

## **Budget Proposals 2013/14: Major Decision: Business Unit: Families - Attendance Improvement Service**

### **Combined Impact Assessment: Full assessment**

The council and its partners are facing a significant challenge in the savings it needs to make over the next couple of years. This Full Impact Assessment has been developed as a tool to enable business units to fully consider the impact of proposed major decisions on the community. As a council we need to ensure that we are able to deliver the savings that we need to make from the 1<sup>st</sup> April and be able to justify our decisions through any legal challenge.

This full assessment, combined with the initial review, will evidence that you have fully considered the impact of your proposed changes and carried out appropriate consultation on those changes with the key stakeholders. The Combined Impact Assessment will allow Councillors to make informed decisions as part of the decision-making process regarding the council's budget.

**Name:** Nigel Denning

**Position:** Head of Family Services

**Business Unit:** Children and Families – Localities

**Department:** Attendance Improvement Service

**Date Commenced:** 12.11.12

**Date:** January 2013

## Summary from Overall Proposal

Proposals – Outline	Savings 2013/14		Implementation Cost Include brief outline + year incurred	Delivery In place 01/04/13 If earlier or later state date	Risks / impact of proposals <ul style="list-style-type: none"> <li>Potential risks</li> <li>Impact on community</li> <li>Knock on impact to other agencies</li> </ul>	Type of decision*		
	Income £ 000's	Budget reduction £ 000's				Internal	Minor	Major
Attendance Improvement Service		96			<ul style="list-style-type: none"> <li>Potential risk of reduced capacity to deliver services.</li> <li>Potential for increased enforcement activity.</li> </ul>		X	

## Section 1: Purpose of the proposal/strategy/decision

No	Question	Details
1.	<b>Clearly set out the purpose of the proposal</b>	<p>There are national changes to the way the funding formula for Attendance Improvement/Education Welfare services is calculated and provided. In response to this national change, the Local Authority Attendance Improvement Service will be restructured to deliver only on the statutory responsibilities/requirements placed upon the Local authority in relation to securing school attendance. The existing service provides functions over and above the statutory duties such as assistance with policy and practice development, monitoring data, and preventative interventions with individual children.</p> <p>The statutory duties are in relation to enforcement of school attendance and prosecution when necessary including issuing penalty notices and the supervision of Education Supervision Orders (ESO) and/or Parenting Orders; the statutory audit of school attendance registers to ensure legal compliance; responding to and investigating Children Missing from Education (CME); the issuing of work permits and checking/ monitoring of employers, conducting chaperone interviews and related training and induction for chaperones including safeguarding.</p> <p>The changes to national schools funding and this being transferred direct to schools will enable the schools to negotiate and 'buy' in' / commission the non statutory education welfare /attendance support service direct if they so wish to address</p>

No	Question	Details
		<p>any poor school attendance and ensure their school attendance continues to rise in response to national requirements and inspection standards. We are currently in discussions with all Torbay schools to develop a new service specification that the schools may want to commission the local authority to deliver.</p> <p>The delivery of the statutory attendance functions has formed a small part of the service delivery with a significant emphasis being placed on preventative activity. Whilst the success of intervening early to improve attendance is well evidenced the funding for this activity will sit with schools from the 1<sup>st</sup> April 2013.</p> <p>Early consultation with the schools suggests a desire to maintain capacity for direct delivery of interventions with children to improve attendance but also to make better use of home visits and family work which does not feature as part of the current delivery model. Creating a new specification will ensure services are developed and delivered in accordance with the whole family approach and build on best practice. Schools have indicated they are less likely to need support with policy development and monitoring data. The new specification will be funded by schools directly either as individuals or collectively in geographical consortiums.</p> <p>Improving school attendance has been one of our key priorities. We have made significant progress over the last three years and attendance has improved year on year. The last Local Authority School Attendance Improvement Service Evaluation Report (July 12) was extremely positive. Head teachers and/or school attendance leads were extremely positive about the difference this service had made to their schools and ultimately in improving school attendance. In light of this feedback and evidence, we are hopeful that the majority of academies will want to continue to fund non statutory attendance improvement support.</p>
2.	<b>Who is intended to benefit / who will be affected?</b>	<p>As funding will transfer from the Local Authority directly to schools they will be responsible for the continuation of such attendance support services to prevent the need for prosecution and to address poor school attendance at the earliest opportunity. The schools will need to make a decision on how they will deliver this service.</p> <p>Children, young people and their families who currently benefit from this service and the support provided. Poor school attendance is well documented by the governments expert advisor on Behaviour (Charlie Taylor) in the Improving Attendance in School (2012) paper, in which he states that:  <i>'Of pupils who miss more than 50% of school only 3 % manage to achieve 5 or more GCSEs at grades A*-C including Maths and English. 73% of pupils who have over 95% attendance achieve 5 or more GCSEs at grades A*-C'.</i></p>

No	Question	Details
		There will be a reduction in the number of Staff directly employed by the local authority as Attendance Improvement Officers. The schools however may choose to commission the Local Authority to deliver preventative attendance services.
3.	<b>What is the intended outcome?</b>	To implement a restructure of the Attendance Improvement Services to provide the statutory duties, while providing schools with the opportunity to buy back a service which meets their needs.

## Section 2: Equalities, Consultation and Engagement

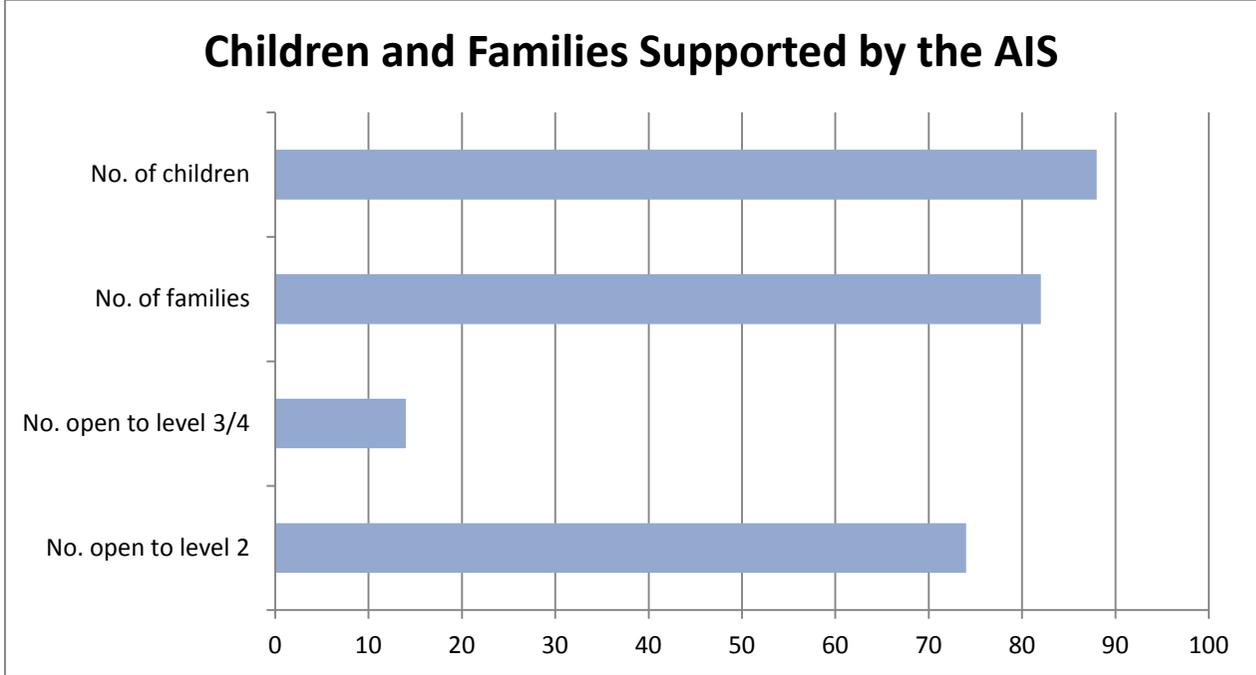
Torbay Council has a moral obligation as well as a duty under the Equality Act 2010 to eliminate discrimination, promote good relations and advance equality of opportunity between people who share a protected characteristic and people who do not.

The **Equalities, Consultation and Engagement** section ensures that, as a council, we take into account the Public Sector Equality Duty at an early stage and provide evidence to ensure that we fully consider the impact of our decisions/proposals on the Torbay community.

### Evidence, Consultation and Engagement

No	Question	Details								
4.	Have you considered the available evidence?	<p style="text-align: center;"><b><u>Attendance Report</u></b></p> <p><i>Note: Information is correct as of 04/01/2013</i></p> <p>1. Number of children currently supported through the service.</p> <table border="1"> <thead> <tr> <th>No. of Children as of 04.01.2013</th> <th>No. of families as of 04.01.2013</th> <th>No. of children open to level 3/4</th> <th>No. of children open to level 2</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">88</td> <td style="text-align: center;">82</td> <td style="text-align: center;">14 (16%)</td> <td style="text-align: center;">74 (84%)</td> </tr> </tbody> </table>	No. of Children as of 04.01.2013	No. of families as of 04.01.2013	No. of children open to level 3/4	No. of children open to level 2	88	82	14 (16%)	74 (84%)
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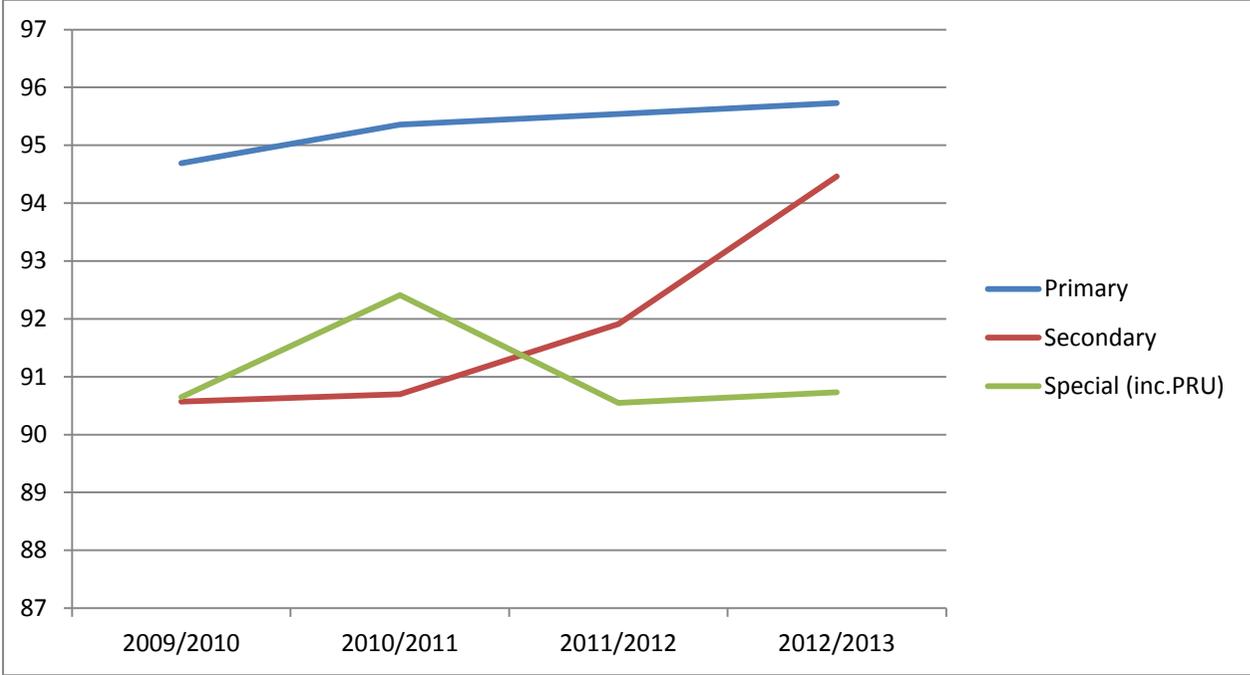
No	Question	Details
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**2. Current rates of attendance and previous years to demonstrate trends**

	09/10	10/11	11/12	12/13 to date (provisional)
<b>Primary</b>	94.69%	95.36%	95.54%	95.73%
<b>Secondary</b>	90.57%	90.70%	91.91%	94.46%
<b>Special (inc PRU)</b>	90.65%	92.41%	90.55%	90.73%

No	Question	Details
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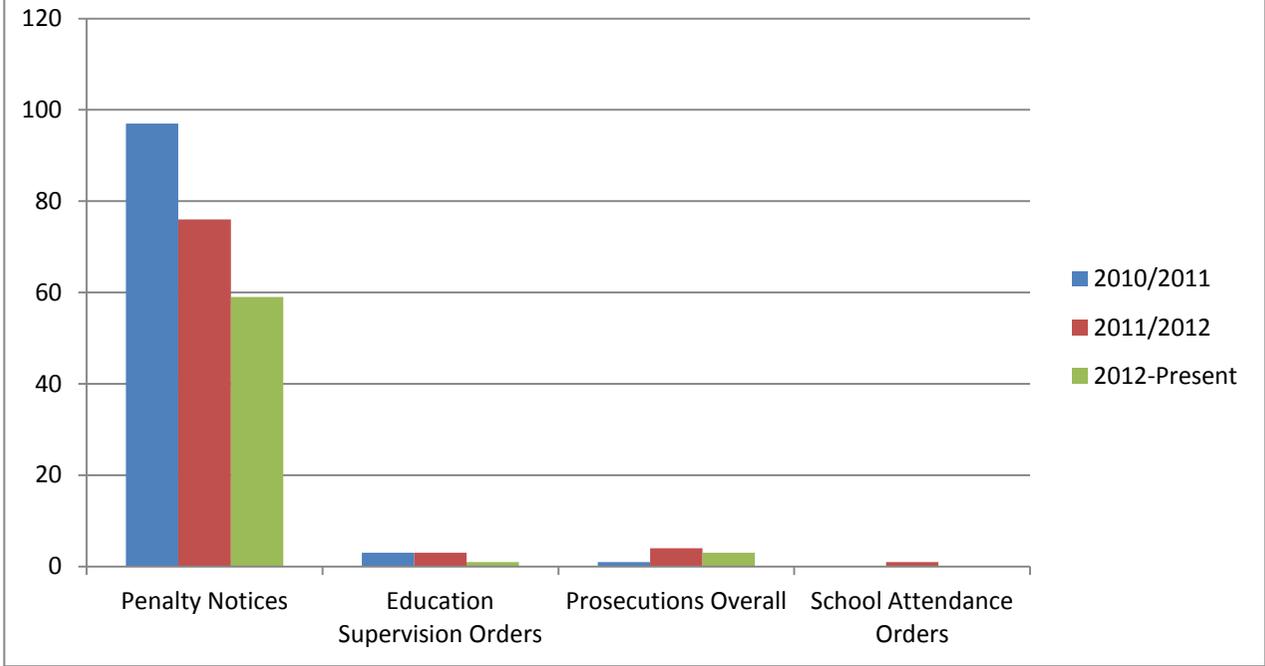
In relation to Primary Schools there was an initial improvement between the figures for 2009 -2010 and 2010-2011 of 0.67%, although the subsequent years show a smaller increase of 0.18% and 0.19% repetitively there has been improvement every academic year since 2009/2010. It should be noted that the data for 2012/2013 is provisional.

In relation to Secondary Schools again there has been improvement every academic year from 2009/2010 in the total attendance % and the % of improvement itself, with improvements of 0.13%, 1.21% and 2.55%, each academic year. Although again the data for 2012/2013 is provisional.

In relation to Special Schools after an initial improvement of 1.76% from 2009/2010 – 2010/2011, there was a decline in 2011-2012 of 1.86%, resulting in attendance being 0.10% lower in 2011/2012 compared to 2009/2010. The provisional data for 2012/2013 shows an increase of 0.18% on the 2011/2012, which results in it being 0.08% above the 2009/2010 data and 1.63% lower the Special Schools' highest attendance rate in 2010/2011.

No	Question	Details			
		<b>3. Number of enforcements / prosecutions over last 3 years</b>			
		<b>Penalty Notices 2010/2011</b>	<b>Penalty Notices 2011/2012</b>	<b>Penalty Notices 09/2012 – Present Day</b>	<b>TOTAL</b>
		97	76	59	232
		<b>Education Supervision Order 2010/2011</b>	<b>Education Supervision Order 2011/2012</b>	<b>Education Supervision Order 2012 – Present Day</b>	<b>TOTAL</b>
		3	3	1	7
		<b>Prosecution 2010/2011 for Non Payment of PN</b>	<b>Prosecution 2011/ 2012 for Non Payment of PN</b>	<b>Prosecution 2012- Present Day for Non Payment of PN</b>	<b>TOTAL</b>
		0	1	2	3
		<b>Prosecution 2010 /2011 for Non Attendance</b>	<b>Prosecution 2011 /2012 for Non Attendance</b>	<b>Prosecution 2012 – Present Day for Non Attendance</b>	<b>TOTAL</b>
		1	3	1	5
		<b>School Attendance Orders 2010/2011</b>	<b>School Attendance Orders 2011/2012</b>	<b>School Attendance Orders for 2012 – Present Day</b>	<b>TOTAL</b>
		0	1	0	1

No	Question	Details
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**4. Supporting evidence complete with references that this type of a service improves attendance and outcomes later on.**

‘If a school can improve attendance by 1% they will see a 5-6% improvement in attainment’ (Department for Children, Schools & Families).

The Government recognises a clear link between poor attendance at school and lower academic achievement. In a paper written by Charlie Taylor, The Government’s Expert Advisor on Behaviour (Improving Attendance at School (2012)) he states that:

*‘Of pupils who miss more than 50% of school only 3 % manage to achieve 5 or more GCSEs at grades A\*-C including Maths and English. 73% of pupils who have over 95% attendance achieve 5 or more GCSEs at grades A\*-C’.*

He also states that:

*‘The evidence shows that children with poor attendance are more likely not to be in education, employment to training (NEET) when they*

No	Question	Details
		<p><i>leave school'.</i></p> <p>When talking about poor attendance in early years, Taylor states that children <i>'have little chance of catching up their peers if their attendance is bad. If they fail to succeed early on in their school careers they are likely to get further behind; disillusionment with education sets in and they become excluded or begin to truant'.</i></p> <p>When looking at effective school practice Taylor states that the schools that have the most impact in improving attendance and as such improving children's long term outcomes, are the ones where a multi-agency approach is taken and the <i>'schools used education welfare officers, social services, the police and the courts'.</i></p> <p>This is further evidenced in <i>Malcom. H, Wilson. V, Davidson. J and Kirk. S: Absence from School: A Study of its causes and effects in seven LEAs, Department for Education (2003)</i>, where due to the effectiveness in these LEAs of the Education Welfare Service, it was found that <i>"more EWO input was needed".</i></p> <p>In relation to Torbay Council, the Attendance Improvement Service has been in place since January 2009 and over this time as can be seen from section 2 above; there has been a gradual increase in the attendance % in schools across Torbay. Considering this in relation to the research outlined above the Attendance Improvement Service in Torbay can be considered to have had a positive impact on the attendance and as such the outcomes of the children and young people in these schools.</p>
5.	<b>How have you consulted on the proposal?</b>	<p>Consultation has taken place with schools which will outline the proposal to re-structure and the opportunity for schools to commission attendance support services which will be their responsibility to deliver.</p>
6.	<b>Outline the key findings</b>	<p>Schools have completed a consultation questionnaire as to which aspects of attendance improvement would they be interested to develop a service specification and potentially commission the local authority to delivery (see results below)</p>

No	Question	Details																					
		<table border="1"> <caption>Bar Chart Data</caption> <thead> <tr> <th>Category</th> <th>Torquay (%)</th> <th>Paignton/Brixham (%)</th> </tr> </thead> <tbody> <tr> <td>Late Gates</td> <td>82</td> <td>38</td> </tr> <tr> <td>Home visits and family work to address attendance</td> <td>92</td> <td>100</td> </tr> <tr> <td>Providing direct work with children/young people</td> <td>70</td> <td>78</td> </tr> <tr> <td>Data analysis</td> <td>38</td> <td>38</td> </tr> <tr> <td>Help with monitoring data</td> <td>48</td> <td>12</td> </tr> <tr> <td>Help with developing policy, advice and guidance to staff</td> <td>48</td> <td>25</td> </tr> </tbody> </table>	Category	Torquay (%)	Paignton/Brixham (%)	Late Gates	82	38	Home visits and family work to address attendance	92	100	Providing direct work with children/young people	70	78	Data analysis	38	38	Help with monitoring data	48	12	Help with developing policy, advice and guidance to staff	48	25
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7.	<b>What amendments may be required as a result of the consultation?</b>	<p>No amendments are proposed as a result of the consultation.</p>																					

## Positive and Negative Equality Impacts

No	Question	Details		
8.	<b>Identify the potential positive and negative impacts on specific groups</b>	This proposal will primarily affect schools, children / young people and their families.		
		Positive Impact	Negative Impact	Neutral Impact
	All groups in society generally			
	Older or younger people	Schools will be able to determine the service which will meet the individual requirements of their own setting. The result of this is that children / young people will be better supported in relation to attendance.	Some children / young people may receive a different service than they have received previously. This will depend on how the schools choose to exercise their responsibility and whether they commission a discretionary service from the Local Authority.	The statutory elements of the service will remain unchanged.
	People with caring responsibilities	Schools will be able to determine the service which will meet the individual requirements of their own setting. Through the services schools decide to commission, the needs of parents / carers will be supported in helping them address any issues in relation to their child's school attendance.	Some parents / carers may receive a different service than they have received previously. This will depend on how the schools choose to exercise their responsibility and whether they commission a discretionary service from the Local Authority.	The statutory elements of the service will remain unchanged.
	People with a disability	Schools will be able to determine the service which will meet the individual requirements of their own setting. Through the services schools decide to commission, the needs of disabled parents/children will be supported in helping them address any issues in relation to school attendance.	Some parents / carers may receive a different service than they have received previously. This will depend on how the schools choose to exercise their responsibility and whether they commission a discretionary service from the Local Authority	The statutory elements of the service will remain unchanged.

No	Question	Details	
	Women or men		There is no differential impact.
	People who are black or from a minority ethnic background (BME)		There is no differential impact.
	Religion or belief (including lack of belief)		There is no differential impact.
	People who are lesbian, gay or bisexual		There is no differential impact.
	People who are transgendered		There is no differential impact.
	People who are in a marriage or civil partnership		There is no differential impact.
	Women who are pregnant / on maternity leave		There is no differential impact.
	Socio-economic (including child poverty)	Schools will be able to determine the service which will meet the individual requirements of their own setting. Through the services schools decide to commission, the needs of disabled parents/children will be supported in helping them address any issues in relation to school attendance.	Some parents / carers may receive a different service than they have received previously. This will depend on how the schools choose to exercise their responsibility and whether they commission a discretionary service from the Local Authority
9.	<b>Is there scope for your proposal to eliminate discrimination, promote equality of opportunity and/or foster good relations?</b>	The Attendance Improvement Service will continue to provide a statutory service with regards to school attendance. The service will work with head teachers and governors, including academies, to see if schools would like to buy back and discretionary services which meet their needs in securing school attendance.	

### Section 3: Steps required to manage the potential impacts identified

No	Action	Details
10.	Summarise any positive impacts and how they will be realised most effectively?	The local authority is working collaboratively with schools to develop a service specification that they fund directly to provide preventative interventions to improve attendance. The new delivery model will provide a greater sense of ownership for the schools, provide a responsive service to meet needs, provide opportunities to fill gaps in existing delivery models, be more cost efficient.
11.	Summarise any negative impacts and how these will be managed?	<p>The level of knowledge and skills within schools is variable; the Local Authority will however retain a reduced attendance improvement service and will be able to provide advice and guidance to schools on how they can improve attendance on a consultation basis.</p> <p>There is a risk that there will be a reduction in preventative activity and therefore an over reliance on statutory interventions. The Local Authority will continue to work collaboratively with schools to reduce this risk and monitor the impact, and take remedial action as necessary.</p>

### Section 4: Recommended course of action

No	Action	Details
12.	<p>State a recommended course of action</p> <p>[please refer to action plan]</p>	<p><b>Outcome 1: No major change required</b> - EIA has not identified any potential for adverse impact in relation to equalities and all opportunities to promote equality have been taken.</p> <p>The Local Authority will retain a statutory attendance improvement service and will be able to provide advice and guidance to schools on how they can improve attendance on a consultation basis.</p> <p>It is recommended that this proposal is implemented.</p>

## Section 5: Monitoring and Action Plan

No	Action	Details
13.	<b>Outline plans to monitor the actual impact of your proposals</b>	Monitoring of absence rates, penalty notices issued and number of prosecutions. Monitoring of Service Level Agreements with schools who do buy back discretionary aspects of the service, this will include feedback from service users.

### Action plan

No.	Action	Reason for action / contingency	Resources	Responsibility	Deadline date
1	Consultation with all schools on the impact of reducing the attendance improvement service to its statutory minimum. The consultation will also explore 'buy back' opportunities for schools	Explore opportunities for schools to increase capacity by buying back in services for young people with attendance issues.	Funding briefing and presentation to Behaviour and Attendance Partnership on 16 <sup>th</sup> Nov 12 – officer time	Head of Family Services	16/11/12
2	Monitoring of absence rates, penalty notices issued and number of prosecutions.	To ensure that schools are undertaking appropriate preventative work, and to facilitate discussions as appropriate with headteachers.	Officer time	Head of Family Services	On-going
2	Drawing up Service Level Agreement with schools and academies	Clear processes that identifies opportunities to reduce the impact on vulnerable groups.	Officer time	Head of Family Services	End of January 2013