a 'conditional' caution pilot, rather than the case proceeding to court. The Integrated Domestic Abuse Programme (IDAP) for perpetrators cannot hold mixed sex programmes. There are few perpetrator courses available in Hampshire for female offenders as a minimum number of attendees is required for a course to run and there are not as many female perpetrators.

- Research has indicated that non-completion of programmes could actually increase the risk of reoffending so it is important that every effort is made to enable offenders to complete the courses. An offender may be asked to continue attending on a voluntary basis or to self-refer.

12.7 The HV&YP Manager explained that:

- The only Domestic Abuse Perpetrator Programmes in Portsmouth is delivered by the Probation Service, however the SPP and EIP has received funding from the Police and Crime Commissioner to begin to design programmes until March 2014. An Eastern Area bid by the Police is being made for a further three years funding to the Police and Crime Commissioner and funding has already been secured from the CCG, Public Health, and Children Social Care; each has agreed to contribute £10,000 each per year towards the cost of delivering Perpetrator Programmes and £15,000 for one year from Troubled Families. Programmes could also be offered to women who are perpetrators.
- There are many areas of research which focus on perpetrator programmes; however they tend to focus on output rather than outcomes.
- The Respect Programme¹⁶ is a national organisation that has started research into outcomes of perpetrators' programme. The results will not be published for some time. It is important that success is measured in terms of different area's needs for example a reduction of children with a child protection plan due to domestic abuse or fewer police call outs.
- Some research¹⁷ has questioned the effectiveness of perpetrators' programmes while others conclude that the "one size fits all model of 30+ week programmes" are not effective for everyone¹⁸.
- The 2012 review of domestic services in Portsmouth identified that there was a lack of programmes for perpetrators. The SPP used £30,000 funding from the Police and Crime Commissioner to develop programmes in 2013-14. This could include a women-only programme as there is none currently available. Discussions are underway with Hampshire to see if this facility could be shared.
- The waiting list for offenders to attend programmes can sometimes be so long that they finish their sentence before they start the course or their sentence is shorter than the course itself so they are unable to access the programme.

¹⁶ www.respectprogramme.org/Respect_Programme/Respect_Programme____Home.html

¹⁷ www.futureswithoutviolence.org/userfiles/file/Children_and_Families/The%20Survival%20of%20Batterer%20Programs.pdf

¹⁸ Legal and criminological psychology, volume 17 part 2, September 2012. Articles 1, 2 and 3. The British Psychological Society.

12.8 The Commissioning Manager, Portsmouth and Isle of Wight Local Delivery Unit, Hampshire Probation Service explained that:

- Convicted perpetrators are offered a 32-week programme. It might be effective to offer shorter programmes for perpetrators who have not been sentenced. The court can order an offender to complete a Building Better Relationships (BBR) programme. However, when prisoners come out on licence unless the licence is 18 months or more then it is unlikely that they have time to complete the BBR course as it takes approximately 12 months to complete with the pre-programme and post-programme work.
- In order to attend a BBR programme, community sentenced offenders must receive a 18 to 24 month order.
- There is a waiting list for BBR in the South East; however if someone has only 12 months on a licence they are moved to the top of the list for risk reasons. Offenders with less than 12 months left to run cannot be accommodated as it would not be possible to complete the programme.
- In West Hampshire and Southampton the police commissioned a pilot programme where first time perpetrators of lower levels of domestic abuse are cautioned and required to attend two one day domestic abuse workshops. This is due to be evaluated by Cambridge University in 2016.

12.9 Councillor Young, who works for the probation service, explained that when a person is at a stage in their lives where they are ready to make a change, they will take the necessary steps and the perpetrator programmes assist them to do so.

Court.

12.10 Members of the Portsmouth Domestic Abuse Forum explained that:

- Since the reductions in legal aid, it has seen more people representing themselves in court.
- Although the duty solicitor may give some advice to the defendant in the first instance, there is no solicitor-client relationship. Sometimes orders are made for some degree of representation to ensure that the victim is not cross-examined by the alleged perpetrator. For many domestic abuse cases, there is no proof to support the allegation. Forum members felt that the system is letting the victims down.
- It is more difficult to acquire non-molestation orders for clients as they are more complicated and GP reports are required.

12.11 The Director of Midwifery, Portsmouth Hospitals' NHS Trust, the Public Health Lead, the Commissioning Manager Assessment & Intervention Children's Social Care and Safeguarding and the HV&YP Manager explained that there are some perpetrator pathways in place in London

and the North East. However the outcomes of these are not clear. Resistant perpetrators could be targeted (e.g. police focusing on other incidents such as traffic offences, TV licensing etc) to encourage engagement.

12.12 The ex-service user explained that:

- She had written to the Prime Minister to ask why in cases of domestic abuse the victim and children often have to leave the family home and not the perpetrator. Unfortunately she did not receive a response.
- It was disheartening that after receiving a one year suspended sentence, the perpetrator could breach the conditions with impunity.

12.13 The HV&YP Manager explained that:

- To be eligible for legal aid, proof that an individual has been a victim of domestic abuse must be provided that for example the case is known to the MARAC or that a child is subject to a Child Protection Plan due to domestic abuse.
- Domestic Violence Protection Orders enable police to apply to the Magistrates Court to set conditions on bail for people arrested for domestic abuse. These were piloted in four local authorities including Manchester who have continued to use these.
- Clare's Law (a domestic violence disclosure scheme), enables women in new relationships to make enquiries into the history of their partners
- Both the above will be rolled out nationally from March 2014.
- Clients may want to apply to court for residency or non-molestation orders but as there is now limited access to legal aid most will be liable for the fees which are approximately £1,000. The IDVA support clients to write their own briefs for non-molestation orders. IDVAs receive training from local solicitors and have access to the council's legal services. However, they are not legal advisors and the client might have literacy issues. The judges are very strict regarding the format of the briefs and will not always allow the client to have someone to speak for them or accompany them.

The Multi-Agency Response.

12.14 The HV&YP Manager further explained that CAADA oversees the national system of MARAC. The Portsmouth MARAC meets fortnightly to set action plans for families experiencing domestic abuse and who are at high risk of violence. The aim is to reduce the risk and increase their wellbeing. If another crime is reported, the MARAC considers what more can be done to support the victim and any children. The MARAC steering group monitors the effectiveness of MARAC and resolves any obstacles that have been identified. On average, the MARAC has averaged 582 cases over 2012 and 2013. CAADA data

shows that 330 cases would be expected for a population the size of Portsmouth. The implication of this is that Portsmouth has an insufficient number of IDVAs to meet demands with the current provision of 4.5 FTE and CAADA recommendations based on level of need being six.

Programmes for Victims.

12.15 The Senior Independent Domestic Violence Advocate at Portsmouth City Council explained that:

- The Butterfly Programme is a 12 week programme that has been run by the EIP since 2008. It looks at all aspects of domestic abuse and how this affects the individuals within the group, offering support to recognise it and move forward into a non-abusive environment.
- There was a gap in delivery due to funding as the original funders were unable to maintain the commitment. The current funding comes from a small pot of community safety money and from the early years services which funds the crèche facility. In September 2012 with assistance from young children's centres and EIP the group restarted and is currently in its third intake. It is hoped that this programme will continue three times a year.
- The feedback from clients has been very positive. Each session starts with 22 participants and normally 18 will complete the programme.
- The EIP aims to continue to provide the Butterfly Programme and to have no more than 15 participants and will review the intake programme to ensure that it is best placed to meet the needs of the clients and a smaller number will allow additional focus and attention on the participants experience and how to move positively forward. If demand continues to increase, the EIP will consider running two groups at a time.

12.16 The Hidden Violence Team Manager explained that the Butterfly Programme supports survivors of domestic abuse run by the EIP and one of the issues explored is the impact on children.

12.17 An ex-service user explained that she found the Butterfly Programme very empowering.

12.18 The HV&YP Manager noted that:

- It is important that support continue for victims when relationships end as at this point risk is increased.
- Alcohol treatment services have reported that many of their clients are victims or perpetrators of domestic abuse. National Institute for Health and Care Excellence guidance "Domestic violence and abuse: how health services, social care and the organisations they work with can respond effectively. Page 28 paragraph 3.8" advises

that "21% of people experiencing partner abuse in the past year thought the perpetrator was under the influence of alcohol and 8% under illicit drugs" People are thought to be at increased risk of substance dependency as a consequence of being the victim of domestic violence. While Gary Brigden (Community Care 10 March 2014 "What's the best way to tackle domestic abuse violence through social work")¹⁹ states that "47% of women experiencing domestic violence have mental health needs; 11% have drug misuse issues, 12% have alcohol misuse issues, and 5% have been involved with probation."

The Identification Referral to Improve Safety (IRIS) Service.

12.19 The Chief Executive Officer Aurora New Dawn expressed concern that Portsmouth City Council provides IRIS in-house, when research has indicated that better outcomes are achieved if it is provided by the third sector. Only one other local authority provides this service in-house. Therefore, she recommended that the service's effectiveness be monitored.

12.20 The HV&YP Manager explained that when the service was commissioned the health element was already being provided as part of an on-going commitment, therefore the service was not offered out to tender. The in-house service at PCC costs approximately £15,000 per year (for the clinical lead and set up costs) with other expenses being incorporated within already provided provision. Southampton City Council's IRIS service is contracted out at a cost of approximately £50,000.

Aurora New Dawn.

12.21 The Chief Executive Officer explained that:

- Funding was received from the Ministry of Justice, the Home Office and the Health & Social Care Volunteering Fund. However, the funding from the Ministry of Justice will now come from the Hampshire Police and Crime Commissioner. The amount received will depend on the priority allocated to domestic abuse and sexual violence.
- Aurora New Dawn provides an advocate who provides specialist support for victims of stalking for Hampshire and the Isle of Wight, a court advocacy post and one volunteer who assists at the birthing centre two to four hours at weekends to identify and refer people when necessary.

Adult Social Care.

12.22 The Safeguarding Lead, Adult Social Care, PCC explained that:

- The team receives referrals for complex cases where vulnerability is an issue e.g. it involves a person who may be elderly, have learning difficulties, mental health issues or substance misuse. When a vulnerable person is identified by the police this information is passed on to Adult Social Care. These are screened by the

¹⁹ www.communitycare.co.uk/2014/03/10/whats-best-way-tackle-domestic-violence-social-work/

safeguarding team to determine whether support is required. Approximately 6-9% of referrals include domestic abuse and 3-4% it is not clear if it is involved. In the latter cases, if there is a repeat referral it will be looked at more closely.

- His team works closely with the EIP and Aurora New Dawn.
- Alerts about care homes can be received from relatives, members of staff or the Care Quality Commission. When these are received, the safeguarding team will assess the risk within 24 hours by making an unannounced visit, with health colleagues, if appropriate, to review the care plan/s and talk to the owner, staff, clients and relatives. Immediate action can be taken if required, including removal of the client to a place of safety and the recruitment of additional staff. The action plan can be monitored over several visits to ensure that changes are implemented. The team also has the authority to enter hospitals to investigate safeguarding issues.
- As part of EIP, 4.5 full time equivalent IDVAs work with survivors of domestic abuse who are high risk of serious harm or death. Aurora New Dawn receives funding from the Home Office for a 0.5 full time equivalent IDVA post. The EIP also advises other departments about cultural issues. In 2011 CAADA awarded the EIP Leading Lights status in recognition of the high standard of service provided.

12.23 The ex-service users explained that she was able to access the EIP as and when she wanted to over a number of years. It provided an excellent service and supported her when she applied for injunctions, reported crimes to the police and appeared in court. The service used to be accessible at weekends but his is now no longer the case.

12.24 The HV&YP Manager added that whilst the focus for child care social workers is the welfare of the child, training is to be delivered to raise their understanding of the complexities involved and to balance these with the needs of the responsible adult. Domestic abuse has consistently been an issue for children with child protection plans; between July and September 2013/14 65% (126 of 193) of children with child protection plans involved domestic abuse and PCC is working to reduce the likelihood of children having to be removed due to domestic abuse.

Housing Domestic Abuse Victims

12.25 The Housing Manager, Housing and Property Services, PCC explained that:

- The council's domestic abuse policy is fully integrated into the housing service. All staff attend training courses to ensure that they understand the council's domestic abuse policy and know how to make referrals in a non-judgemental and confidential manner. Disclosures are accepted at face value and no pressure is put on clients to make decisions. The service is victim-centred and works closely with EIP and MARAC.

- Normally if someone makes themselves intentionally homeless, the council does not have a statutory duty to rehouse them. However, in cases of domestic abuse, the council will take appropriate action to support the victim. They are offered a place of safety and priority housing if they wish to move. They are also given advice regarding tenancy issues, safety plans, support agencies and risk assessments. On average, the service deals with two domestic abuse cases per month.

12.26 The Senior Housing Options Officer explained that the emergency rehousing service is available 24/7 and a place of safety can be offered to victims of domestic abuse, if required.

12.27 The Hidden Violence Team Manager explained that women are usually placed in refuges outside of their home area to give them some space from the perpetrator, but this means that they have to leave behind schools and support networks.

Health.

12.28 The ex-service user informed the panel that she suffered long term health damage because of domestic abuse and her children were on the at-risk register.

13 Creating Capacity to Support Medium and Standard Risk Cases.

The Council

13.1 At the Full Council meeting on 11 February 2014, the following notice of motion was carried:

RESOLVED that the notice of motion set out below be adopted by Council

This Council welcomes and supports the motion passed at the Liberal Democrats National Conference in 2013 on the issue of preventing and tackling sexual and domestic violence moved by Elizabeth Adams of Stratford Lib Dems. The key points of the motion were as follows:

1) Better focus on prevention through the education and healthcare systems including compulsory relationship and consent education and integration of abuse awareness across subjects.

2) Government campaign to business and employers highlighting how they can work to support employees and reduce economic cost of abuse to businesses.

3) Further progress in the justice system including holding the PCCs [Police & Crime Commissioners] accountable for improving police response to and prevention of domestic violence

The Council also welcomes and supports the role of Portsmouth Young Liberal Democrats in supporting the campaign against sexual and domestic violence. The Council further notes the campaign slogan 'spot abuse, stop abuse'.

This Council resolves to support any measures that will reduce the incidence of sexual and domestic abuse and believe that victims of abuse must be heard and not ignored when they raise a complaint with statutory authorities.

13.2 The HV&YP Manager explained that:

- Supporting young people who experienced domestic abuse is a priority for the CTB and the SPP which identified leads to receive training on detecting, assessing and supporting survivors of domestic abuse. In addition to the two day training session, on-going support is provided. Thirty domestic abuse practitioners across partner agencies (including adult and children providers and the voluntary sector) have been identified. Feedback from training is monitored to quality assure and redesign the course when necessary by the Domestic Abuse Review Group.
- The Young People IDVA post that supported young people who had experienced domestic abuse, lost its funding was cut in April 2012. However in Autumn 2013, the Department for Education (DfE) funded CAADA to provide training for young people's violent advocates. A child social worker and a member of the Joint Action Team have received training and will offer support to social workers and the work force in supporting young people aged 13+ who are in abusive relationships. The DfE funded this training due to a change in the definition of domestic abuse and to develop a consistent response to young people aged 13+ who are experiencing intimate partner abuse, including domestic abuse and sexual exploitation. The Southern Domestic Abuse Service²⁰ (SDAS) recently received funding to deliver the 'Helping Hands' programme within primary schools, a preventative education programme, developed by Women's Aid Northern Ireland, with the aim to increase children's understanding and feeling safe and to explore and promote behaviours which will contribute to a safe environment.

Accessing Support Services.

13.3 The HV&YP Manager further explained that Portsmouth has relatively high levels of people disclosing and accessing services.

13.4 The Chief Executive of Aurora New Dawn explained that the police refer cases to Aurora New Dawn, particularly during out of hours. Support is provided to both women and men. In its first year 2011-12, Aurora received 600 referrals. It now receives 7 to 8 calls per week. Cuts to legal aid have led to a 76% increase in referrals between April and October 2013.

13.5 The Domestic Abuse Forum explained that accessing more specialised support can often take a long time. There is a six to ten week waiting list for general psychologists or counsellors. It would be useful for domestic abuse victims to receive a specialist service; however Solent

²⁰ <http://www.southerndas.org/>

NHS Trust is not commissioned to provide specialist mental health services. To access the Children & Adolescent Mental Health Service, the parent is required to have completed a parenting course and which also have very long waiting lists. GPs often refer patients to Cognitive Behaviour Training but long-term support is not provided.

- 13.6 The Third Sector Partnerships and Commissioning Manager, Integrated Commissioning Unit explained that the service specification is currently being written for the abuse and rape counselling service that will begin at the end of September 2014. This will consist mostly of the services which are currently delivered by PARCS and will include the core service, the outreach service for young people and the mental health counsellor. As with all re-commissioning of services the council will investigate to see what savings may be possible; however until the procurement process is complete and the bidders prices has been assessed this cannot be confirmed.

Staffing.

- 13.7 The HV&YP Manager explained that:
- Following the 2012 review of domestic abuse, the EIP service underwent restructuring and the number of IDVAs was reduced from 6.5 to 4 but increased to 4.5 in Autumn 2013 following funding by the Police and Crime Commissioner until March 2014 and Advocacy and Support workers increased from 1.8 to 5. However, with increased public health funding the number of Advice & Support workers was increased to 8.
 - Aurora New Dawn receives funding for half an IDVA post for Portsmouth.
 - Housing Officers enter local authority tenants' homes and so potentially could identify domestic abuse.
 - Through funding from Public Health an extra three Advice & Support Workers have been recruited and a further 30 specialist practitioners were trained across the workforce. With the on-going domestic abuse training this will increase capacity further.
 - Funding for the refuge does not include a child support worker.
- 13.8 The Housing Manager for Property Services, PCC explained that the 52 Housing Officers will manage smaller areas shortly so that they are empowered to take more action if required.
- 13.9 The Commissioning Manager, Assessment Services advised that the Social Work Matters Programme²¹ (a transformation programme aimed at improving capacity in Children's Social Care & Safeguarding and to locally implement key recommendations of the Munro Review²² which

²¹ <http://www.portsmouth.gov.uk/media/cab20121210r2.pdf>

²² www.gov.uk/government/uploads/system/uploads/attachment_data/file/175391/Munro-Review.pdf

reviewed child protection in 2012) led to the employment of more social workers, each frontline member of staff holding a lighter caseload, a higher retention rate, fewer families re-entering the system and a speedier access to court when necessary.

- 13.10 The Senior Commissioning Manager, Adult Social Care, Integrated Commissioning Unit explained that as the refuge no longer includes a child support worker, the new support service was tailored to include more work with children as well as the rest of the family as part of a co-ordinated response to help reduce risk and increase safety and independence, health and wellbeing. Specifically an extract from the specification states that the service is to 'include specialist staff support for children (including males under the age of 18) both in a supervisory role to assist the mother during her support sessions or when undertaking statutory obligations but also in a counselling and behavioural management role recognising children as witnesses to domestic violence incidents and the impact.'

The Cookie Crew.

- 13.11 The HV&YP Manager explained that the Cookie Crew was a weekly project that encouraged children aged between 5 and 11 years old who have witnessed domestic abuse to express themselves. The Preventing Youth Offending Project Team stopped running this when it was integrated into the Integrated Targeted Youth Service but Helping Hands is a similar programme.
- 13.12 An ex-service user explained that the Cookie Crew had been very useful for her children.

The Probation Service.

- 13.13 The Commissioning Manager, Portsmouth and Isle of Wight Local Delivery Unit, Hampshire Probation Service explained that:
- The probation service is currently changing the way it is run. Although details are not yet available, it is expected that low and medium risk offenders will be managed by community rehabilitation companies from Autumn 2014. He felt that the proposed payments by results would not discourage the probation service from liaising with the police.
 - The IDAP²³ was replaced by the BBR Programme²⁴ which aims to reduce the risk of re-offending and promote the safety of current and future partners and children. It has been well received. The IDA Module is a one to one session with a probation officer if group sessions are not appropriate. Since it started in April 2013, 19 offenders have completed the course in Portsmouth and 65 across Hampshire and the Isle of Wight.

²³ <http://www.ynyprobation.co.uk/files/IDAP.pdf>

²⁴ <http://www.westyorksprobation.org.uk/Our-Work/Domestic-Violence-group-Building-Better-Relationships/>

The Refuge.

- 13.14 The HV&YP Manager explained that although the number of beds at the refuge has recently been reduced from 22 to 16, the refuge now offers 70 hours per week outreach work to support victims to remain in their own homes.
- 13.15 The Senior Commissioning Manager, Adult Social Care and the Integrated Commissioning Unit explained that:
- The number of families able to be accommodated within refuge services has reduced from 19 to 16 units. There were previously 22 bedrooms available but some families occupied more than one bedroom. In addition, there is now more of a focus on preventative services with an additional 70 hours of outreach support available (including to single men or men with children).
 - Domestic abuse victims often bring their children with them to the refuge. The service specification states that all males under the age of 18 should be considered. This would be on a case by case basis depending on the individual (i.e. some 13 year old males can be quite intimidating to females, but some 17 year olds are quite placid).
 - There can be a lack of suitable move-on accommodation. For refuges this situation is complicated by the fact many people are from out of area and may want to go back to their place of origin.
 - An integrated service which is jointly commissioned by Supporting People, the Community Safety Partnership and Children's Services delivers security, support, advocacy and guidance to victims/survivors of domestic abuse and their children as part of a co-ordinated community response to help them achieve reduced risk and increased safety and independence, health and wellbeing amongst other related outcomes.
 - The main purpose of the service is to provide client led practical and emotional support to enable victims/ survivors of domestic abuse to gain the strength, confidence and skills necessary to allow them to move-on and rebuild their lives. The service will:
 - a. Provide flexible housing related support within a safe environment to both single adults and adults with children who are/have been victims of domestic violence;
 - b. Adopt a non-judgemental 'Think Family' approach, providing a holistic understanding of domestic abuse issues and inter dependencies i.e. employment, housing, support networks, school, education, substance misuse, offending etc;
 - c. Ensure that service users' views shape service delivery by employing various methods of consultation and involvement;
 - d. Demonstrate commitment to explore all future housing options available (not just local authority housing) on a case by case basis to find the 'best fit' for victims/survivors and their children;

- e. Demonstrate a culture of honesty, openness, continuous improvement and complaints learning;
- f. Not be anti-male – allowing and encouraging exposure to positive male role models;
- g. Include staff with skills around good communication and listening, counselling, enabling, legal and housing knowledge as well as an understanding of the dynamics of domestic abuse in families and in relationships without children;
- h. Include specialist staff support for children (including males under the age of 18) both in a supervisory role to assist the mother during her support sessions or when undertaking statutory obligations; but also in a counselling and behavioural management role recognising children as witnesses to domestic violence incidents and their impact.
- i. Include group work for mothers and children to build confidence, self-esteem empowering survivors to make their own decisions
- j. Work in partnership with the City's other Domestic Violence services, including Children's Centres, and be represented at the Domestic Abuse Review Project Group (or similar forum) on a regular basis;
- k. Work in partnership with volunteer support networks and peer support/buddy systems as well as with other providers of domestic abuse services in the area;
- l. Work with appropriate services to provide co-ordinated resettlement support for service users moving on to other services or accommodation, including returns home which will be specifically risk assessed

13.16 Aurora New Dawn secured funding to offer weekend support so there is now emergency practical support seven days a week.

Demand for Services.

13.17 The HV&YP Manager explained that the SPP is liaising with the third sector requesting that they contribute agency data towards the Annual Strategic Assessment to inform the level of need in the city. At present, most of the data comes from the police and referrals to the EIP. It is believed that the current figures are an under-estimate. Having an accurate idea of service demand, would benefit the commissioning process and would support voluntary agencies with their bids for funding.

13.18 The Domestic Abuse Forum explained that there are more opportunities for individuals to seek advice anonymously and to self-refer e.g. via websites like 'The National Centre for Domestic Violence'²⁵ and 'This is Abuse'²⁶ which is aimed at younger people.

13.19 The Safeguarding Inspector explained that there has been an increase in same sex couples reporting domestic abuse to the police. This

²⁵ <http://www.ncdv.org.uk/>

²⁶ <http://thisisabuse.direct.gov.uk/>

indicates that the gay community is feeling more confidence in the police's response.

Joint Working.

13.20 The Domestic Abuse Forum further explained that:

- It was not aware of any organisations that do not identify and refer cases of domestic abuse; however referrals could be more proactive and creative. Once agencies receive the referrals, they are good at acting on them.
- As different agencies have their own IT systems and no shared access to a database, there can be a lack of joined-up working which can lead to missed opportunities for valuable work. The Forum is currently looking at the shared system used by West Sussex County Council which enables services to access all the relevant information about families who are experiencing domestic abuse including health, interventions, court cases, markers on the property and safety concerns.
- Following a systems review which was completed in November 2013, work is currently underway to improve communication between agencies that support domestic abuse victims.

13.21 The HV&YP Manager explained that it might be useful to ensure that all the council's Service Level Agreements make clear the role and responsibility of those concerned to identify and refer domestic abuse victims where appropriate.

13.22 The Safeguarding Inspector explained that people with mental health illness often have substance misuse as well. There is a need for more support agencies to take a lead in resolving domestic abusive relationships.

14. Equalities Impact Assessment.

The recommendations in the report do not have an impact on people with any protected characteristics as described in the Equalities Act 2010. However, when the recommendations are being developed individual EIAs may be required. The recommendations could promote gender equality as although the majority of victims are women, it is recognised that some are men.

15. Legal Comments.

There are no specific legal comments save that all information shared by individual agencies is subject to the relevant elements of the DPA 1998 and as such each agency should be fully cognisant of its obligations as data controller/ processor both in respect to data it obtains and data that it shares. In addition the core values as espoused by the report will require to be initiated with full consideration of the Equality Act 2010 and as against a background of the general public sector equality duty being engaged with respect to the provision of all services.

16. Finance Comments.

The domestic abuse support services are provided by a variety of organisations and funded from a variety of sources. Most of these organisations are experiencing reductions to their future funding. This may create budgetary pressures and impact on services going forward.

APPENDIX ONE

Meeting Date	Witnesses	Documents Received.
16 July 2013	Bruce Marr, Hidden Violence and Young People Services Manager.	Scoping document. Domestic abuse commissioning strategy for Portsmouth - Safer Portsmouth Partnership, the Children's Trust Board and the Portsmouth Safeguarding Children Board.
17 September 2013	Gill Walton, Director of Midwifery, Portsmouth Hospitals' NHS Trust Debbie Hill, Public Health Lead Sarah Newman, Commissioning Manager Assessment & Intervention Children's Social Care and Safeguarding. Bruce Marr, Hidden Violence & Young People Service Manager	
16 October 2013	Sharon Furtado, Hidden Violence Team Manager Ex-Service User.	
5 November 2013	David Elkins, Safeguarding Inspector, Eastern Area Havant Police Station. Clayton Coombs, Commissioning Manager, Portsmouth and Isle of Wight Local Delivery Unit, Hampshire Probation Service Dr Elizabeth Fellowes, Clinical Executive, Portsmouth Clinical Commissioning Group Bruce Marr, Hidden Violence and Young People Services Manager.	

Meeting Date	Witnesses	Documents Received.
26 November 2013	<p>Bryan Stephenson, Safeguarding Lead, Adult Social Care</p> <p>Teresa O'Toole, Senior Housing Options Manager and Chair of the Multi-Agency Risk Assessment Conference Steering Group</p> <p>Shonagh Dillon, Chief Executive Officer, Aurora New Dawn Ltd</p> <p>Nigel Selley, Housing Manger, Housing and Property Services</p> <p>Bruce Marr, Hidden Violence and Young People Services Manager</p>	
20 January 2014	The panel attended the Domestic Abuse Forum meeting.	
29 April 2014	The report was signed off by the panel.	<p>Written evidence from: The Troubled Families Coordinator.</p> <p>The Senior Commissioning Manager, Adult Social Care, Integrated Commissioning Unit.</p> <p>The Sexual Health Lead/ Teenage Pregnancy Senior Officer.</p> <p>The Third Sector Partnerships and Commissioning Manager, Integrated Commissioning Unit.</p> <p>The Senior Independent Domestic Violence Advocate.</p>

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

APPROVED BY

THE SAFER PORTSMOUTH PARTNERSHIP 8TH DECEMBER 2011
THE CHILDRENS TRUST BOARD 19TH JANUARY 2012 and
PORTSMOUTH SAFEGUARDING CHILDREN BOAD FEBRUARY 2012

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Introduction

A review of domestic abuse services in Portsmouth was commissioned by the Safer Portsmouth Partnership (SPP) and the Children's Trust Board (CTB) as a result of changes to funding regimes and service restructures forced by cuts to public service budgets. The 10 stage commissioning process²⁷ began in April 2011 supported by a multi-agency review group chaired by Rachael Dalby, Head of Community Safety. See appendix 2 for the definition of domestic abuse and the scope of the review.

Statutory responsibilities in relation to survivors of domestic abuse and their children are limited, to domestic homicide, child protection and patient safety. However, domestic abuse has been identified as the main driver for violence in the city and a significant driver for the numbers of children with child protection plans and those looked after by the City Council. Reducing the harm caused by domestic abuse has been a priority for the Safer Portsmouth Partnership for the past 10 years and is recognised as a priority for the Children's Trust and the Local Safeguarding Board.

The purpose of providing domestic abuse services is to keep women and children safe from abuse and harm and to ensure that perpetrators take responsibility for their actions and change their behaviour.

Process

Various documents including local and national data analysis, evidence base for what works to address domestic abuse and to keep children safe, consultation reports and desk top research have been produced and progress reports presented to both partnerships over the past 8 months. These are available on request. Further multi-agency work is planned during the implementation stage of the review.

This document focuses on summarising the strategic approach and broad recommendations for discussion and approval by the Safer Portsmouth Partnership, Children's Trust Board and the Portsmouth Children's Safeguarding Board (PCSB). The recommendations take account of the outcome of the 'deep dive' exercise undertaken by the LSCB as a result of a Serious Case Review earlier in the year.

The development of new priorities over the past 12 months by the Children's Trust provides an excellent opportunity to 'thread' domestic abuse through each priority to ensure that the joint responsibilities of all three partnerships area addressed.

²⁷ Appendix 1

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Glossary of terms

SARC	Sexual Assault Referral Centre	RASSO	Rape and Serious Sexual Offences
HBV	Honour based Violence	CPS	Crown Prosecution Service
SDAC	Specialist Domestic Abuse Court	IDAP	Integrated Domestic Abuse programme
IDVA	Independent Domestic Violence Advocate	IDAM	Individual Domestic Abuse Module
MARAC	Multi Agency Risk Assessment Conference	MAPPA	Multi-agency Public Protection Arrangements
LGBT	Lesbian Gay Bisexual and Transgendered	CSP	Community Safety Partnership
PARCS	Portsmouth Area Rape Crisis Service	FIP	Family Intervention Project
CYP IDVA	Children and Young Persons Independent Domestic Violence Advocate	DAU	Domestic Abuse Unit (Police)
BAMER	Black, Asian, Minority Ethnic and Refugee	CHMHS	Child and Adolescent Mental Health Service
DASH	Domestic Abuse Stalking Harassment and Honour Based Violence	CAF	Common Assessment Framework
ISVA	Independent Sexual Violence Advocate		

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Current and future demand for services

The numbers of incidents set out below only take account of incidents reported to the police and are an under estimate because of the high likelihood of under reporting. Not all incidents will be recorded as a 'crime' but all incidents will require a response. Demand is likely to increase as a result of the economic climate and if front line services improve risk assessment and referral processes.

Demand for adult support services (Tier²⁸ 1-4)

- 4300 police recorded incidents per annum
- 10% high risk (430)²⁹
- 45% approx medium (1935)
- 45% approx standard risk (1935)

Demand for children and young people's support services (T1-4)

It is difficult to provide an accurate picture of demand for support services for children and young people because it is not possible to extract the data from the current IT systems easily. Service improvements are planned in relation to this.

- A snap shot of cases open to Children's Social Care in June 2009³⁰ found that domestic abuse was identified by social workers as a significant feature in 42.31% (586n) of the 1385³¹ open cases. Currently, due to IT recording issues, we do not know exactly how many children are involved in each case in order to estimate likely demand for children's support services.
- In 2010/11 65% of Child Protection plans (c117) involve domestic abuse.
- Of 28 new high risk cases managed at MARAC in September 2011, 56 children were involved.

The following diagrams show current demand against current services for survivors, children and perpetrators, highlighting the gaps identified by the review process.

²⁸ See appendix 2 – Tiers of service

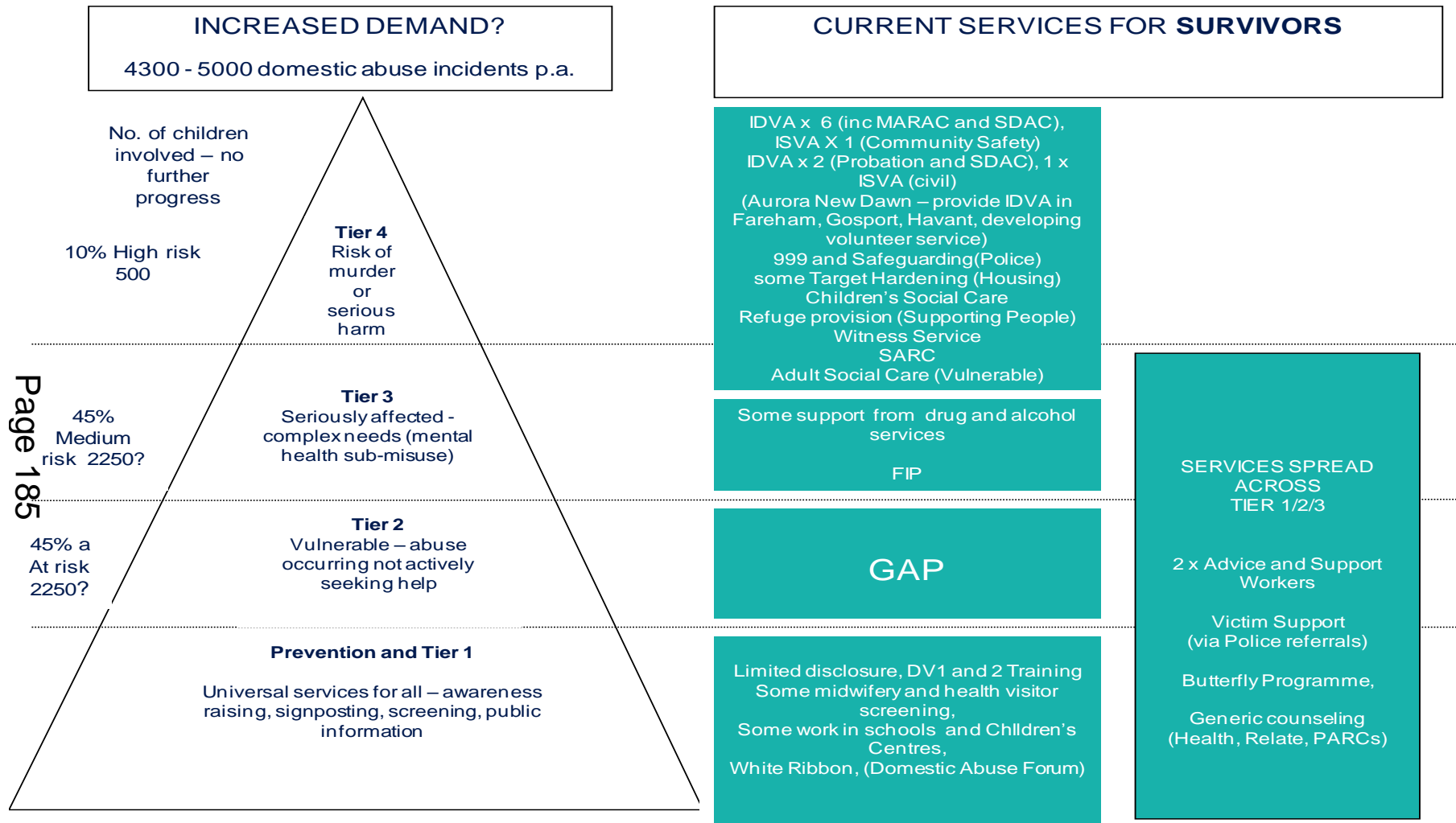
²⁹ Accurate police data will be available monthly from November 2011

³⁰ Sarah Lewis and Tracy Cross, 7.9.09

³¹ Each case = one child, not one family

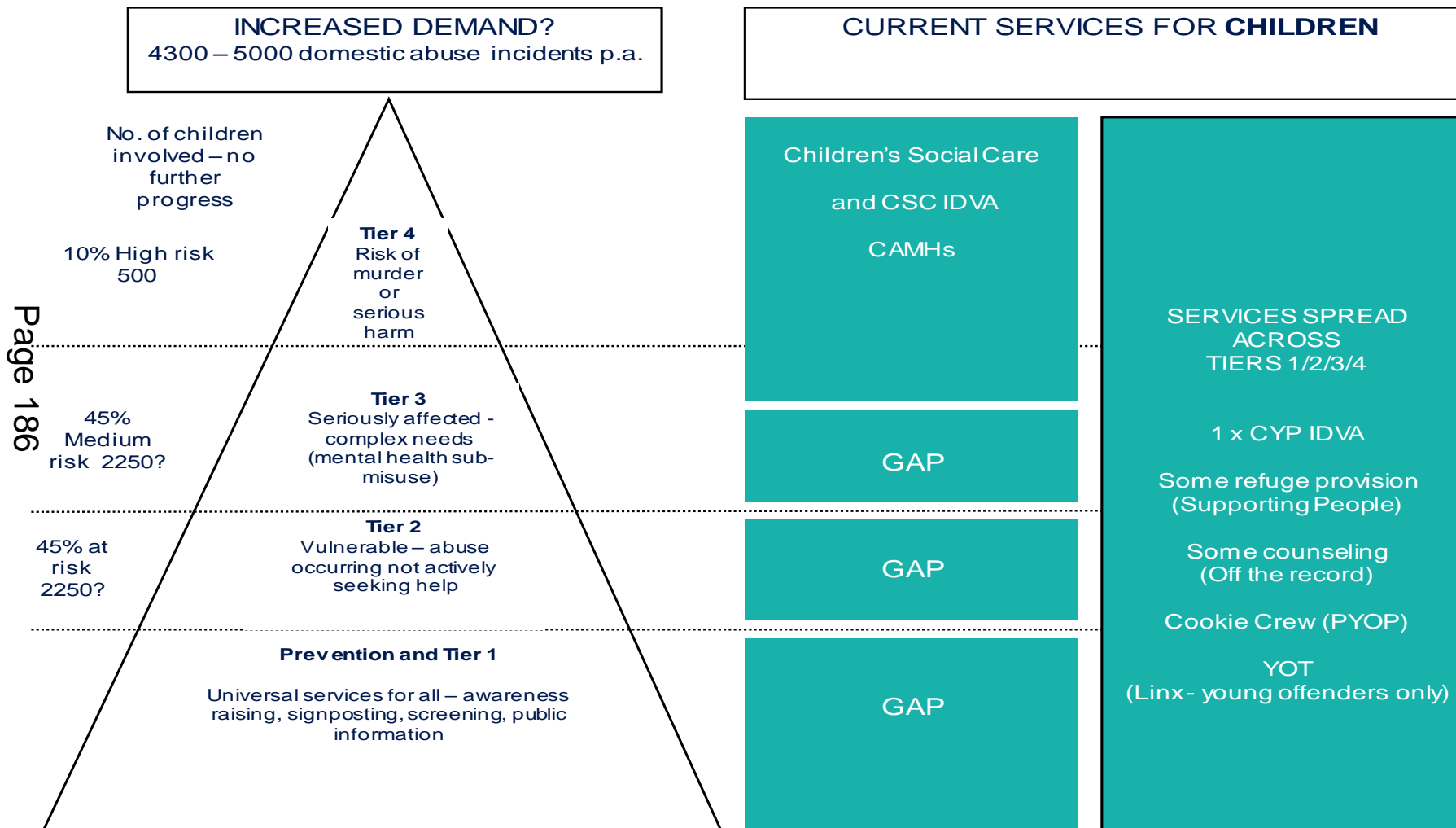
DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Figure 1: Current demand 'v' current services



DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

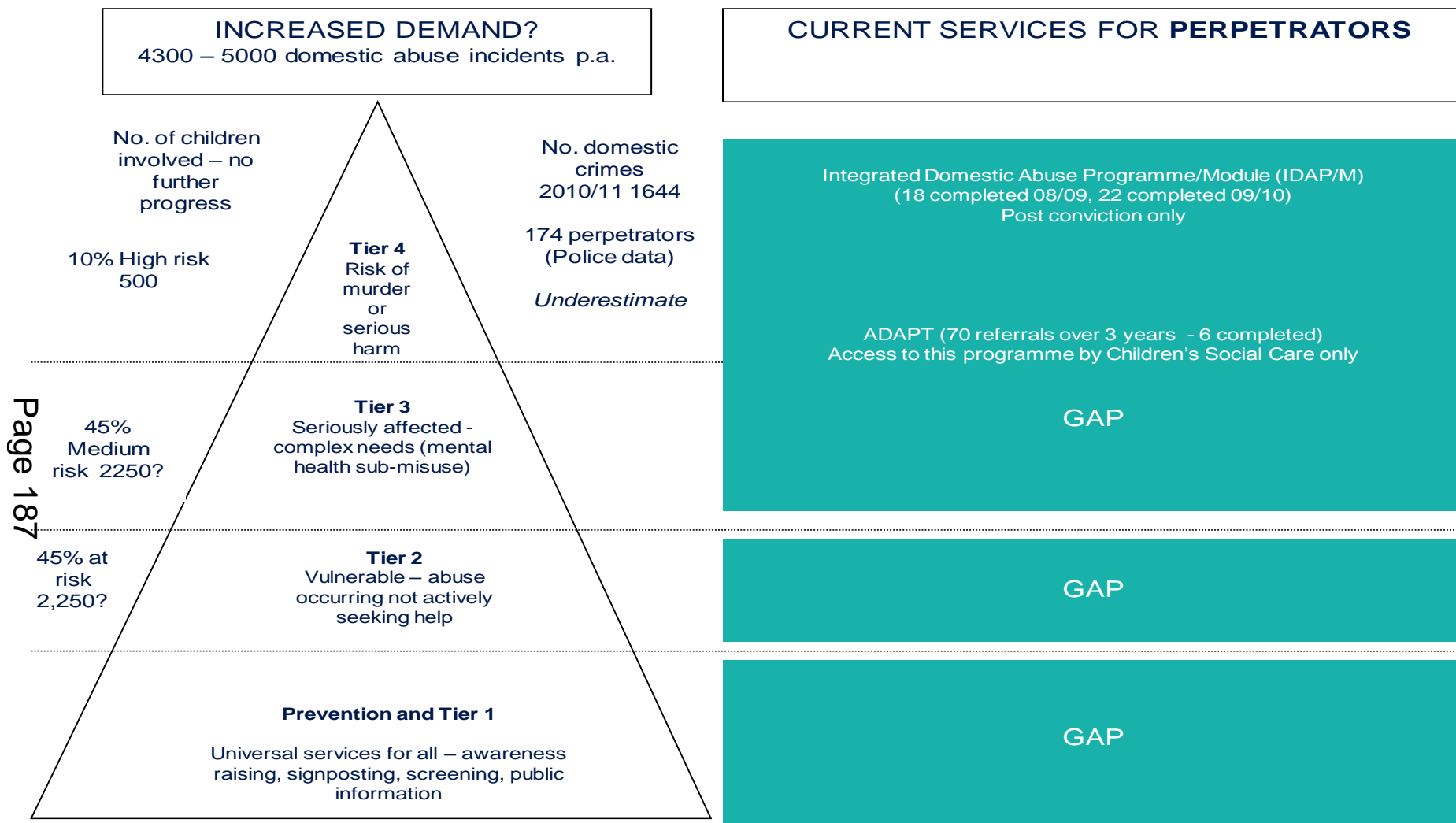
Figure 2



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DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Figure 3



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‘Co-ordinated community response’, improvement priorities and tiers of service and costs

The review team found that a multi-faceted, multi-agency response is more likely to improve capacity across sectors and agencies and deliver early intervention, saving time and money down the line. Agreeing a ‘co-ordinated community response’ acknowledges the importance of early intervention as one part of the response; other elements - prevention, support for all levels of risk, support for children, refuge provision, programmes for perpetrators, sanctuary measures, enforcement – are of equal importance.

It is recognised that resource constraints may prevent the delivery of some elements. However, it is important to take account of the long term impact of this. For example, failure to model healthy relationships and improve understanding of the nature of domestic abuse with young people will not help to reduce future demand for specialist services. Not investing in a community perpetrators programme means only a tiny minority of perpetrators will be able to access probation’s statutory Integrated Domestic Abuse Programme (IDAP) and are likely to go on to abuse again. As well as addressing each of the elements above, we need to address the demand in relation to the 4 tiers of service required. Tiers of service – T1 universal → T4 high risk - were identified for the service mapping phase of the review and are attached as appendix 3. Mapping the need/demand against services is helpful to identify gaps, but some caution is needed as many services will work across more than one tier. Gaps in current services have been identified in relation to T2, T3 services, services for children and perpetrators.

One of the drivers for the review is to reduce demand into high cost, high risk services. We estimate the current spend in the city to be in the region of £750k with further resource in ‘below the line’ mainstream budgets across partner agencies that could be ‘bent’ to address the gaps in service identified above.

Strategic approach

- Co-ordinated community response – Each agency should be aware of their role in responding to domestic abuse. Identify the importance of separate services but building in flexibility to package and procure some services together to realise economies of scale and get better value for money.
- Raise awareness and understanding of what domestic abuse is among young people and the general population and encourage people to come forward to seek support at an early stage.
- Ensure front line staff can identify domestic abuse (it is not just violence) and are confident in assessing risk to reduce the demand for high risk services.

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- Include awareness raising and risk assessment in relation to domestic violence, substance misuse and mental health in current safeguarding program and undertake an audit to identify skills, numbers and training needs. Training will start with managers.
- Keep high risk support services, (including Honour Based Violence) (T3/4) as currently provided but manage demand differently to enable referrals from all city services provided risk assessment completed.
- Create capacity to support medium and standard risk cases (T2) by shifting some resources from IDVA ³²posts to Advocacy and Support posts, requiring key services such as social care staff, housing officers, tenancy support officers, Children's Centre workers, to train existing staff to deliver T1/2 support.

What do other similar areas do?

- **Southampton/Hampshire Constabulary** recently reviewed their domestic abuse services (2010). They now have 5 IDVAs (4 for the MARAC and 1 for the SDAC) each hold a caseload, T2 support provided by 3/4 specialist workers from different organisations, Victim Support provide T1 support (see appendix 5)
- **Bristol/Avon and Somerset Constabulary** have a Joint Commissioning Group for Domestic Violence and Abuse responsible for commissioning community support services, survivor group work programme and stopping violence programme (perpetrators), IRIS project (work with GPs), new domestic abuse strategy in development that includes actions in relation to education, training, communications campaigns and support services for children.
- **Plymouth/Devon and Cornwall Constabulary** reconfigured services 5 years ago, now single provider (Carr Gom), jointly commissioned by Supporting People, Community Safety Partnership and Children's Services delivering support, advice and guidance to victims/survivors of domestic abuse and their children, 'co-ordinated community response' approach including 5 x IDVAs with caseload of 129, medium and standard risk supported by Victim Support, housing related support to 11 purpose built refuge units and 13 purpose built dispersed units, time limited resettlement support, probation service seeking funding for pilot to look at behaviour change in perpetrators, volunteer co-ordinator.
- **Milton Keynes/Thames Valley Police** – Police Domestic Abuse Unit (10 staff inc 5 Police Constables), centralised Public Protection Unit (similar to plans for Hampshire), support services (including 3 x refuges) contracted out to MK Act (formerly Milton Keynes Women's Aid), £350,000 contract up for re-tender next year, developing children's services, jointly commissioned perpetrator's programme with Buckinghamshire County Council delivered by Respect (national charity providing accreditation for perpetrators programmes).

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Costs of domestic violence

The most recent research puts the national cost of domestic abuse at £15.7bn per annum (Walby 2008). This is recognised as an under estimate because public services do not collect information on the extent to which their services are used as a result of domestic violence. The cost of domestic homicide is estimated at £1,458,975 for each death. The national cost of the homicides alone could have amounted to around £167,782,125 in 2009/10 (115 homicides).

Using Walby's model (approx £13,000³³ per case), the number of incidents in 2010/11 and if we assume a repeat rate of 50% the total cost to Portsmouth city could be as much as £27.9million.

Value for money and 'invest to save'

There are no immediate savings envisaged by the review, but shifting focus from T3/4 services to T1/2 will produce savings in the long term by allowing earlier intervention reducing demand for high risk services.

An evaluation of IDVAs in 2009³⁴ found that abuse completely stopped in 67% of cases (not just high risk cases) where there was intensive support from an IDVA service including multiple interventions. Analysis over past 12 months shows very similar figure for current Portsmouth IDVA service - 67.9% risk reduction.

CAADA's report *Saving Lives, Saving Money*³⁵ worked out the average cost of supporting a high risk victim of domestic abuse to be £20,000³⁶ p.a. The report also established that for every £1 spent on a MARAC, £6 is saved to public services. The report goes on to say, 'early analysis shows that following intervention by a MARAC and an Independent Domestic Violence Advisor* (IDVA) service, up to 60% of domestic abuse victims report no further violence'. In Portsmouth this figure is 70%³⁷.

There were 117 children on child protection plans where domestic abuse was involved. If we intervened earlier in just 17 of these cases we could save over £100,000 per annum in costs to children's social care.

³³ Walby 2008 <http://www.homeoffice.gov.uk/publications/crime/DHR-EIA?view=Binary> including costs to the criminal justice system, human and emotional costs, lost economic output but not including costs to social care vulnerable adults, the human cost to children (changing schools etc).

³⁴ <http://www.henrysmithcharity.org.uk/documents/SafetyInNumbers4keyfindingsNov09.pdf>

³⁵ http://www.caada.org.uk/research/Saving_lives_saving_money_FINAL_REFERENCED_VERSION.pdf

³⁶ This estimate has been based upon three typical high risk victim case studies that would be heard at MARAC. The number of contacts with public agencies over the course of one year has been calculated for each case study, and unit costings per contact applied. A weighted average case study was then produced, with an average number of contacts with public agencies and average associated costs of £20,000.

³⁷ The rate of repeat victimisation of those subject to the MARAC process is 30%.

Outcomes for improvement

The Safer Portsmouth Partnership has monitored performance in relation to domestic violence for many years. However, this has been mainly limited to the impact of high risk services. Measures currently monitored are marked with an * and specific targets for all outcome measures will be agreed with appropriate agencies as part of the implementation stage.

- Monitor the % of children aged 6 to 16 receive health relationship awareness training
- Improve awareness and access to services
- Increase in number of people accessing services
- Reduced rate of repeat victimisation for cases subject to MARAC*
- Reduced risk for 60% of cases accessing support (T2/3)
- Increase in referrals to MARAC from agencies other than EIP and Police
- Improve outcomes for families with multiple problems – secondary indicator for Priority B
- Less children taken into care because of domestic abuse
- Increase conviction rate for domestic abuse crimes (in development using data from specialist domestic abuse court (SDAC) and police)*
- Increase success rate of perpetrators programmes – IDAP³⁸, IDAM, other perpetrator programmes*
- Quantify long term savings to public services

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Commissioning decisions

The following commissioning decisions **will be developed into work packages for implementation.**

Process improvements

A process workshop to be scheduled to take account of changes in police process, involving the original group of practitioners. This will seek to **simplify current processes in relation to risk assessment and access to all specialist services.** The workshop will focus on issues such as how the existing processes fit with the introduction of the DASH risk assessment as well as proposals for enabling self-referral.

Service improvements and remodelling

Some service improvements have already been implemented during the review, others are planned by partners. Lead officers will be appointed for each element and progress monitored by the SPP/CTB. For example:

³⁸ Integrated Domestic Abuse Programme/Module

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

- Children's Social Care - Joint Assessment Team to manage inappropriate referrals of which approx 50% will involve domestic abuse, improved recording practices, continued investment in specialist support for staff,
- Community Safety Team - achieve MARAC accreditation, maintain investment in specialist high risk support and re-design service to manage demand
- Police – plan to reduce duplication and improve service by centralising referrals.
- Local authority housing - tenancy agreements reference domestic abuse, consider increasing budget available for sanctuary project
- Probation Trust – plan to use probation 'prohibited activity' orders more effectively in domestic abuse cases, increase capacity of IDAP programme to include prolific offenders not prosecuted for domestic abuse offences and this group is currently not eligible for IDAP.
- Family Nurse Partnerships, increased number of health visitors, workshop with primary care team

Workforce development

Tackling domestic abuse is the responsibility of everyone who works in public service delivery, including the voluntary and community sectors. Great strides have been made over the years in enabling the public sector workforce to understand their role and responsibilities around protecting children from harm. This process must now be replicated for domestic abuse. The review recommends carrying out an exercise to clearly define the skills, knowledge and competencies of paid and unpaid front line workers and managers who work with and around children and adults so **staff are able to identify domestic abuse, assess risk, plan for services and share information appropriately.**

Quick wins could be achieved by 'tweaking' the current integrated working and safeguarding training programme to enhance the domestic abuse specific input to include handling disclosure, risk assessment (DASH) and early intervention in addition to rolling out training children and adults workforce to **create incremental capacity to provide advice and guidance at T1/2.**

The issue of quality control and supervision may need to be addressed by partner agencies training their staff.

Services to retain and grow

Results of consultation with practitioners and survivors, performance data and independent evaluation recommend that we **retain, support and continue to invest in current T4 specialist services** retaining the following services:

- Independent Domestic Abuse Advocates (IDVAs) and Independent Sexual Violence Advocates (ISVAs)
- Advocacy and Support Workers
- Children and Young People's IDVA
- MARAC process

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

- Butterfly Programme³⁹
- Domestic violence awareness raising training programmes
- Police Domestic Abuse Unit (subject to internal Police review)
- Portsmouth Domestic Violence and Abuse Forum (PDVA)
- White Ribbon Campaign (run by PDVA)

Services for children (group work and 121 support) suffering or witnessing domestic abuse were acknowledged as valuable by practitioners and young people but severely under-resourced given the current and future demand. This finding was reinforced by the Portsmouth Safeguarding Children Board 'deep dive' exercise and a more detailed 'sub-review' is required to identify precise need.

Services to stop or change

Contracts for the current women's refuge and single women's service, (both provided by The You Trust) and the ADAPT perpetrators programme (Hampton Trust), come to an end next year and the **re-shaping and re-commissioning of both these services is recommended to address T2/3 demand.**

New or re-designed services

Perpetrator Programme – re-design and commission community perpetrator programme and peer support programme.

Refuge contract – redesign and retender T3 services including refuge provision, specialist counselling, peer/volunteer support programmes for survivors and perpetrators.

Communications campaign - sustainable 'drip, drip' communications campaign, ideally across Hampshire, designed to improve understanding and raise awareness, targeted at young people as well as friends and family of survivors, highlighting the impact on children and young people

There are also a number of opportunities provided by the development of **Children's Trust commissioning plans** that have been discussed with commissioning leads:

Priority A - continued delivery of the 'Butterfly Programme' in Children's Centres, training of staff (midwives, health visitors and outreach staff) to increase support and advice at T2 as noted above.

Priority B - domestic abuse to be included as one of the secondary indicators and provision for domestic abuse specialist included in the re-commissioning of the co-located Family Intervention Project.

³⁹ Group work programme for survivors of domestic abuse

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Priority C – re-design and delivery of PSHE programme across all primary and secondary schools via the Schools Strategy, to include clear understanding of healthy relationships and domestic abuse.

Priority D – once re-configured, youth service staff to be trained as above to increase capacity at T2

Priority E – extend the focus of all intervention and safeguarding processes on domestic abuse (including ‘honour’ based violence), substance misuse and mental health - the ‘toxic trio’ - in order to trigger early intervention. ‘Tweak’ Integrated working and Safeguarding Training Programme to reflect the above.

‘Co-ordinated Community Response’

Given current and future demand, this table sets out the recommended model for domestic abuse services in Portsmouth.

Page	<i>Recommendation</i>
A	PREVENTION AND TIER 1 SERVICES
A1	(T1) design and delivery of prevention and raising awareness via PSHE programme as part of comprehensive package in schools (5-19 yrs)
A2	Long term communications strategy to advertise and improve access to services (seasonally/event targeted to improve awareness and access to services among LGBT and vulnerable adults).
A4	Update current Safeguarding and Integrated working programme for all those working with children and families to include specific focus on domestic abuse (identification and risk assessment), substance misuse and mental health as main risks, including Lead Professional Role.
A3	T1 Training programme for priority selected front line services (see appendix 4 for list and suggested priorities) – handling disclosure, risk assessment, T1 support and referral to specialist services
B	TIER 2 SERVICES
B1	T2 Training Programme – Learning and Development (PCC) continue to fund annual training programme DV1 (early identification and support), and DV2 (working with families)
B2	Advocacy and Support Workers provide support to standard risk cases (T2) 121 meetings, outreach, max 1 month, delivered in a variety of settings including Children’s Centres, Social Care, Housing Offices, Priority D youth hubs. Improve Police response to ‘low/medium’ (T2) risk domestic abuse cases reported to police in Hampshire referred automatically to Victim Support unless client opts out. Approx 800 referrals from Portsmouth 2011 with very low take up of on-going support (9 cases).

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

	<i>Recommendation</i>
C	TIER 3 AND 4 SERVICES
C1	Extend Think Family pilot to address domestic abuse (T3)
C	TIER 3 AND 4 SERVICES (cont'd)
C2	<p>Services for children (T2/3/4) including specialist counselling) – retain current Children’s IDVA and provide additional resource to meet current demand.</p> <p>Provides specialist 121 support, group work for children 5-18, Cookie Crew taking referrals from Children’s Centres, Social Care, MARAC, EIP, Schools.</p>
C3	<p>MARAC and IDVA service: 4 x IDVA for MARAC 1 x IDVA for Specialist Domestic Abuse Court (40k) 1 x CYP IDVA 1 x ISVA 1 x Snr IDVA 1 x MARAC Co-ordinator</p>
C4	<p>Police Domestic Abuse Unit All high risk cases referred to MARAC for IDVA support.</p> <p>New Police structure and processes to be confirmed</p>
C4	Refuge service (T3/4) – including peer support programme, Advocacy and Support workers, specialist staff support for children and adults (including young males), counselling and group work for mothers and children, move on support
C5	Housing Sanctuary scheme (T3/4) – Housing Service provides full range of security services for all victims (local authority and private).
C6	<p>Counselling service and group work for survivors (T1-4) – specialist domestic abuse counselling as part of PCC’s existing services (currently being re-commissioned).</p> <p>Continue to deliver Butterfly Program in Children’s Centres and refer clients to PCT’s Talking Changes counselling service</p>
C7	Community perpetrators programme – based on IDAP model, for up to 50 male perpetrators and 10 female including on going peer support and support for partners during programme.

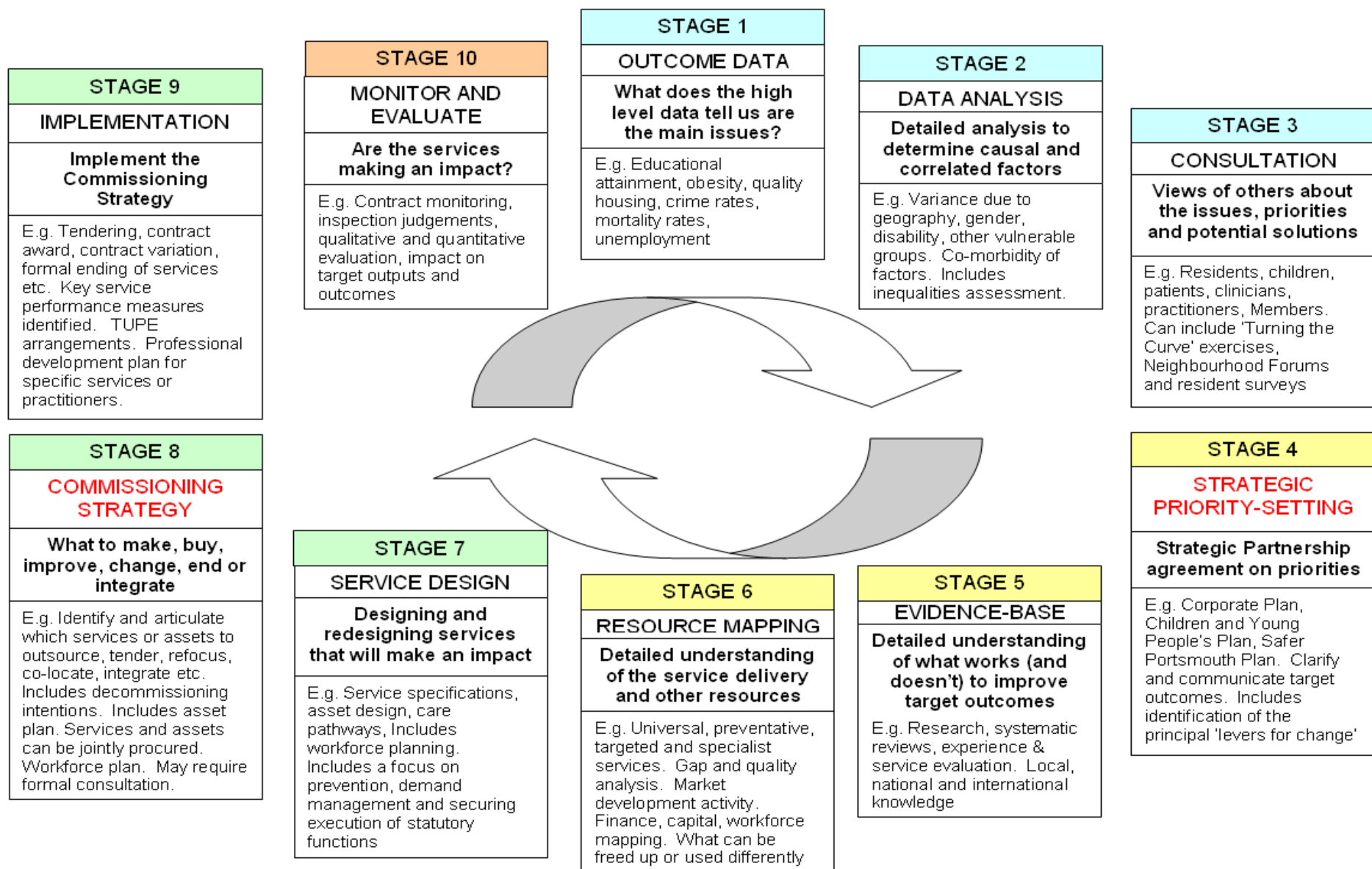
DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

	<i>Recommendation</i>
C8	IDAP and IDAM Perpetrators programme – as currently provided by Hampshire Probation Trust

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Appendix 1

COMMISSIONING FRAMEWORK FOR PORTSMOUTH—SEPTEMBER 2010—SAFER PORTSMOUTH PARTNERSHIP AND THE CHILCHILDREN'S TRUST BOARD



Appendix 2 - Definition and scope

1. Definition

The Government defines domestic abuse as ‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality’. This includes issues of concern to black and minority ethnic and refugee (BME&R) communities such as honour based violence (HBV), forced marriage and female genital mutilation.

Women’s Aid take this definition further and state ‘domestic violence is physical, sexual, psychological or financial violence that takes place within an intimate or family-type relationship and that forms a pattern of coercive and controlling behaviour...domestic violence may include a range of abusive behaviours, not all of which in themselves are inherently violent’ (extract from SPP DA Strategy 2009-12). This definition would include children and young people under the age of 18.

It is understood that the national Association of Chief Police Officers (ACPO) are currently considering extend their definition of domestic abuse from ‘adult’ to ‘16+’.

As the definition of domestic abuse begins to include children and young people, so links with and responses to other forms of child abuse, such as child sexual exploitation become more relevant.

2. Review Scope – Version 2 (12 May 2011)

Aim

- To develop a clear commissioning strategy to reduce the incidence and impact of domestic abuse
- To ensure existing Safer Portsmouth Partnership and Children’s Trust Plan strategies are fully aligned with the recommendations of the Domestic Abuse Commissioning Strategy

Scope

- Domestic abuse as it affects any resident in Portsmouth including those with and without children.
- The review will include the impact of all service delivery, not just specific domestic abuse services

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Method

- Using the Portsmouth Commissioning Framework and accompanying project planning tool
- The review will include pathway analysis approach to ensure identification, assessment and planning processes are aligned

Governance

- To report to the Safer Portsmouth Partnership and Children’s Trust Board
- To report to PCC Cabinet

Appendix 3 – Tiers of Service

- Tier 1: Universal services for all – awareness raising, signposting, screening, public information
- Tier 2: Vulnerable: support and information where abuse occurring but victims not actively seeking help
- Tier 3: Complex – lives seriously affected by domestic abuse, co-existing substance misuse/mental health issues, emergency housing, Multi-agency Risk Assessment Process (MARAC) Multi-agency Public Protection Arrangements (MAPPA)
- Tier 4: Risk of death or serious harm – subject to MARAC/MAPPA, Police intervention, legal protection, child/adult protection, refuge

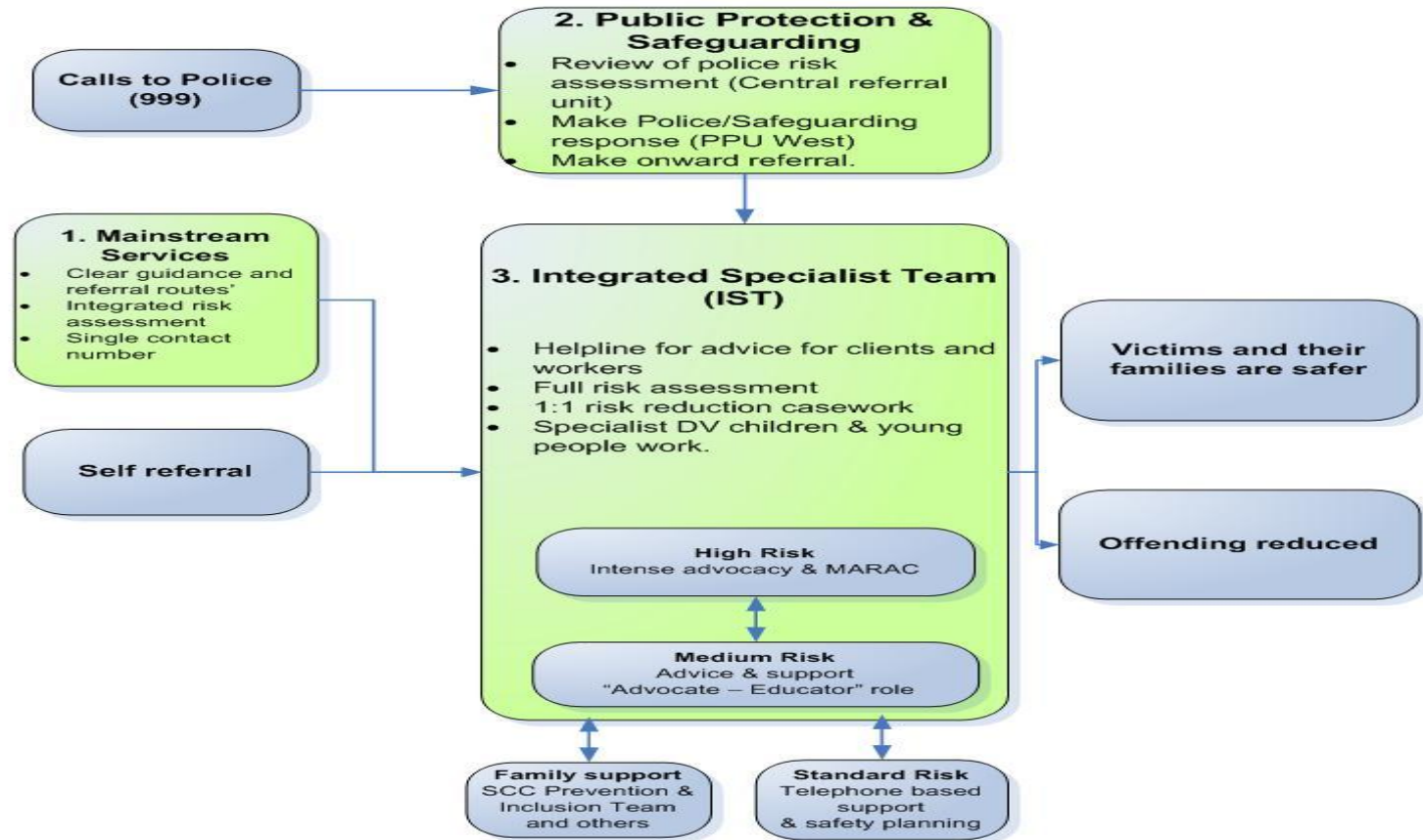
Appendix 4 – Training front line staff (*suggested priority groups for 2011/12)

Help Desk Staff	GPs*	Youth Workers	Looked After Children Staff
Housing Officers and front desk staff	PCSOs?	Adult Social Care staff	Tenancy support workers
Midwives*	Community Wardens	Teachers	Voluntary sector services (which?)
Health Visitors*	Children’s Social Care*	Children’s Centre staff	Hampshire Family Mediation

DOMESTIC ABUSE COMMISSIONING STRATEGY FOR PORTSMOUTH

Appendix 5

Southampton Domestic Violence Total Place Model 2011



Other specialist services e.g.
Refuge provision, support groups & perpetrator work also work with the new teams.

GLOSSARY

BBR	Building Better Relationships.
CAADA	Coordinated Action Against Domestic Abuse.
CCG	Clinical Commissioning Group.
CTB	Children's Trust Board.
CYP IDVA	Children and Young Persons' Independent Domestic Violence Advocate.
DASH	Domestic Abuse, Stalking and Honour Based Violence
DfE	Department for Education.
EIP	Early Intervention Project.
FNP	Family Nurse Practitioner.
HV&YP Manager	The Hidden Violence & Young People Manager.
IDAM	Individual Domestic Abuse Module.
IDAP	Integrated Domestic Abuse Programme.
IDVA	Independent Domestic Violence Advocate.
IRIS	Identification & Referral to Improve Safety.
ISVA	Independent Sexual Violence Advocate.
LGBT	Lesbian, Gay, Bisexual and Transgendered.
LSCB	Local Safeguarding Children's Boards.
MARAC	Multi-Agency Risk Assessment Conference.
MESC	Monitoring, Evaluation Scrutiny Committee.
PARCS	Portsmouth Abuse and Rape Counselling Service.
PCC	Portsmouth City Council.

PCSB	Portsmouth Children's Safeguarding Board.
PHT	Portsmouth Hospitals' NHS Trust.
PSHE	Personal, Social and Health Education.
SDAS	Southern Domestic Abuse Service.
SPP	Safer Portsmouth Partnership.
The Safeguarding Inspector	The Safeguarding Inspector, Eastern Area Havant Police Station.

Agenda Item 8



Portsmouth
CITY COUNCIL

Agenda item:

Decision maker: Cabinet

Date of Decision 10th July 2014

Subject: Site Allocations Document :
Additional Sites Consultation - Land in Milton

Report by: City Development Manager

Wards affected: Milton

Key decision (over £250k): No

1. Purpose of report

1.1 To approve the attached consultation material on major sites in Milton for public consultation.

2. Recommendation

2.1 The Cabinet is recommended to:

- i. **approve the Milton Sites consultation document (attached as Appendix A) for public consultation;**
- ii. **authorise the City Development Manager to make editorial amendments to the consultation document prior to publication, in consultation with the Cabinet Member for Planning, Regeneration and Economic Development. These amendments shall be restricted to correcting errors and formatting text and shall not alter the meaning of the document**

3. Background

3.1 The Portsmouth Plan, adopted in January 2012, sets out development targets for the city up to 2027. The Portsmouth Plan identified some strategic sites for development such as Tipner, Port Solent and the City Centre, however additional sites need to be identified to demonstrate how the city council will meet its development targets.

3.2 The Site Allocations plan identifies these additional sites. The plan has three main roles:

- To identify sites and land available for development and to set out what the land should be used for;

- To identify areas in the city to be protected from development (i.e. open space, nature sites, employment areas, community uses); and
- To include additional development management policies.

3.3 A first round of consultation on site allocations took place in the summer of 2013. The next planned step was to produce a final version of the plan before submitting it to the Secretary of State for examination. However, in the meantime, it has come to light that further land in the Locksway Road area of Milton is likely to come forward for development during the plan period. The sites here are likely to yield significant numbers of dwellings and therefore should be included in the site allocations document so they can be properly planned for. There is a requirement to consult on proposed allocations. For this reason it is proposed to insert a targeted consultation for the additional sites before moving forward with the whole Site Allocations document in the autumn of 2014.

4. Proposed Additional Site in Milton

4.1 The consultation is to cover two sites at the eastern end of Locksway Road:

New site

4.2 **St James's Hospital** - The Solent NHS Trust have announced that they are to sell the main building and the hospital grounds as they have become surplus to requirements.

Amended site

4.3 **The University of Portsmouth Langstone Campus** - This site was included in the 2013 consultation, but with a smaller site boundary (site Reference 70028). To reflect the fact that the campus includes both the buildings and the adjacent playing fields, both are now included in the site boundary. It should be noted, however, that the open space is protected both through local policy and European regulations on nature conservation, and it is not expected that the amount of development will increase as a result of this boundary change.

4.4 Together these sites have the potential to accommodate a very significant number of dwellings (approximately 545), which will significantly alter the character of the area. Unlike many sites in this densely built up city these sites would be able to provide much needed family housing.

5. Next steps

5.1 If the document is approved it is proposed to carry out a public consultation during July and August, involving writing to local residents and other interested parties;

meetings with interested individuals/groups; public exhibition in the vicinity of the sites; documents on the PCC website.

5.2 The consultation responses will be reported back to Cabinet & Council in September 2014 together with a proposed final version of the site allocations plan, which itself will be subject to consultation ahead of being submitted to the Secretary of State for examination.

5.3 Adoption of the Site Allocations is planned for the summer of 2015.

6. Reasons for recommendations

6.1 The regulations require a specific process in producing DPDs and state that consultation must be carried out.

7. Equality Impact Assessment (EIA)

7.1 A full EIA will be required for the full Site Allocations plan.

8. Legal Service Comments

8.1 Preparation of the Council's Development Plan Documents, including the process of public consultation, is regulated in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. Publication, consultation with appropriate stakeholders, and receiving and considering relevant representations are necessary steps towards adoption, and the report and recommendation support compliance with the Council's statutory obligations as Local Planning Authority.

9. Head of Finance Comments

9.1 The costs of the consultation recommended within this report will be met from within existing cash limited resources.

.....
Signed by City Development Manager

Appendices: Appendix A – Draft Site Allocations - Milton Sites

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Sustainability Appraisal	Planning Services

The recommendation(s) set out above were approved/ approved as amended/ deferred/
 rejected by on

.....
 Signed by:

Site Allocations: Locksway Road, Milton

Further proposed site allocations - July 2014

www.portsmouth.gov.uk



Portsmouth Plan
Further Proposed & Amended Site Allocations
At Locksway Road, Milton
St James's Hospital & University of Portsmouth Langstone Campus

Available for public consultation from 11 July to 22 August 2014

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Licence number 100019671.

This consultation is to inform a partial review of the Portsmouth Plan and is being conducted in line with Regulation 18 of the Town
and Country Planning (Local Planning (England) Regulations 2012.

We are identifying land for development across the city, and are suggesting one additional and one amended site in the Locksway Road area of Milton.

The story so far

The Portsmouth Plan was adopted by the city council on 24th January 2012. This set out the overall development needs of the city up to 2027 and highlighted strategic sites for development. We have now identified smaller sites across the city that we consider to be suitable for development and likely to come forward during the plan period. The first round of consultation on these proposals took place during the summer of 2013. Since then, another key sites and additional information have come to our attention, so before the final plan is put together and submitted to the government for inspection, we are now consulting on these sites.

The sites

New site

1. **St James's Hospital** - The Solent NHS Trust have announced that the main building and some of the hospital grounds have become surplus to requirements. The eastern part of the site will remain in healthcare use, while the remainder of the site is now owned by NHS Property Services and will become available for development within the next 5 years.

Amended site

2. **The University of Portsmouth Langstone Campus** - This site was included in the 2013 consultation with a smaller site boundary (site ref. 70028). To reflect the fact that the campus includes both the buildings and the adjacent playing fields, both are now included in the site boundary. However, the open space is protected both through local policy and European regulations on nature conservation, and the city council is not increasing the number of dwellings in this allocation as a result of this boundary change.

Together these sites have the potential to accommodate a substantial number of dwellings, which will significantly alter the character of the area. Unlike many sites in this densely built up city these sites would be able to provide much needed family housing.

Over to you

We would like your views on the proposed sites. In particular,

- Have we proposed the most suitable use for these sites?
- Have we identified the main development considerations and constraints, or should we point out any others to prospective developers?

If you would like to make any comments on the proposed sites, please send them to us by **22 August 2014**. Please be aware that we cannot keep your response confidential.

Email: planningpolicy@portsmouthcc.gov.uk

Write to: **Site Allocations, City Development and Culture, Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth, PO1 2AU**

Site No: 70046

Site Name: St James's Hospital Main Building and Grounds

Ward: Milton

Site Area: 20 hectares

Proposed Allocation: Residential and Healthcare uses

Preference as to type of dwellings: Conversion to flats; New build houses in grounds

No of Dwellings site could accommodate: 435

Timescale: within 5 years

Description of Site: The site lies in the south-eastern corner of the city, at the eastern end of Locksway Road, which leads down to the shores of Langstone Harbour. It is currently occupied by the NHS run St James's Hospital.. The Victorian Main building of the hospital is accessed via a long driveway, and a number of smaller buildings are scattered around leafy grounds. Healthcare services are concentrated in the buildings on the eastern part of the site and parts of the main building complex. The site is also home to the Harbour School and Child Development Centre. In the South West corner of the site is a cricket ground, which is protected open space.

Current Uses: Healthcare and associated administrative uses; Harbour School / Child Development Centre; open space

Adjoining Land Uses: The surrounding area is largely residential in character, dominated by single family houses to the south, north and west. The large site to the east is the University's Langstone Campus, which contains both student accommodation and a large area of open space with sports pitches. That site is subject to a separate residential allocation (site no 70028).

The St James's Hospital and the University Campus sites are immediately adjacent to each other and have the potential to yield around 435 and 110 dwellings respectively, a very significant number in this urban context. They would be best planned together to achieve the best site layouts and so that the impacts and infrastructure needs of all developments here can be considered comprehensively. Therefore, each site should be planned in the context of an overall masterplan for these sites.

Planning History: This site has been allocated in successive Local Plans for redevelopment and conversion for a number of uses, including further health care uses, a residential training centre, education and residential use (see policies MT3 & MT4 of the City Local Plan 2001-2011). However, to date only parts of the site have come forward for development, with the majority of the site remaining in NHS ownership. The site includes two sites which were proposed for allocation in the city's draft Site Allocations Plan published in 2013 (site No 8102 'Two Villas' in the north east corner of the site and site No 70033 Child Development Centre & Harbour School on the eastern boundary), in order to allow the issues associated with development in this area to be considered in the round.

Development Considerations:

Land to be retained / phasing of land released:

This allocation covers the whole of the St James's site. The landowners have indicated that the site splits into three parts. The intention is to retain a significant part of the site in healthcare use, with two other areas becoming available for development in two phases.

The Limes, The Kite Unit, Falcon House and Baytrees are likely to be retained in NHS mental health care use. Given the sensitive nature of this use, particular care will be needed in creating an acceptable relationship between any retained health care uses and the new development. Some additional healthcare development may be required in this area during the plan period.

The buildings between Woodlands Walk and Locksway Road are to become available for development in Phase 1, in 2014/2015, followed by the Main Hospital building in Phase 2 in 2016/17. It is estimated that the main building could accommodate around 235 dwellings in a conversion scheme.

The city council considers that the best solution for the site would be to plan it comprehensively. Therefore, even if the site is brought forward in phases, the council will expect the phases to be led by an overall masterplan for the site. It is acknowledged that the site of the former Light and Glebe Villas ('the two villas site') in the north east corner of the site may come forward for development of around 38 houses ahead of the rest of the site.

The cricket ground and the open space west of the main driveway are protected open space through policy PCS13 of the Portsmouth Plan. This land has therefore been excluded from the assessment of the likely yield of the site. It is estimated that the remainder of the site is capable of accommodating approximately 200 dwellings once the retained areas are taken account of.

Heritage:

The hospital was listed at grade II in December 1998. Architecturally it is of great significance. The building has a footprint of circa 16,000m², and its height varies from 2 to 3 storeys. The main hospital building has in parts undergone substantial alteration through the addition of linked modern extensions. The main building must be retained as part of the development of the site. Any conversion scheme must conserve the special architectural and historic interest of the building and must also have special regard to the preservation of its setting. The removal of later modern extensions may be appropriate. The chapel is also listed, and should be retained. The city council considers that there are likely to be other noteworthy buildings on the site that should be retained. The council is making a full assessment of the heritage value of the buildings on the site.

Further, an essential element of the character of the site is derived from the extensive parkland and grounds which surround the hospital. Development of the site should seek to retain and work with some of this open green space in order to make the most of this unique site.

Applicants are encouraged to discuss these heritage issues at the pre-applications stage, and will be required to submit a Heritage Statement with any planning applications to demonstrate how heritage and archaeology issues have been considered.

Trees:

The trees on the site are subject to Tree Preservation Orders (TPOs 117 and 215).

Ecology / Habitats Regulations:

The site is very close to Langstone Harbour, which is internationally designated as SPA, SAC and Ramsar site, and is nationally designated as a SSSI. The site is also adjacent to the University Playing Fields, an important feeding site for wading birds and Brent geese¹, and reasonably close to a number of others which collectively act as a network of sites around Eastney Lake.

The level of development will clearly increase the number of people in the local area and therefore raise the recreational pressure on these habitats and species. Development could also affect the flight lines of the SPA bird species and the way birds move around the local network of sites. It is therefore likely that development on the site could have a significant effect on the European sites.

The developer will need to provide a mitigation plan covering the impacts on the protected sites and species. A project level Habitats Regulations Assessment will have to demonstrate that there will not be a significant effect on any European sites. Recent survey data is available for the overwintering waders and Brent geese, but given the scale of the development additional survey work is likely to be needed to inform the HRA.

In terms of timing, although the site is likely to come forward in phases, it is suggested that comprehensive surveys and consideration of the issues for the whole site would be the most appropriate way forward. The site must also be viewed in its context, considering in combination effects of this site with other proposals, in particular the adjacent Langstone Campus site.

Infrastructure Needs:

Traffic & Access: Currently the two main access to the site are via Locksway Road to the south and via Warren Avenue and Edenbridge Road to the north. These roads are lined with residential development and Locksway Road in particular is long and narrow with on-street parking, which limits traffic flow. Any development proposals must include a detailed transport assessment to establish the likely impact on the highway network and the best access arrangement for the site. These matters will have to be addressed by the developer to the satisfaction of the local planning authority at the time of a planning application. The assessment must also take into account the proposed allocation at the adjacent site, the University of Portsmouth Langstone Campus, which is also likely to generate a significant amount of residential traffic.

Schools: The sites at St James's Hospital and the University of Portsmouth Langstone Campus together have the potential to deliver around 545 dwellings. As many of these are likely to be family accommodation, they could have a significant impact on the schools in the area, particularly at the primary stage. The council is making a full assessment of the education needs in the city in

¹ Site P25 in the Solent Waders and Brent Goose Strategy
<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-openspace-diversitysolentwader-brentgoose-strategy.pdf>

the context of new development proposals. Applicants should discuss this element in particular at the pre-applications stage to ensure that sufficient school provision is available.

The infrastructure needs of all phases of the site release / development, as well as the in-combination needs of this site and the adjacent Langstone Campus site must be considered comprehensively, to ensure the combined impacts are understood and appropriate provision is made.

INSERT MAP TO SHOW AREAS TO BE RETAINED IN HEALTH CARE USE AND AREAS TO BE DISPOSED OF.

Site No: 70028

Site Name: University of Portsmouth - Langstone Campus

Ward: Milton

Site Area: 14.5 hectares

Proposed Allocation: Residential

Preference as to type of dwellings: Houses and some flats

No of Dwellings site could accommodate: 110

Timescale: 11-15 years

Description of Site: The site lies in the south-eastern corner of the city, at the eastern end of Locksway Road, on the shores of Langstone Harbour.

Current Uses: University of Portsmouth's Langstone Campus and Playing Fields in a tower block and several low-rise buildings.

Adjoining Land Uses: The Locksway Road area is largely residential, dominated by single family houses to the North and South. The eastern end of Locksway Road feels more open, with substantial areas of open space to the north and the east of the site, which are connected directly with Langstone Harbour. To the west of the site lies St James's Hospital in its extensive grounds, which itself is subject to a separate allocation (Site No 70048).

The University Campus and the St James's Hospital site are immediately adjacent to each other and have the potential to yield around 545 dwellings, a very significant number in this urban context. They would be best planned together to achieve the best site layouts and to consider comprehensively the impacts and infrastructure needs of development here. Therefore, each site should be planned in the context of an overall masterplan for these sites.

Planning History: The University has indicated that the site may become surplus to requirements and as such the Langstone Campus was proposed for allocation in the summer 2013 consultation on site allocations (site No 70028). That allocation boundary included only the area covered by buildings at Langstone Campus. The relationship with the adjacent playing fields was highlighted in the accompanying text, but for clarity the whole site is now allocated, as it all falls under University ownership. The estimated capacity for development remains the same as in the previous draft allocation, as the playing fields are protected open space and also important feeding sites for Brent geese and protected wader species.

Development Considerations:

Protected Open Space:

The playing fields are protected open space and also important feeding sites for Brent geese and protected wader species (See Ecology / Habitats Regulations below). As such the council will expect the open space to be retained as part of any development of the site. It is however, recognised, that the developer may wish to reconfigure the site, which could involve swapping some of the developed area with land that are currently open space. The University have indicated

that they have not yet identified any alternative pitch provision, so it is likely that around two thirds of the pitches would need to be retained somewhere on the site.

Ecology / Habitats Regulations:

The site is very close to Langstone Harbour, which is internationally designated as SPA, SAC and Ramsar site, and is nationally designated as a SSSI. The site also includes the University Playing Fields, which is an important Wader and Brent goose feeding site, and is adjacent to another feeding site². Development could directly affect the Brent Goose/Wader site if the site is reconfigured. Even if development takes place on the previously developed part of the site, construction and occupation are likely to have an effect on the way these open spaces are used by birds. The level of development would increase the number of people in the local area and therefore raise the recreational pressure on these habitats and species. Development could also affect the flight lines of the SPA bird species and the way birds move around the local network of sites. It is therefore possible that development on the site could have a significant effect on the European sites, and this will need to be carefully evaluated.

A project level Habitats Regulations Assessment will have to demonstrate that there will not be a significant effect on any European sites. The developer will need to provide a mitigation plan covering impacts on protected sites and species. Recent survey data is available for the overwintering waders and Brent geese, but given the scale of the development additional survey work is likely to be needed to inform the HRA and any mitigation proposals. For the purpose of the HRA, the site must be viewed in its context, considering in combination effects of this site with other proposals, in particular the adjacent St James's Hospital site.

Open Coastal Character:

Although the site is previously developed land including a tall building, the area still enjoys a very open coastal character. Any redevelopment should consider this character and seek to reflect and make the most of this location, in line with the council's emerging Coastal Development policy.

Infrastructure Needs:

Traffic & Access: Currently the access to the site is via Locksway Road to the south, which is a long largely residential street with limited capacity. Access is also possible via Moorings Way to the North although this is currently only a small lane. Any development proposals must include a detailed traffic assessment to establish the likely impact on the road network and the best access arrangement for the site. These matters will have to be addressed by the developer to the satisfaction of the local planning authority at the time of a planning application. The assessments must also take into account the significant allocation at the adjacent site at St James's Hospital.

Schools: The sites at St James's Hospital and the University of Portsmouth Langstone Campus together have the potential to deliver 545 dwellings. As many of these are likely to be family accommodation, they could have a significant impact on the schools in the area, particularly at the primary stage. The council is making a full assessment of the education needs in the city in the context of new development proposals. Applicants should discuss this element in particular at the pre-applications stage to ensure that sufficient school provision is available.

² Sites P25 and 23b in the Solent Waders and Brent Goose Strategy
<https://www.portsmouth.gov.uk/ext/documents-external/pln-local-dev-openspace-diversitysolentwader-brentgoose-strategy.pdf>

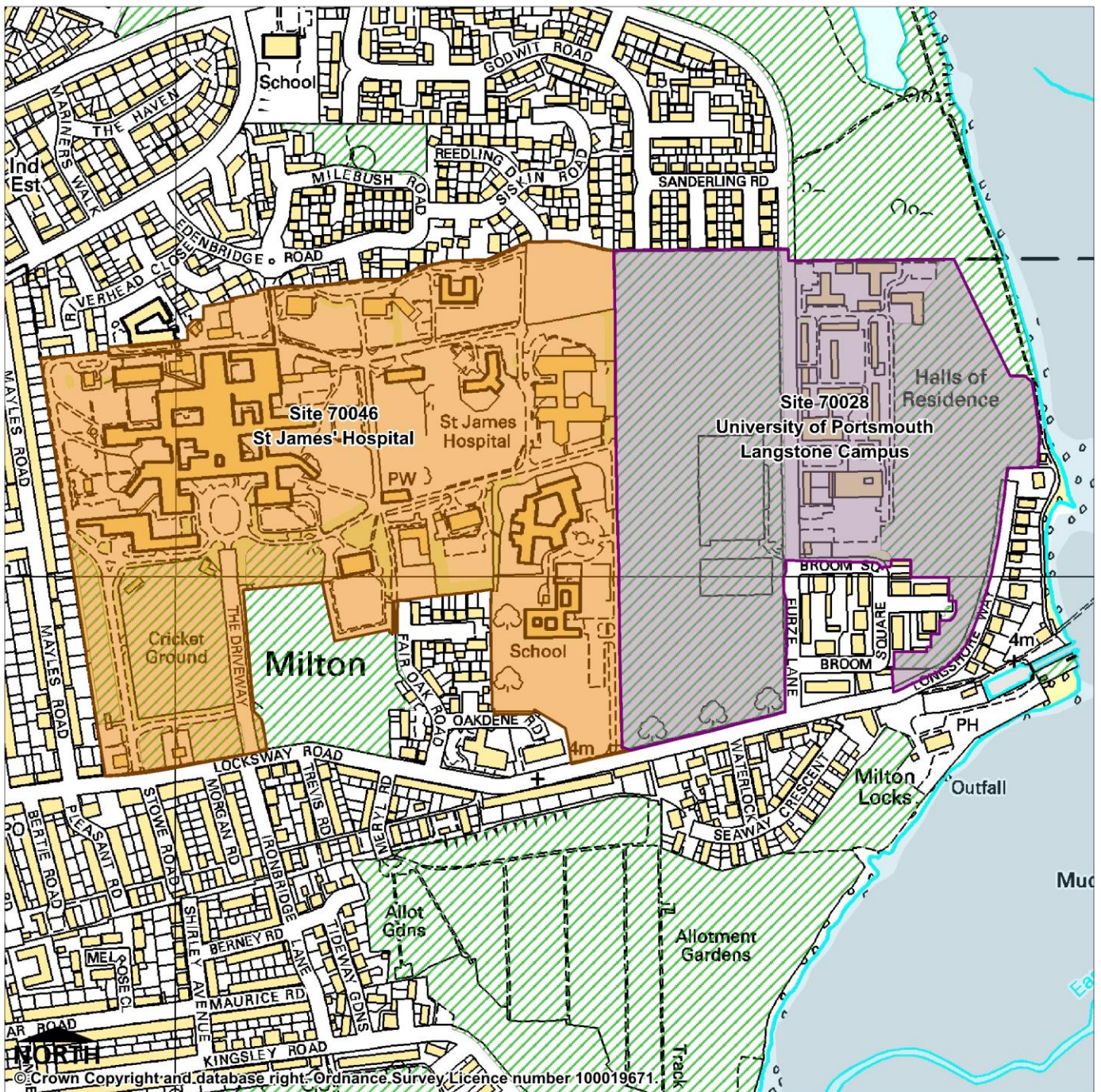
Proposed Allocation Sites

Site 70046:
St James's Hospital

and

Site 70028:
University of Portsmouth, Langstone Campus

Site shown in their wider context, including protected open spaces on the sites and in the vicinity.



City Development and Cultural Services
Portsmouth City Council
Guildhall Square
Portsmouth
PO1 2AU

Telephone: 023 9268 8633

Email: planningpolicy@portsmouthcc.gov.uk

www.portsmouth.gov.uk

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Agenda Item 10

Agenda item:

Title of meeting: CABINET AND CITY COUNCIL

Date of meeting: 10th July 2014 (Cabinet)
15th July 2014 (Council)

Subject: Hampshire Community Bank

Report by: Head of Financial Services and Section 151 Officer

Wards affected: All

Key decision: Yes

Full Council decision: Yes

1. Purpose of report

- 1.1 To describe what a "Community Bank" is and the advantages one could bring to the local economy and to set out details of an opportunity to help create a new "Hampshire Community Bank" (HCB).
- 1.2 To seek endorsement to the key aims of HCB and, if agreed, give delegated authority to the Head of Finance and Section 151 Officer (HFS) to invest up to £5 million in creating the HCB in consultation with the Strategic Director Regeneration but subject to the HFS being satisfied with the outcome of the Due Diligence process.

2. Recommendations

Recommended that:

- 1) The key aims for the Hampshire Community Bank Limited as set out in this report are endorsed.
- 2) The Governance arrangements set out in Section 10 are approved.
- 3) Authority to approve a Capital Investment of up to £5 million in in the creation of Hampshire Community Bank and incur any necessary costs relating to the Due Diligence process is delegated to the Head of Financial Services and Section 151 Officer in consultation with the Strategic Director Regeneration.
- 4) The £5m Capital Investment costs to be funded by unsupported Prudential Borrowing and Due Diligence costs up to £25,000 are financed from the MTRS Reserve.
- 5) The attached financial appraisal is approved and the Corporate Capital Programme is amended to reflect the addition of this new Capital Investment.

3. Reasons for recommendations

3.1 To provide authority to invest in the creation of the Hampshire Community Bank to help generate the benefits set out in section 5.

4. Background

4.1 The initiative for this process came from Professor Richard Werner who is Director of the Centre for Banking, Finance and Sustainable Development at Southampton University. Professor Werner is an internationally renowned expert on banking who correctly predicted the "Credit Crunch" collapse of the UK banking system and property market, highlighted the problem of 'recurring banking crises' and suggested workable solutions. See details of his career on the [University of Southampton website](#) .

4.2 The House of Commons' "[Competition and Choice in Retail Banking](#)" 2011 report, clearly showed that dissatisfaction with UK banks runs high. It also quoted the Governor of the Bank of England (Para 143) as follows " ... *make sure that we find ways of encouraging new banks that will pose a competitive threat to [existing] banks*" In July 2013 the [Government's response to the Parliamentary Commission on Banking Standards](#) stated in Chapter 4, para 4.2 "*The Government is determined to see a step change in competition in the UK banking market in order to achieve better outcomes for consumers*". Community Banks could be a very positive way for local councils to respond to the Government challenge to banking.

4.3 Professor Werner has highlighted creation of Community Banks as a way of greatly strengthening and improving the banking system. He has gathered together a group of people with the necessary skills and has started up a Community Interest Company called "Local First Community Interest Company" with the express purpose of creating a Community Bank here in Hampshire. He has secured a £250,000 grant and £950,000 loan approved by the Secretary of State for Business, Innovation and Skills to cover set up costs including getting a banking permission. He has also persuaded one of the world's top 10 law firms to help secure the banking licence without payment on a "pro bono" basis.

4.4 Local First CIC has produced a document entitled "Hampshire Community Bank - Information Memorandum for Investors" which is specifically aimed at local government institutions such as Councils, Universities etc. It sets out the arguments for creating a Community bank together with an outline implementation plan and timetable. Copies of the document have been placed in the group rooms.

4.5 The main characteristics of a Community Bank are set out below:

- Not for profit with any surpluses distributed between the founding investors and grants to the local area on a 50/50 basis
- Run by local bodies for local people
- Main purpose is to create a strong and sustainable local economy
- Cannot ever be taken over or sold
- No "Bankers Bonuses"

4.6 The case for a Community Bank centres around the following:

- A lack of competition and concentration of larger corporate banks creates an environment susceptible to a "credit crunch" and its associated affects. Large banks prefer to lend large amounts to large companies creating barriers for Small and Medium Sized Enterprises (SME) access to finance and therefore growth arising from their formulaic non local approach. See Government's response to the Parliamentary Commission on Banking Standards referred to above.
- The German Sparkassen group of local, legally independent, not-for-profit savings banks have been a continuing success story over the last 200 years, including during the current recession, which demonstrates that this business model is both beneficial and commercially viable. In Germany, local, not-for-profit banks and credit unions account for 70% of all retail bank deposits and an even higher percentage of lending to Small and Medium Sized Enterprises (SMEs), but in the UK this figure is less than 1%. It is their virtual absence in the UK that accounts for many of the funding problems SMEs are facing.
- HCB could be an exciting opportunity for Portsmouth and Hampshire to help improve economic prosperity generally, particularly in the marine and maritime sector.

5. Hampshire Community Bank Key Aims and Outputs

5.1 The HCB process would create a new "not for profit" bank which cannot ever be taken over or sold and which will exist in perpetuity to benefit the County of Hampshire.

5.2 Half of the surpluses made by the Bank will be distributed via a Grants Board towards innovation, social enterprise and business start-up's. Investors will be given representation on that Grants Board

5.3 If successful, the bank will be a powerful force in achieving the following :

- Securing a strong and sustainable local economy in Hampshire
- Working with businesses, councils and charities to deliver sustainable economic growth
- Retaining wealth in the local area

5.4 Over a five year period it is estimated that the HCB could deliver the following outputs:

- Distribution of half of the surpluses generated by the bank by a Grants Board including the investor's representatives to support charitable or other deserving causes in Hampshire. Over five years that is estimated to yield over £6.5 million. Over 10 years the sum distributed could be over £20 million.

- Support around 480 small and medium enterprises to grow through provision of key investment capital.
- Provide funding to support £375m of investment in the Hampshire economy.
- Creation of between 7 and 11 additional jobs for each £1m of locally focused lending giving between 2,600 and 4,100 new jobs over the first five years.
- Leverage additional private sector investment into the Hampshire economy.
- Generate increased local tax revenues from business rates.
- Increased rate of business survival and job retention in the event of a future recession.
- Improved access to financial services for those who are disenfranchised by the current banking systems
- 6% return on investment for founding investors, although no dividend is planned during the first 2 years of operation (see Financial Appraisal at Appendix 2 for estimated effects on PCC).
- Creation of a new local institution that can support council plans and act as a partner in the delivery of a range of strategies such as local economic development; sustainability [waste, energy]; housing; education; apprenticeships; cultural offerings, etc.

5.5 Creation of the HCB would be in line with the following strategies: the LEP Strategy for Growth, PCC's Regeneration Strategy and the Medium Term Financial Strategy that aims to drive regeneration, reduce the demand for council services and reduce the council's reliance on central government grant.

5.6 It is therefore recommended that, subject to the Governance arrangements set out below, authority to implement the Hampshire Community Bank proposals as set out in this report is delegated to the Head of Financial Services and Section 151 Officer in consultation with the Strategic Director Regeneration.

6. Business Model & Business Plan

6.1 How would HCB operate, what services would it provide?

- At launch Hampshire Community Bank will offer as a minimum savings facilities, business loans and mortgages.
- In the first year, the bank aims to provide a full range of banking services to both businesses and individuals in Hampshire, enabling customers to switch to HCB without loss of service.

- Services for Individuals will include:
 - Current accounts (debit cards, standing orders/direct debits, faster payments/CHAPS/BACS/SWIFT International)
 - Savings accounts
 - Cash ISAs
 - Stock and share ISA accounts with free investment advice via partners
 - Accounts for CICs, charities, local authorities, local clubs and societies
 - Cash /pre-paid cards
 - Credit cards
 - Mortgages, especially for new-build (green, local)

- Services for Businesses will include:
 - Current accounts (with overdraft facilities)
 - Loans
 - Mortgages
 - Business credit cards
 - Asset finance
 - Trade finance
 - Support for businesses and mutuals during transition to employee ownership

6.2 How will the HCB differ from other banks? The bank's primary goal is to help create a strong, sustainable economy in Hampshire. To achieve this the intention is that the bank will:

- Lend in a way that benefits and focuses on Hampshire;
- Prioritise 'productive' lending, that is lending that creates jobs, sustainable economic growth, delivers a low carbon economy and enhances local economic 'resilience'.
- Create an organisational culture that values strong relationships with the community
- Recruit and train staff from the local community;
- Operate an apprenticeship system and support businesses in offering apprenticeship systems
- Operate as a 'not for profit' social enterprise, reinvesting all surplus profits in the local community
- Grow organically to meet the needs of individuals and business, not to meet targets
- Offer innovative services that support local saving and lending;

- Offer expertise in financing employee-ownership and mutualisation schemes
- Be transparent and focus on the ‘triple bottom line’ i.e. the commercial, social and environmental impact of the bank’s lending decisions
- Create a culture in which staff are motivated not by bonuses, but by contributing to the local community. There will be low differentials between the highest paid and lowest paid staff.
- Become a true financial partner to Hampshire stakeholders from all walks of life.

6.3 How will HCB customers access services? A HCB office presence will be required and is planned for rented accommodation, but in the main HCB would conduct business in a way similar to that of, say, First Direct Bank whereby there are no bank branches as such and individual clients access services via the phone, online and other bank branches/ATM Cash Machines. Business customers would receive all of the above together with a personalised service through which HCB staff would look to understand local business needs and tailor appropriate lending offers.

6.4 How will HCB attract money from depositors? The HCB plans show that depositors would be offered a savings interest rate of 1% above the London Inter-Bank Offer rate. This is assumed to be more than sufficient to generate the level of deposits shown in the Business Plan.

6.5 Who will borrow from HCB? The planned loan book for HCB is as shown in the table below:

Planned loan book of Hampshire Community Bank	Year	Year	Year	Year	Year
	1	2	3	4	5
	£ Million	£ Million	£ Million	£ Million	£ Million
SME lending	46	90	110	133	150
Residential property	35	67	83	100	112
Student loans	5	11	14	17	19
Sovereign/sub-sovereign	12	23	28	33	38
Commercial property	17	34	41	50	56
Total lending	115	225	276	333	375

6.6 How much money will the bank distribute to worthy causes? Distribution of half of the surpluses generated by HCB to support charitable or other deserving projects or causes in Hampshire is estimated to yield over £6.5 million in the first five years and over 10 years the sum distributed could be over £20 million.

6.7 When will HCB start operating at a profit? A summary of the preliminary HCB Financial Plan over 5 years is shown below:

Profit and Loss Summary from preliminary Financial Model	Year 1 £'000	Year 2 £'000	Year 3 £'000	Year 4 £'000	Year 5 £'000
Operating income	1,819	4,421	6,512	7,859	8,933
Net profit / (loss) before tax	-402	2,153	4,308	5,607	6,526

7. Creation and Operation of HCB

7.1 At this stage, it is anticipated that the following organisations will pledge their support subject to due diligence:

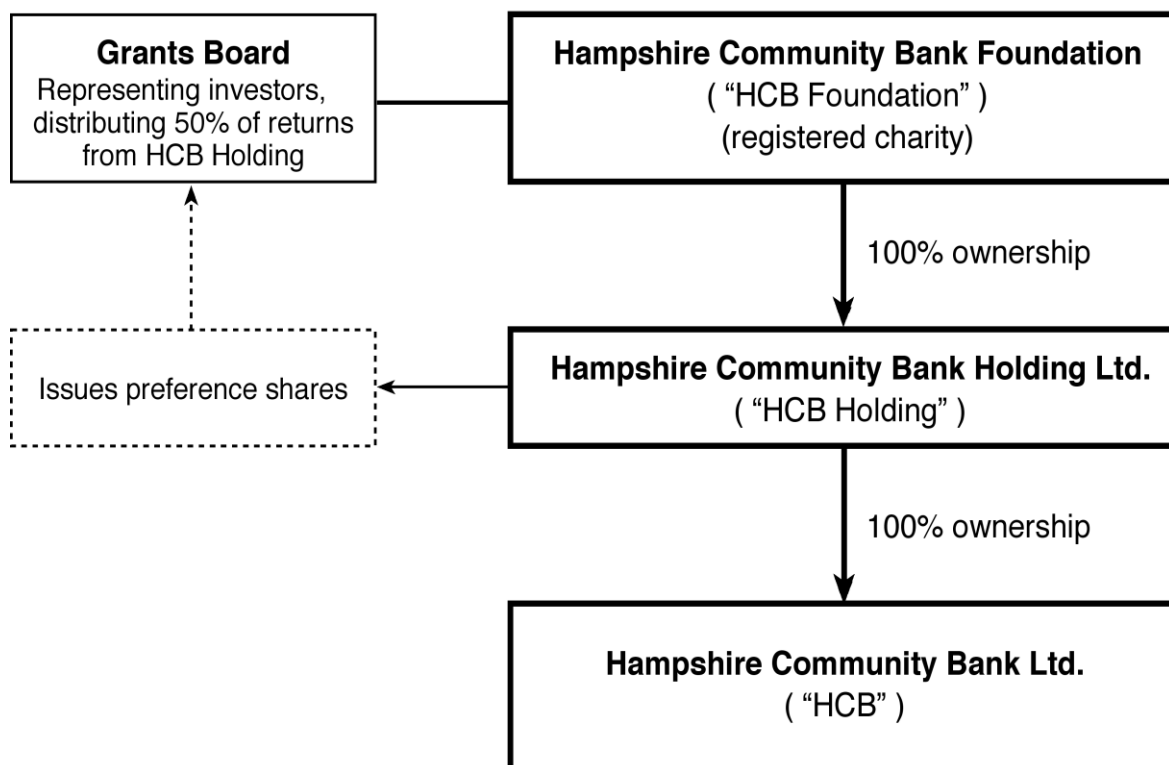
- Eastleigh Borough Council
- Test Valley Borough Council
- Winchester City Council
- New Forest District Council
- University of Portsmouth
- University of Southampton

7.2 The exact amount of the investment by each organisation has yet to be determined however it is anticipated that the Bank will need to raise £7 million locally which it is planned will be matched by the Department for Business Innovation & Skills (BIS) making a total investment of £14 million to launch the Bank. This is estimated to be of sufficient scale to provide for a sustainable and conservatively run bank with a loan book after 3 years of £276 million.

7.3 HCB would operate only in Hampshire and the launch is planned for Spring/Summer 2015.

8. Legal Structure

8.1 The "Hampshire Community Bank - Information Memorandum for Investors" described at Para 4.4 above confirms that once a banking licence is obtained Local First CIC Company would change to become Hampshire Community Bank Ltd. Hampshire Community Bank Ltd. would be fully owned by a bank holding company, Hampshire Community Bank Holding Ltd. ("HCB Holding"), which in turn would be fully owned and controlled by a charitable foundation (the Hampshire Community Bank Foundation, "HCB Foundation") whose charter enshrines its goal to own the bank in perpetuity, offer appropriate corporate governance and receive and allocate the dividends from the bank in order to support social, environmental, educational, research and cultural projects. As the charity and holding company cannot sell the bank shares, this structure ensures the continuation of the bank and its not-for-profit character. The figure below shows the structure in diagram format:



8.2 Details of the Local First CIC Company team, associates and partners who are involved in the project are set out in Appendix 1.

9. Risks, Due Diligence & Financial Appraisal

9.1 The Due Diligence process includes (inter alia):

- Legal structure and governance arrangements
- Organisational structure and operations
- Licensing and regulation
- Investment and funding
- Business Plan (including the marketing strategy, loan book strategy, competitor analysis, financing strategy and financial forecasts)
- Distributions to Shareholders
- Services (including lending criteria)

9.2 The Banking Authorisation process is extremely rigorous and will address most of our due diligence requirements however, particular attention will be paid to the control and distribution of profits:

- 1) Initially between the founding investors and the Grants Board and then subsequently;
- 2) The relationship between the relative shares of the amounts invested compared to the relative voting rights for the distribution of profits via the Grants Board.

9.3 The main risks at this stage are as follows:

- Approval of the Banking License and therefore the extent to which costs are incurred (funded by the founding investors at risk) up to that point. To mitigate this risk only £2m of the £14 million capital will be accessible to directors. The remainder will be held in an escrow account and only released either upon receiving the informal approval of the banking license by the regulators or agreement of the majority of shareholders. On a £5 million investment by PCC that would equate to around £700,000.
- The robustness of the Business Plan, the success of which will drive the return to the founding shareholders. An initial internal review of the Business Plan has not raised any concerns. The Business Plan itself however, will be scrutinised through the regulatory process and it is the intention of the founding investors to also take some external professional advice on the plan.

9.4 At this relatively early stage, a significant amount of due diligence is still to be performed. However, to enable the banking regulatory process to proceed, it is necessary for the Bank to be able to demonstrate that it has raised sufficient capital to make its application. It is recommended therefore that authority to make an investment of up to £5 million in the creation of the Hampshire Community Bank, including costs relating to the due diligence process, is delegated to the Head of Financial and Section 151 Officer in consultation with the Strategic Director Regeneration but is subject to the Head of Financial and Section 151 Officer being satisfied with the outcome of the Due Diligence process. It is further recommended that the £5m be funded from Prudential Borrowing as an Invest to Save scheme as demonstrated by the financial appraisal set out in Appendix 2 and summarised below.

9.5 A Financial Appraisal is attached as Appendix 2 and includes a summary as shown in the table below. Please see Financial Appraisal summary for notes explaining the amounts shown:

Description	£ Million
Total amount invested by PCC over ten years	5.00
Cash amount paid to PCC by the Hampshire Community Bank (HCB) over 10 years	
- 6% as HCB initial Business Plan and Financial Model	3.45
- 4% assuming a reduced performance by HCB	2.07
Net Present Value of Capital and Revenue Cash Flows over 10 years	
- 6% as HCB initial Business Plan and Financial Model	1.16
- 4% assuming a reduced performance by HCB	0.19

9.6 It is also recommended that the Head of Finance & S151 Officer make regular progress reports on the project and due diligence process to the Corporate Projects Board as set out in Section 10 below.

10. Project Governance

10.1 If approved the HCB proposal would be set up as a Corporate Project and run accordingly.

10.2 It is likely that a "non- legal entity" group comprising representatives of the founding investors would need to be created to govern the HCB project, although any decisions relating to statutory services will revert back to the relevant local authority or statutory body.

10.3 Governance for the project would be managed in accordance with the City Council's process for all major projects as follows:

- Reported through Corporate Projects Board
- Regular briefings to Leader and Portfolio holder for PRED
- Monitoring from Government via BIS

10.4 Consultation arrangements would include Member engagement as necessary.

10.5 Subject to a satisfactory review of the legal structure (see Legal Services comments in section 12 below) any appointment of City Council representative(s) will be made in accordance with the City Council Constitution.

11. Equality impact assessment (EIA)

11.1 A preliminary EIA has been carried out which indicates that the requirement for a full EIA is low.

12. Legal Services comments

12.1 There is a power to invest in the manner herein envisaged, provided the investment is sound, and that it promotes benefits to the PCC area. A thorough review of the legal structure by the legal services team will be necessary before execution of any documentation in relation to the proposed investment.

13. Head of Financial Services and Section 151 Officer comments

13.1 A Financial Appraisal is attached at Appendix 2 and an extract from the summary is shown in Para 9.5 above. The appraisal shows the effects of the HCB's planned 6% returns over ten years on a £5 million investment and the effects of a reduced level of return of 4%. It also shows that at both 6% and 4% levels of return the investment yield would be better than that PCC could obtain from lending to "risk free" borrowers. This proposal however is not risk free as yet and therefore it is recommended that investment is subject to the Head of Financial

Services and Section 151 Officer being satisfied with the results of a Due Diligence investigation.

13.2 The scheme is considered a "Spend to Save" project and it is recommended that Due Diligence and other associated revenue costs up to £25,000 are financed by a transfer from the Medium Term Resource Strategy Reserve.

13.3 It is recommended that the Financial Appraisal is approved

.....
Signed by: **Chris Ward, Head of Financial Services and Section 151 Officer**

Appendices:

- Appendix 1 - Local First Community Interest Company Team, Associates & Partners**
- Appendix 2 - Financial Appraisal**

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

APPENDIX 1

LOCAL FIRST COMMUNITY INTEREST COMPANY TEAM, ASSOCIATES & PARTNERS

Local First CIC has produced a document entitled "Hampshire Community Bank - Information Memorandum for Investors" (IMI), see Para 4.4 of main report for more details. The IMI confirms that once a banking licence is obtained Local First CIC Company would change to become Hampshire Community Bank Ltd (see proposed legal structure in Para 8.1 of main report). The IMI also describes the team, associates and partners who are involved in the project as set out below.

Richard Werner (Chairman and Chief Executive)

Professor Werner is chair of Local First CIC. He is also Chair in International Banking at the University of Southampton, founding director of its Centre for Banking, Finance and Sustainable Development and programme director of the MSc in International Banking.

Richard has worked in director roles at Bear Stearns and Jardine Fleming, is an FCA approved person and runs the global funds of Providence Asset Management Ltd. Having popularised the expression 'Quantitative Easing' in the 1990s, he is well known as a central bank watcher and expert on banking systems, bank regulation and the recurring banking crises. His books include 'New Paradigm in Macroeconomics' (Palgrave Macmillan, 2005) and 'Where does money come from?' (with Josh Ryan-Collins, Tony Greenham, Andrew Jackson; new economics foundation, 2nd ed. 2012). Since 2011 he has been a member of the European Central Bank (ECB) Shadow Council.

Roy Ruffler

Roy founded Ruffler Bank in 1969 and was the Chairman and owner of the bank until 2009, when he sold his shareholding to AnaCap Financial Partners LLP. The bank is now known under the name Aldermore Bank. Ruffler Bank built its business by marketing a range of savings schemes to consumers and providing business finance facilities to SMEs. Roy will provide nonexecutive oversight to the bank.

Colin Fisher

Colin is a non-executive director of Morgan Stanley Bank International Limited, where he was also chairman of the audit committee for 6 years. In addition, he is a nonexecutive director and chairman of the audit committee of BMCE Bank International. He has been a director of Lloyds TSB Financial Services Holdings Limited (where he was Head of Retail Banking) and Lloyds TSB Scotland plc. He has also been chairman of ActivCard UK Limited, Goldfish Bank Limited, United Dominions Trust, and Mortgage Express.

Reiner Faust

Reiner has been executive director of several German co-operative local banks. Moreover, he has experience in setting up local banks from scratch, from the time of German unification, when the German co-operative banks and Sparkassen established new, independent local banks in former East Germany. Reiner is currently head of Raiffeisenbank Gotha, a city with a historic link to England.

Mike Battersby

Mike has 25 years of marketing and corporate financing experience from Lloyds Banking Group and at Royal Bank of Scotland, where he was Regional Director for Solent and the South West. Mike has worked at a high level to formulate policy in the Employee Ownership Association as part of a working group formed to advise the government, and has worked locally to promote the sector via his own advisory business.

Fiona Brownsell

Fiona is a financial transformation specialist and CEO of new bank incubator, Tusmor. Fiona was a core launch team member of Metro Bank, where she was designer and developer of their IT system. She has particular expertise in banking IT and recently advised the Treasury Select Committee on this matter. Fiona was formerly a Vice President of American Express, where she was responsible for their Technologies Division.

Key members of the team:

- **Martin Read** who is a Director of Local First CIC and former KPMG accountant and has worked on a previous successful banking license submission to the FSA.
- **Charles Bazlinton**, who is a Director of Local First CIC, works to promote the understanding of economics and banking matters and is author of 'The Free Lunch - Fairness with Freedom'.
- **Andrew Rigg**, who is a Director of Local First CIC, farms in Hampshire and co-founded and chaired an innovative environmental charity in the early 1990s. Andrew is also a director of a renewable energy company.
- **Alex Templeton**, an energy sector specialist, NESTA award-winning innovator and author of a report on low carbon finance options for local authorities.
- **Kostas Voutsinas**, PhD, a financial sector and asset management analyst and fund manager, who is also an FCA approved person.

Partners

Sparkassen DSGV

Sparkassen DSGV (German Savings Banks and Giro Association) is the umbrella group for the 426 German community savings banks and associated financial organisations. DSGV has extensive experience in the launch and development of new banks and is currently launching two new community banks in Greece. It should be noted that the Sparkassen network is distinct both legally and strategically to the German 'Landesbanks' that encountered problems during the financial crisis.

Deloitte

Deloitte's New Banking Team helps organisations acquire banking licences in the UK and have offered an element of pro bono work to Local First.

Blake Laphorn (from 1 July Blake Morgan)

Blake Laphorn is one of the UK's leading full service law firms and is well established in Hampshire. Their Banking Team is operating in support of Local First.

International law firm

A "top ten" international law firm is working without payment on a "pro bono" basis with Professor Werner and the Local First CIC team to help secure a banking licence.

Parity Trust

Parity Trust is a Hampshire-based Industrial and Provident Society that provides affordable finance for individuals, social enterprises and SMEs. It is supporting the creation of a local bank.

Association of Cooperatives in Bavaria

This is the largest of the federally organised cooperative bank organisations in Germany, whose deputy head of legal has experience in establishing banks in the EU and is offering assistance.

APPENDIX 2

Report to Cabinet and City Council 10th and 15th July 2014

Hampshire Community Bank Financial Appraisal

SUMMARY

NOTE	Description	£ Million
1	Total amount invested by PCC over ten years	5.00
	Cash amount paid to PCC by the Hampshire Community Bank (HCB) over 10 years	
2	- 6% as HCB initial Business Plan and Financial Model	3.45
3	- 4% assuming a reduced performance by HCB	2.07
4	Net Present Value of Capital and Revenue Cash Flows over 10 years	
	- 6% as HCB initial Business Plan and Financial Model	1.16
	- 4% assuming a reduced performance by HCB	0.19

NOTES

- 1 PCC payment to an escrow account assumed to be on 1st October 2014
- 2 HCB assumed to pay nothing for the first two years, then a return of 5% in each of the next seven years followed by a final payment in year ten to bring total payments up to the equivalent of a 6% return per annum.
- 3 HCB assumed to pay nothing for the first two years, then a return of 5% in each of the next seven years followed by a final payment in year ten to bring total payments up to the equivalent of a 4% return per annum.
- 4 A technique called Discounted Cash Flow has been used to show at current values how the returns from this proposal, which involves some risk, compare with those the City Council could obtain from lending to "risk free" borrowers. The values shown represent the value at current prices of the extra income the HCB investment could yield above that PCC could obtain from "risk free" borrowers.

Report to Cabinet and City Council 10th and 15th July 2014

Hampshire Community Bank Financial Appraisal

Assumptions

All calculations are at current prices

PCC investment is assumed to be in one payment to an escrow account on 1st October 2014 (Year 0) of the following amount: **£5,000,000**

PCC investment is assumed to be repaid by HCB at the end of the 10 year period on 31 March 2025

HCB are assumed to pay PCC a dividend annually of: **5.00%**

HCB are also assumed to pay PCC a bonus at the end of the ten years bringing the Internal Rate of Return to: **6.00%**

To reflect risk and assess sensitivity to reducing rate of return the effects of HCB only being able to pay PCC a reduced rate of bonus at the end of the ten years is shown reflecting an Internal Rate of Return of: **4.00%**

City Council costs are estimated as:

- In the first year (mainly Due Diligence) **£25,000**
- thereafter at the annual rate of **£1,000**

The scheme is considered a "Spend to Save" project and Due Diligence and other associated revenue costs are financed by a transfer from the Medium Term Resource Strategy Reserve.

The Net Present Value Discount Rate representing the estimated risk-free interest rates achievable for each year is based as follows:

- the 12 month LIBOR rate for the period that the City's Treasury Management plans show cash in hand and invested.
- Thereafter at the current average cost of capital

A	B	C	D	E	F	G	H	I	J	K	L	M	N
1	CAPITAL EFFECTS	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
2	Year ----->	0	1	2	3	4	5	6	7	8	9	10	
3		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
4	Payment to Hampshire Community Bank (HCB)	5,000,000											5,000,000
5	Repayment from HCB												-5,000,000
6													
7													
8	Net Capital Expenditure/(Income)	£5,000,000	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
9													
10	REVENUE EFFECTS	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
11		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
12													
13	6% Rate of Return												
14	City Council costs	25,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	35,000
15	LESS - HCB Dividends	£0	£0	£0	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-2,000,000
16	Redemption bonus to give 6% Rate of Return												-1,480,000
17													
18	Net Revenue Expenditure/(Income)	£25,000	£1,000	£1,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£3,445,000
19													
20	Net Present Value of Capital and Revenue Cash Flows over 10 years at 6% rate of return												
21													
22	4% Rate of Return												
23	City Council costs	25,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	35,000
24	LESS - HCB Dividends	£0	£0	£0	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-£250,000	-2,000,000
25	Redemption bonus to give 4% Rate of Return												-100,000
26													
27	Net Revenue Expenditure/(Income)	£25,000	£1,000	£1,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£249,000	-£2,065,000
28													
29	Net Present Value of Capital and Revenue Cash Flows over 10 years at 4% rate of return												
30													
31	ESTIMATED FUNDS AVAILABLE FOR DISTRIBUTION BY INVESTORS VIA "GRANTS BOARD"												
32	NOTE - THE FOLLOWING AMOUNTS ARE NOT INCOME TO PCC BUT ARE FUNDS PROVIDED TO THE CHARITABLE "HANTS COMMUNITY BANK FOUNDATION" (SEE REPORT SECTION 8).												
33	THESE FUNDS WOULD BE 50% OF THE PROFITS MADE EACH YEAR BY THE HCB TO BE DISTRIBUTED BY INVESTORS TO SUPPORT IMPORTANT LOCAL CAUSES												
34													
35	Estimated Funds available for distribution	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
36		£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
37													
38	Total for distribution - NOTE figures from 2020/21 estimated by PCC	£0	£0	£0	£1,723,000	£2,242,000	£2,610,000	£2,700,000	£2,700,000	£2,700,000	£2,700,000	£2,700,000	£20,075,000

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