



Children & Young People Board

Agenda

Tuesday, 24 January 2023
11.00 am

Victoria Room, 8th Floor, 18 Smith Square,
London, SW1P 3HZ

There will be a meeting of the Children & Young People Board at **11.00 am on Tuesday, 24 January 2023** Victoria Room, 8th Floor, 18 Smith Square, London, SW1P 3HZ.

LGA Hybrid Meetings

All of our meetings are available to join in person at [18 Smith Square](#) or remotely via videoconference as part of our hybrid approach. We will ask you to confirm in advance if you will be joining each meeting in person or remotely so we can plan accordingly, if you wish to attend the meeting in person, please also remember to confirm whether you have any dietary/accessibility requirements. 18 Smith Square is a Covid-19 secure venue and measures are in place to keep you safe when you attend a meeting or visit the building in person.

[Please see guidance for Members and Visitors to 18 Smith Square here](#)

Catering and Refreshments:

If the meeting is scheduled to take place at lunchtime, a sandwich lunch will be available.

Political Group meetings and pre-meetings for Lead Members:

Please contact your political group as outlined below for further details.

Apologies:

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting.

Conservative:	Group Office: 020 7664 3223	email: lgaconservatives@local.gov.uk
Labour:	Group Office: 020 7664 3263	email: labgp@lga.gov.uk
Independent:	Group Office: 020 7664 3224	email: independent.grouplga@local.gov.uk
Liberal Democrat:	Group Office: 020 7664 3235	email: libdem@local.gov.uk

Attendance:

Your attendance, whether it be in person or virtual, will be noted by the clerk at the meeting.

LGA Contact: Abigail Benari
abigail.Benari@local.gov.uk

Carers' Allowance

As part of the LGA Members' Allowances Scheme a Carer's Allowance of £9.00 per hour or £10.55 if receiving London living wage is available to cover the cost of dependants (i.e. children, elderly people or people with disabilities) incurred as a result of attending this meeting.

Children & Young People Board – Membership

[Click here for accessible information on membership](#)

Councillor	Authority
Conservative (7)	
Cllr Patricia Bradwell OBE (Vice Chairman)	Lincolnshire County Council
Cllr Roger Gough	Kent County Council
Cllr Kam Kaur	Warwickshire County Council
Cllr Laura Mayes	Wiltshire Council
Cllr Antony Mullen	Sunderland City
Cllr Mark Sutton	Staffordshire County Council
Cllr Adrian Hardman	Worcestershire County Council
Substitutes	
Cllr Ryan Brent	Portsmouth City Council
Cllr Robert Flatley	Derbyshire County Council
Labour (7)	
Cllr Louise Gittins (Chair)	Cheshire West and Chester Council
Cllr Beverley Momenabadi	Wolverhampton City
Cllr Adam Ellison	South Tyneside Council
Cllr Fiona Venner	Leeds City Council
Cllr Imran Khan	Bradford Metropolitan District Council
Cllr Mili Patel	Brent Council
Cllr Tim Roca	Westminster City Council
Substitutes	
Cllr Gary Bridges	Manchester City Council
Cllr Daniel Francis	Bexley Council
Cllr Leigh Redman	Somerset County Council
Liberal Democrat (2)	
Cllr Lucy Nethsingha (Deputy Chair)	Cambridgeshire County Council
Cllr Mark Cory	Colchester Borough Council
Substitutes	
Cllr Dine Romero	Bath & North East Somerset Council
Independent (2)	
Cllr Julie Fallon (Deputy Chair)	Conwy County Borough Council
Cllr Judy Jennings	Epping Forest District Council
Substitutes	
Cllr Julian Dean	Shropshire Council
Cllr Charlie Hull	South Somerset District Council
Cllr Jon Hubbard	Wiltshire Council
Cllr Edward Maxfield	Norfolk County Council

Agenda

Children & Young People Board

Tuesday, 24 January 2023

11.00 am

Victoria Room, 8th Floor, 18 Smith Square, London, SW1P 3HZ

Item	Page
1. Welcome, Apologies and Substitutes, Declarations of Interest	
2. Note of the Previous Meeting	1 - 2
3. LGA Plan	3 - 6
4. Delivering Better Value in SEND programme	7 - 26
5. Workforce Capacity in Local Government	27 - 44
6. Youth Justice Board	45 - 50

Date of Next Meeting: Tuesday, 14 March 2023, 1.00 pm, Hybrid Meeting - 18 Smith Square and Online

Minutes of last Children & Young People Board meeting

Children & Young People Board

Thursday, 3 November 2022

Manchester Central Exhibition Centre

Attendance

An attendance list is attached as **Appendix A**

Item	Decisions and actions
------	-----------------------

8 Welcome, Apologies and Substitutes, Declarations of Interest

The Chair welcomed members of the Children and Young People Board to the meeting which was held at the National Children and Adult Services Conference.

It was noted that attendance at the meeting was likely to be low due to the time and location of the meeting as well as the absence of a notable guest speaker.

There were no declarations of interest.

9 Children and Young People Board Priorities 2022/23

The Chair introduced the report which detailed the Children and Young Peoples Board's priorities for the 2022/2023 meeting cycle.

Decision

Members of the Board **agreed** to note the report

10 Youth Services - National Youth Agency

The Chair welcomed Leigh Middleton, Chief Executive Officer of the National Youth Agency (NYA) to the meeting. Leigh delivered a presentation updating the Board on the recent work undertaken by the NYA, including the National Youth Sector Census, the statutory duty and future campaigns.

Decision

The Children and Young People Board **agreed** to note the report

11 Note of the Previous Meeting

The Children and Young People Board **agreed** the minutes of the meeting held on Thursday 29 September 2022.

Appendix A -Attendance

Position/Role	Councillor	Authority
Chairman	Cllr Louise Gittins	Cheshire West and Chester Council
Vice-Chairman	Cllr Patricia Bradwell OBE	Lincolnshire County Council
Deputy-chairman	Cllr Lucy Nethsingha	Cambridgeshire County Council
	Cllr Julie Fallon	Conwy County Borough Council
Members	Cllr Laura Mayes	Wiltshire Council
	Cllr Adrian Hardman	Worcestershire County Council
Apologies	Cllr Roger Gough	Kent County Council
	Cllr Kam Kaur	Warwickshire County Council
	Cllr Antony Mullen	Sunderland City
	Cllr Mark Sutton	Staffordshire County Council
	Cllr Beverley Momenabadi	Wolverhampton City
	Cllr Adam Ellison	South Tyneside Council
	Cllr Fiona Venner	Leeds City Council
	Cllr Imran Khan	Bradford Metropolitan District Council
	Cllr Mili Patel	Brent Council
	Cllr Tim Roca	Westminster City Council
	Cllr Mark Cory	Colchester Borough Council
	Cllr Judy Jennings	Epping Forest District Council
In Attendance		
LGA Officers		

Meeting: Children and Young People Board

Date: 24 January 2023



LGA Plan 2022-25

Purpose of report

For discussion.

Summary

On 19 October 2022, the LGA Board signed off a new 3-year business plan for 2022-25. The [LGA Plan 2022-2025](#) sets the direction for the LGA as a whole and includes our policy and campaigning priorities for the period.

The Board is asked to review the Plan and to discuss any changes to its workplan to reflect the overall LGA direction and priorities.

Recommendations

That the Children and young People Board reviews the Plan and discuss any changes to its workplan to reflect the overall LGA direction and priorities

Contact officer: Ian Keating

Position: Principal Policy Adviser

Phone no: 0207 664 3032

Email: Ian.Keating@local.gov.uk

LGA Plan 2022-25



Background

1. On 19 October 2022 the LGA Board signed off the LGA's new 3-year business plan – [LGA Plan 2022-2025](#). The development of the Plan was led by a joint officer/member task and finish group, who considered feedback from consultations and discussions with member councils, lead members, group executives and staff.
2. The new LGA Plan clearly sets out our vision to be **the Voice of Local Government** and our purpose to **Promote, Improve and Support** local government. A copy of the Plan is attached at **Appendix 1**.

Content

3. The LGA Plan is in three parts:

Part 1:

- sets out the LGA's overarching vision and the golden thread that runs through the plan - to be **the Voice of Local Government**;
- sets out our purpose - to **Promote, Improve and Support** local government. These form the three pillars of all our external facing work, including the work of the eight policy boards and the Improvement and Innovation Board.
- emphasises our commitment to work more collaboratively across the whole of local government to strengthen our voice on behalf of the sector;

Part 2:

- Promoting **local government** sets four policy and campaigning priorities
 - ✓ A sustainable financial future
 - ✓ Stronger local economies, thriving local democracy
 - ✓ Putting people first
 - ✓ Championing climate change and local environments;
- **Improving local government** sets out our main grant-funded commitments;
- **Supporting local government** highlights the excellent technical and professional support and services we deliver to councils in fields such as workforce, pensions, legal, communications and procurement and a range of place-based services.

Part 3:

- **Our business** – sets out our internal organisational priorities, including actions to support our political leadership and enhance our membership, increase our financial resilience and our commitment to Net Zero.

Delivering the LGA Plan

4. Members are invited to review the LGA Plan and to discuss any amendments of additions to the Board's work programme to align with the LGA's priorities.
5. The Plan contains a number of priorities which relate to, and are aligned with, the work of the Board:
 - 5.1. Councils have a clear ongoing role in promoting and supporting high educational standards and the resources, powers, and flexibilities to ensure every child has fair access to a place at a good local early years setting, school or college.
 - 5.2. Councils have the powers and funding to meet the needs of all local children and young people including looked-after children and those with Special Educational Needs and Disability and ensure that children and families have access to the help they need and the opportunities they deserve.
 - 5.3. Our Children's Services Improvement programme supports councils to help children, young people, and families to achieve the best possible outcomes. We will continue to offer:
 - 5.3.1. leadership training, networking opportunities, mentoring and coaching for political and corporate leaders with responsibilities for children's services
 - 5.3.2. improvement support and diagnostic activity framed around specific themes and issues (including peer challenge)
 - 5.3.3. Early Years Speech and Language programme.
6. The LGA Plan will remain a flexible document that will be reviewed and updated annually, and with the agreement of the LGA Board, may be updated to reflect changing circumstances.

Implications for Wales

7. The LGA Plan includes the support that we provide to the 22 Welsh councils, in membership of the LGA through the Welsh LGA. However, some central government grant-funded activities do not include support to Wales, where funding may be allocated through the Welsh government.

Financial Implications

8. Delivery of the LGA Plan is reflected in the LGA's medium term financial strategy. Our internal business priorities include priorities to ensure the financial sustainability of the LGA.

Equalities implications

9. Our internal business priorities include the delivery of the LGA's equalities strategy and action plan.

Next steps

10. Subject to members' comments, the Board's work programme will be updated to reflect the priorities of the LGA Plan 2022-25.

Delivering Better Value in SEND programme

Purpose of report

For information.

Summary

The Department for Education (DfE) has commissioned Newton Europe, working in collaboration with the Chartered Institute of Public Finance and Accountancy (CIPFA), to deliver phase one of the 'Delivering Better Value in SEND programme' (DBVS), which is aiming to support councils to improve delivery of SEND services for children and young people while ensuring services are sustainable.

DBVS is an optional programme that is currently providing dedicated support and funding to 55 councils – chosen based on those with the highest deficits as at 2020-21 (after those authorities that have already been invited to join the DfE's safety valve programme).

Chris Kelly from Newton Europe will be attending the Board meeting to discuss the aims and objectives of the programme, as well as initial findings of their work to date, in more detail.

Recommendation

Members are asked to provide feedback on the DBVS programme's progress and consider how the findings can feed into the LGA's wider work on SEND, high needs funding the Government's response to the SEND Green paper.

Action

Officers to take forward Member's comments as appropriate.

Contact officer: Clive Harris
Position: Senior Adviser
Phone no: 07747 636931
Email: clive.harris@local.gov.uk

LGA Children & Young People Board

24th January 2023

Newton-CIPFA Update

● Contents

1. Background to the DBV in SEND programme
2. Objectives of the DBV in SEND programme
3. Programme status
4. Insights to date
5. Next steps and further information

● Contents

- 1. Background to the DBV in SEND programme**
2. Objectives of the DBV in SEND programme
3. Programme status
4. Insights to date
5. Next steps and further information

National Context – The challenges faced by systems supporting children with SEND



Although the system is driven by a hard-working and dedicated workforce, currently children with SEND have poorer outcomes in the UK, many parents have lost confidence in the system and public spend has been increasing unsustainably as demand for services has risen since the 2014/15 reforms were introduced.

Children with SEND have poorer outcomes

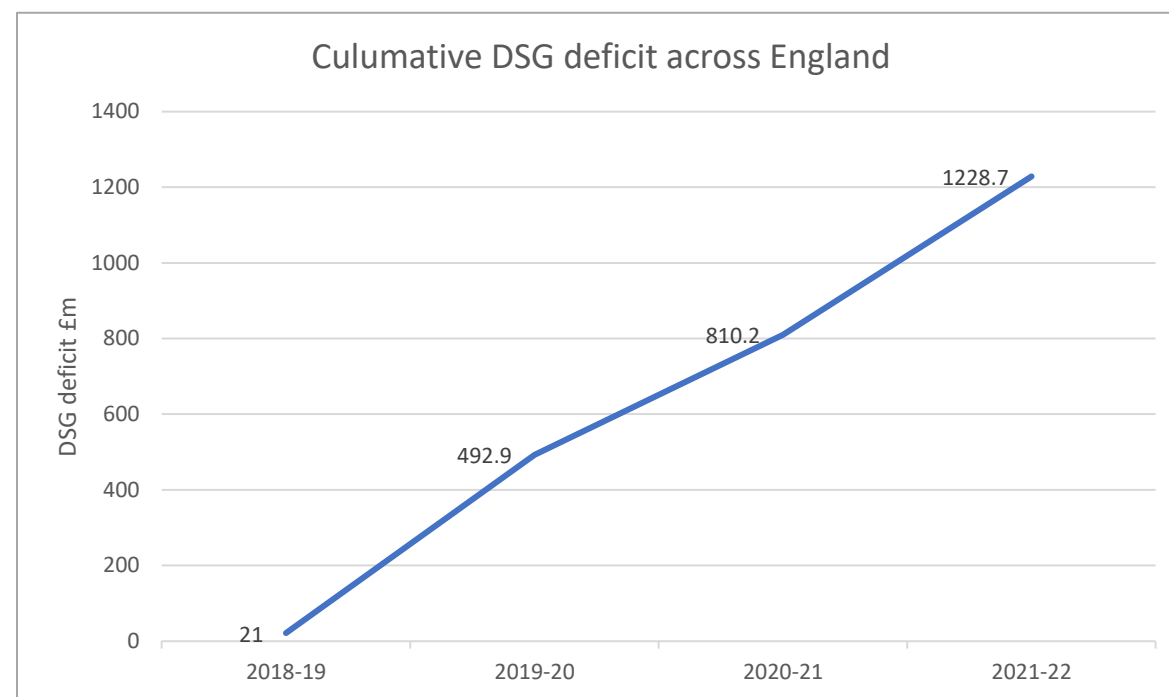
e.g. more likely to be excluded, less likely to pass English and maths GCSEs

The national deficit is £2.3bn on a £9bn overall budget

for the High Needs Block of school funding

8,000 parents take their LAs to tribunal each year

because they aren't satisfied with the support their child receives

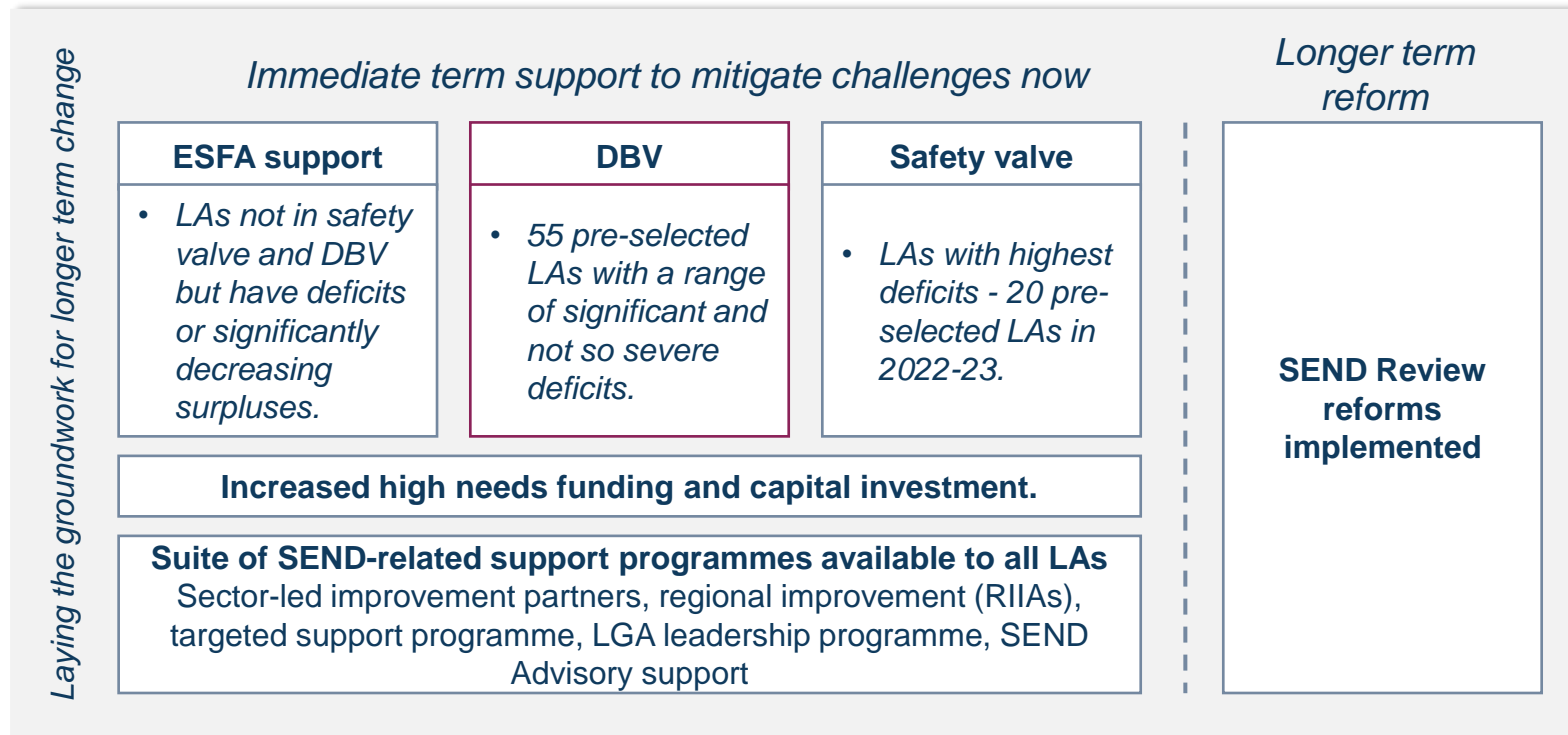


Source: DSG outturn figures from s251 returns

● Contents

1. Background to the DBV in SEND programme
- 2. Objectives of the DBV in SEND programme**
3. Programme status
4. Insights to date
5. Next steps and further information

Moving towards SEND reform – the DBV in SEND Programme is a key short-term initiative



Delivering Better Value in SEND – objectives and support offer

Objectives

To provide short term support to 55 LAs to ensure they can support their children and young people with SEND in the best possible way, within the most financially sustainable envelope.

To aggregate data and evidence across more than a third of the LAs in England to inform future national reforms to policy and legislation.

Delivering Better Value in SEND – objectives and support offer

Objectives

To provide short term support to 55 LAs to ensure they can support their children and young people with SEND in the best possible way, within the most financially sustainable envelope.

To aggregate data and evidence across more than a third of the LAs in England to inform future national reforms to policy and legislation.

Components of support – informed by consultation with LAs

Diagnostic support to LAs delivered by the partnership of Newton, CIPFA and SEND Advisors to ensure local implementation programmes have a high quality foundation to work from (Phase 1)

Collation of a centralised catalogue of best practice in delivering services for children with SEND that all LAs can access for further support in the short-term and which can also inform future national changes

Grant funding to LAs to support the implementation of local change in the short term (Phase 2 - c. £60m to be allocated across all 55 LAs)

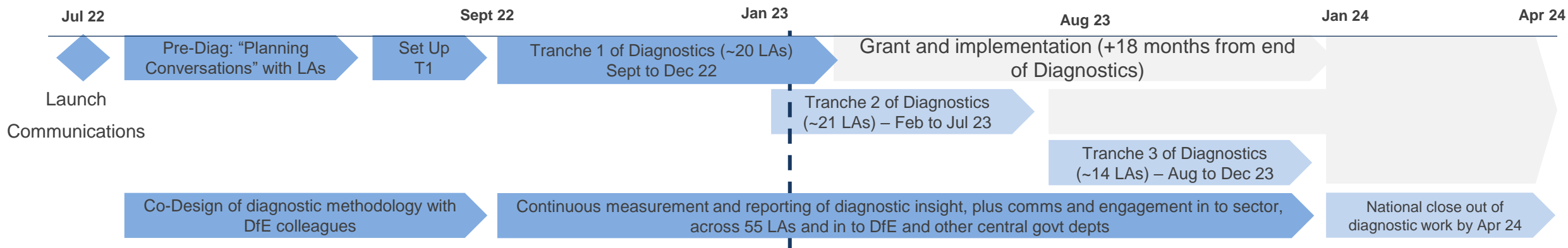
Aggregation of data and evidence across all LAs in the programme in to a central asset that can be analysed to understand consistent themes and challenges across a third of the sector, helping inform future national changes

Contents

1. Background to the DBV in SEND programme
2. Objectives of the DBV in SEND programme
- 3. Programme status**
4. Insights to date
5. Next steps and further information

Overall Approach to Programme

The graphic below shows the steps we will take to deliver Phase 1 of the DBV programme:



We have committed to a number of principles about how the programme will be delivered:

- We will seek to work with LAs to build in on their existing relationships and **co-produce the diagnostic outputs as far as possible** with local stakeholders and partners: parent-carers, education providers and local health trusts.
- **The support to each local area will be tailored and bespoke**, reflecting the unique context of each local area, in order to maximise the local value add
- We will **work collaboratively with each local area SEND leadership team** so that the understanding of the diagnostic work is retained in the local system to enable them to progress implementation
- Aiming to **deliver additional added value wherever possible**:
 - Where beneficial, working with groups of local area leads to deliver diagnostic activities to help build peer networks across the sector
 - Aggregating results and developing insight across all 55 LAs to give additional insight in to the sector and to DfE

What stage are local areas currently on?

Live Diagnostic – Module 3

- Bracknell Forest
- London Borough of Brent
- Cheshire East
- Cumbria
- Metropolitan Borough of Doncaster
- Metropolitan Borough of Dudley
- Royal Borough of Kensington and Chelsea
- North East Lincolnshire
- Oxfordshire
- Solihull
- Southampton
- South Tyneside
- Stockport
- Stockton-on-Tees
- Suffolk
- Somerset

Live Diagnostic – Grant Application

- Bournemouth
- Bristol
- Hampshire
- Leicestershire

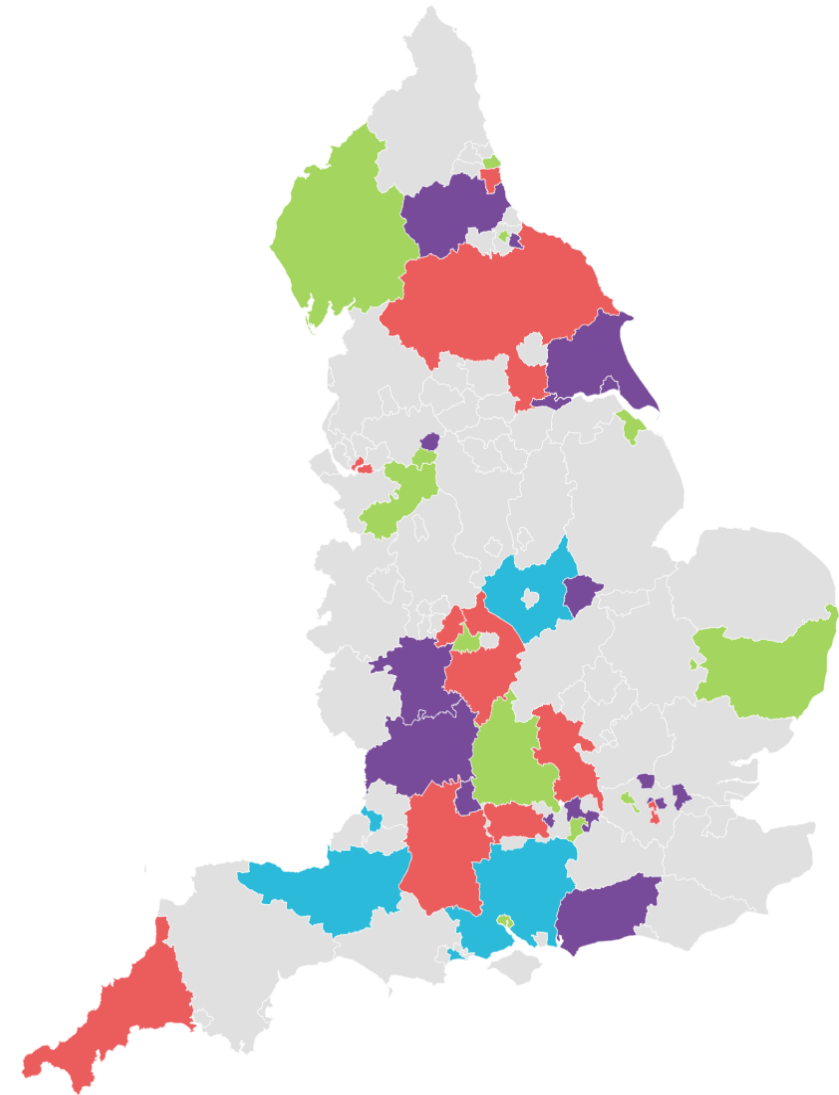
Set Up Phase – Tranche 2 Diagnostic Start Feb 2023*

- Central Bedfordshire
- County Durham
- East Riding of Yorkshire
- London Borough of Enfield
- Gloucestershire
- London Borough of Hackney
- London Borough of Havering
- Kingston upon Hull
- Middlesbrough
- London Borough of Newham
- Metropolitan Borough of Oldham
- Reading
- Redcar and Cleveland
- Metropolitan Borough of Rochdale
- Rutland
- Sefton
- Tameside
- West Sussex
- Royal Borough of Windsor and Maidenhead
- Worcestershire
- Swindon

Set Up Phase – Tranche 3 Diagnostic Start Aug 2023*

- London Borough of Tower Hamlets
- Birmingham
- Buckinghamshire
- Cornwall
- Borough of Halton
- London Borough of Lewisham
- North Yorkshire
- Metropolitan Borough of St Helens
- Sunderland
- Thurrock
- Warwickshire
- West Berkshire
- Merseyside
- Wiltshire*

* Wiltshire has request to move to T3



■ Live Diagnostic - Module 3 ■ Live Diagnostic - Grant Application ■ Setup Phase - Tranche 2 ■ Setup Phase - Tranche 3

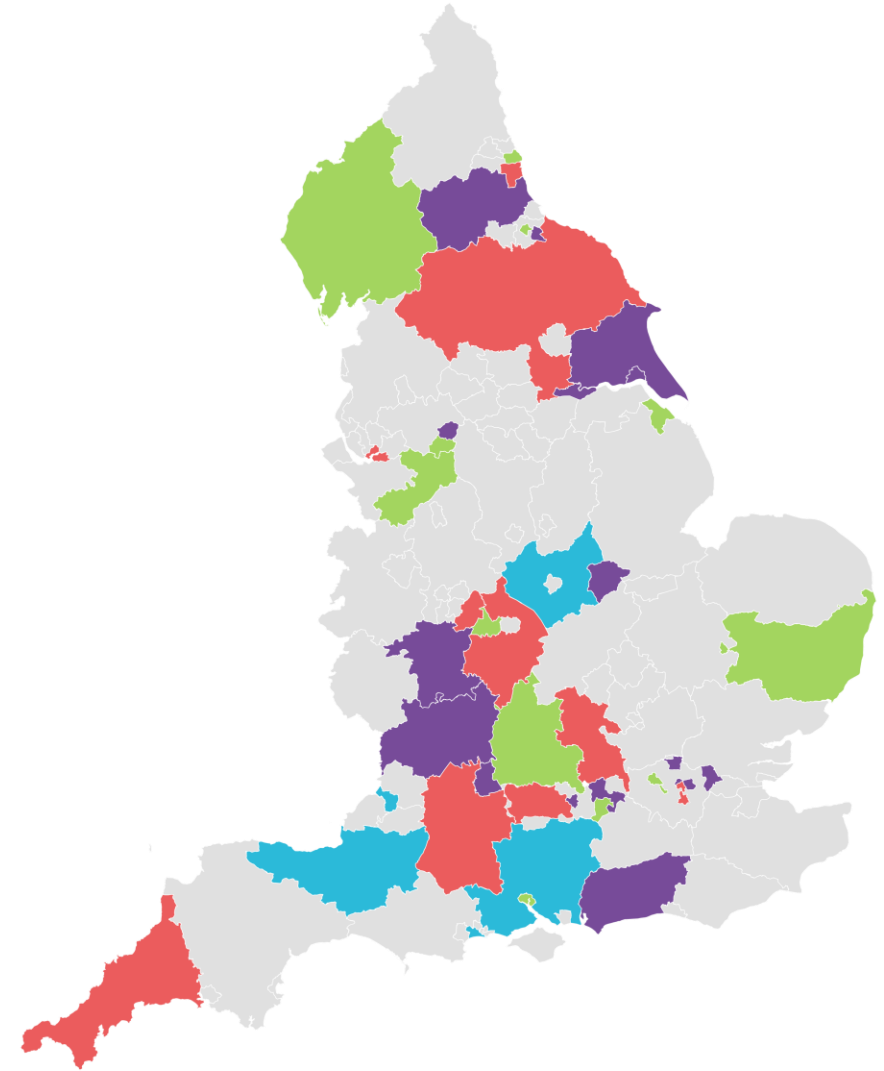
What stage are local areas currently on?

- Live Diagnostic – Module 3**
- Bracknell Forest
 - London Borough of Brent
 - Cheshire East
 - Cumbria
 - Metropolitan Borough of Doncaster
 - Metropolitan Borough of Dudley
 - Hampshire
 - Royal Borough of Kensington and Chelsea
 - North East Lincolnshire
 - Oxfordshire
 - Solihull
 - Somerset
 - Southampton
 - South Tyneside
 - Stockport
 - Stockton-on-Tees
 - Suffolk

- Live Diagnostic – Grant Application**
- Bournemouth,
 - Christchurch and Poole
 - Bristol
 - Leicestershire
 - Hampshire

- Set Up Phase – Tranche 2 Diagnostic Start Feb 2023***
- Central Bedfordshire**
 - East Riding of Yorkshire
 - London Borough of Enfield
 - Gloucestershire
 - London Borough of Hackney
 - London Borough of Havering
 - Kingston upon Hull
 - Middlesbrough
 - London Borough of Newham
 - Metropolitan Borough of Oldham
 - Reading
 - Redcar and Cleveland
 - Metropolitan Borough of Rochdale
 - Rutland
 - Sefton
 - Swindon
 - Tameside
 - West Sussex
 - Royal Borough of Windsor and Maidenhead
 - Worcestershire

- Set Up Phase – Tranche 3 Diagnostic Start Aug 2023***
- Birmingham
 - Buckinghamshire
 - Central Bedfordshire
 - Cornwall
 - County Durham
 - Borough of Halton
 - London Borough of Lewisham
 - London Borough of Tower Hamlets
 - North Yorkshire
 - Metropolitan Borough of St Helens
 - Sunderland
 - Thurrock
 - Warwickshire
 - West Berkshire
 - Wirral
 - Wiltshire***
- ***Wiltshire has agreed to move from Tranche 2 to Tranche 3



■ Live Diagnostic - Module 3 ■ Live Diagnostic - Grant Application ■ Set Up Phase - Tranche 2 ■ Set Up Phase - Tranche 3

DBV Phase 1: Diagnostic Stages



Set Up

To understand current position and develop a diagnostic plan



Module 1: Baselines and Forecasts

To understand the volume and type of support Children and Young people have received historically, and what this might look like going forward



Module 3: Implementation Planning

To build findings into effective implementation planning, identifying strengths, enablers and risks



Module 2: Root Causes Diagnostic

To identify and quantify the highest impact changes that could be made to deliver better outcomes for children and young people

Lots of different people across the system will be involved at various stages of this process



Grant Application

To apply for funding, using the diagnostic work, to support implementation



Phase 2: Implementation

To start implementing the opportunities and plans identified during the diagnostic

We are receiving positive feedback from authorities engaging so far

Live Diagnostic – Module 3

- Bracknell Forest
- London Borough of Brent
- Cheshire East
- Cumbria
- Metropolitan Borough of Doncaster
- Metropolitan Borough of Dudley
- Royal Borough of Kensington and Chelsea
- North East Lincolnshire
- Oxfordshire
- Solihull
- Southampton
- South Tyneside
- Stockport
- Stockton-on-Tees
- Suffolk
- Somerset

Live Diagnostic – Grant Application

- Bournemouth
- Bristol
- Hampshire
- Leicestershire

Set Up Phase – Tranche 2 Diagnostic Start Feb 2023*

- Central Bedfordshire
- County Durham
- East Riding of Yorkshire
- London Borough of Enfield
- Gloucestershire
- London Borough of Hackney
- London Borough of Havering
- Kingston upon Hull
- Middlesbrough
- London Borough of Newham
- Metropolitan Borough of Oldham
- Reading
- Redcar and Cleveland
- Metropolitan Borough of Rochdale
- Rutland
- Sefton
- Tameside
- West Sussex
- Royal Borough of Windsor and Maidenhead
- Worcestershire
- Swindon

Set Up Phase – Tranche 3 Diagnostic Start Aug 2023*

- London Borough of Tower Hamlets
- Birmingham
- Buckinghamshire
- Cornwall
- Borough of Halton
- London Borough of Lewisham
- North Yorkshire
- Metropolitan Borough of St Helens
- Sunderland
- Thurrock
- Warwickshire
- West Berkshire
- Merseyside
- Wiltshire*

*Wiltshire has request to move to T3



■ Live Diagnostic - Module 3
 ■ Live Diagnostic - Grant Application
 ■ Setup Phase - Tranche 2
 ■ Setup Phase - Tranche 3

Contents

1. Background to the DBV in SEND programme
2. Objectives of the DBV in SEND programme
3. Programme status
- 4. Insights to date**
5. Next steps and further information

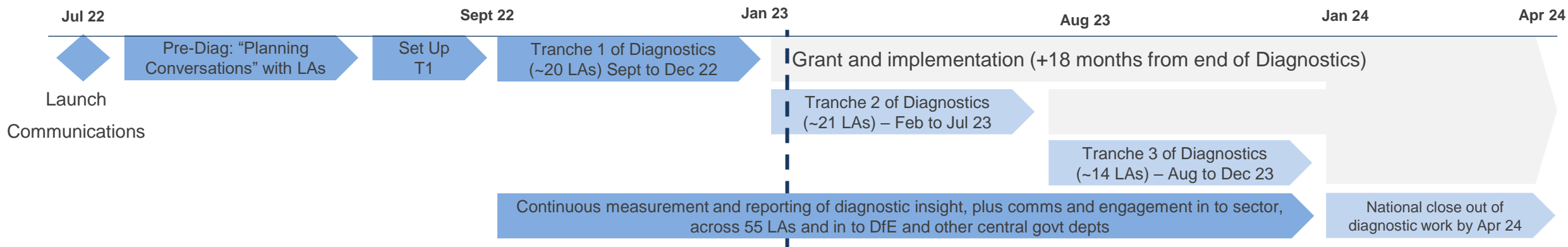
The latest insight from the programme will be shared at the meeting

Contents

1. Background to the DBV in SEND programme
2. Objectives of the DBV in SEND programme
3. Programme status
4. Insights to date
- 5. Next steps and further information**

Next Steps and Further Information

The graphic below shows the steps we will take to deliver Phase 1 of the DBV programme:



We are committed to sharing insight from the programme with the wider sector to ensure it adds as much value as possible – this will be done in a way that respects and maintains the confidence of all local authorities who are participating in the programme.

We would like to offer to give future presentations to the Children & Young People Board to share further insight as it emerges, particularly as we are able to segment region specific findings. In addition, our programme team are happy to have individual dialogue with any board member authorities.

Contact details

Please feel to ask any questions following our presentation or contact us afterwards:

Chris Kelly

Chris.kelly@newtoneurope.com

Julie Leonard

Julie.leonard@newtoneurope.com

Steve Knight

Stephen.knight@newtoneurope.com

Meeting: Children and Young People Board

Date: 24 January 2023



Workforce capacity in local government

Purpose of report

For direction.

Summary

This report summarises the LGA's policy and improvement activity to address workforce capacity challenges in local government and seeks the Board's feedback on priorities for future activity.

Recommendation

That the Children and Young People Board feed back their views of the priority issues for future policy and improvement activity to address workforce capacity challenges and how the LGA delivers those priorities.

Contact details

Contact officer: Naomi Cooke

Position: Head of Workforce

Phone no: 0207 664 3299

Email: naomi.cooke@local.gov.uk

Workforce capacity in local government



Executive summary

1. Councils are experiencing workforce capacity challenges across many services. To enable policy boards to consider specific challenges relating to their terms of reference in the context of the challenges affecting the sector as a whole, all the policy boards will consider substantively the same report, prior to consideration of the issue in the round by Resources Board and Executive Advisory Board.
2. This report includes evidence of recruitment and retention challenges being experienced in children and family services in addition to increased demand and complexity. Low pay is a factor in all service areas: additional factors are also identified, such as significant public criticism and threats following high-profile tragedies. Impacts on service delivery are highlighted, with further implications such as those arising from the increased use of agency workers. The need for a holistic workforce strategy for children and family services is identified.
3. The board is asked to consider progress to date, support and policy offers and asks and to advise on priorities for action, while noting that it may be necessary to identify or reprioritise resources accordingly.

Background

4. Core government funding for councils was reduced by £15 billion in cash terms between 2010/11 and 2019/20. Overall, spending by local authorities in England has decreased by £3.4 billion (in real terms at 2020/21 prices). Most services have seen cuts in expenditure, such as planning (reduced by 35 per cent). The only exceptions were children's social care (increased by 28 per cent in real terms), and 'other services' (which in many cases is where councils accounted for the grants they received to deal with the pandemic response).
5. Against these reductions in spending, there have been increases in demand for most services. For example:
 - The number of looked after children increased by 25 per cent¹, those being assessed because they are believed to be at risk of significant harm increased by 99 per cent², and Ofsted noted that the complexity of cases has increased since the pandemic began, meaning rising workloads even where the number of children on the caseloads has remained stable³;

¹ www.gov.uk/government/collections/statistics-looked-after-children#looked-after-children

² https://lginform.local.gov.uk/reports/lgastandard?mod-metric=8915&mod-period=12&mod-area=E92000001&mod-group=AllRegions_England&mod-type=namedComparisonGroup

³ www.gov.uk/government/publications/childrens-social-care-2022-recovering-from-the-covid-19-pandemic/childrens-social-care-2022-recovering-from-the-covid-19-pandemic

- The number of requests for adult social care from new working age clients increased by 11 per cent⁴;
- The number of fly tipping incidents increased by 20 per cent⁵.

It has also been estimated that, due to demographic changes, an estimated 490,000 more people will need to be working across all providers of adult social care in England by 2035⁶.

6. As demands have increased, the size of the local government workforce has decreased. Between 2009 and 2022 the English local government staff headcount fell from 2,254,700 to 1,346,400 (full-time equivalent totals for the same periods falling from 1,584,200 to 1,022,000)⁷. This is only partly explained by academisation, as individual services have been demonstrably reduced: for example, the number of local government adult social services jobs in September 2021 was 115,100, a decrease from 159,400 in September 2011⁸.
7. The only area where staffing has clearly grown over the period is in children and families social workers, where staff levels were 25,515 in December 2011, increasing to 32,502 by September 2021⁹.
8. The picture of reducing staff numbers is worsened by problems with recruitment and retention for those posts which remain. The LGA's most recent research shows that 92 per cent of councils were experiencing recruitment difficulties in at least one occupation and 83 per cent were experiencing retention difficulties in at least one¹⁰. Recruitment problems have affected all types of authority and all types of service. Figure 1 shows, as a proportion of all councils, the most difficult to recruit occupations/roles:

⁴ <https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-activity-and-finance-report/2021-22>

⁵ www.gov.uk/government/statistical-data-sets/env24-fly-tipping-incident-and-actions-taken-in-england

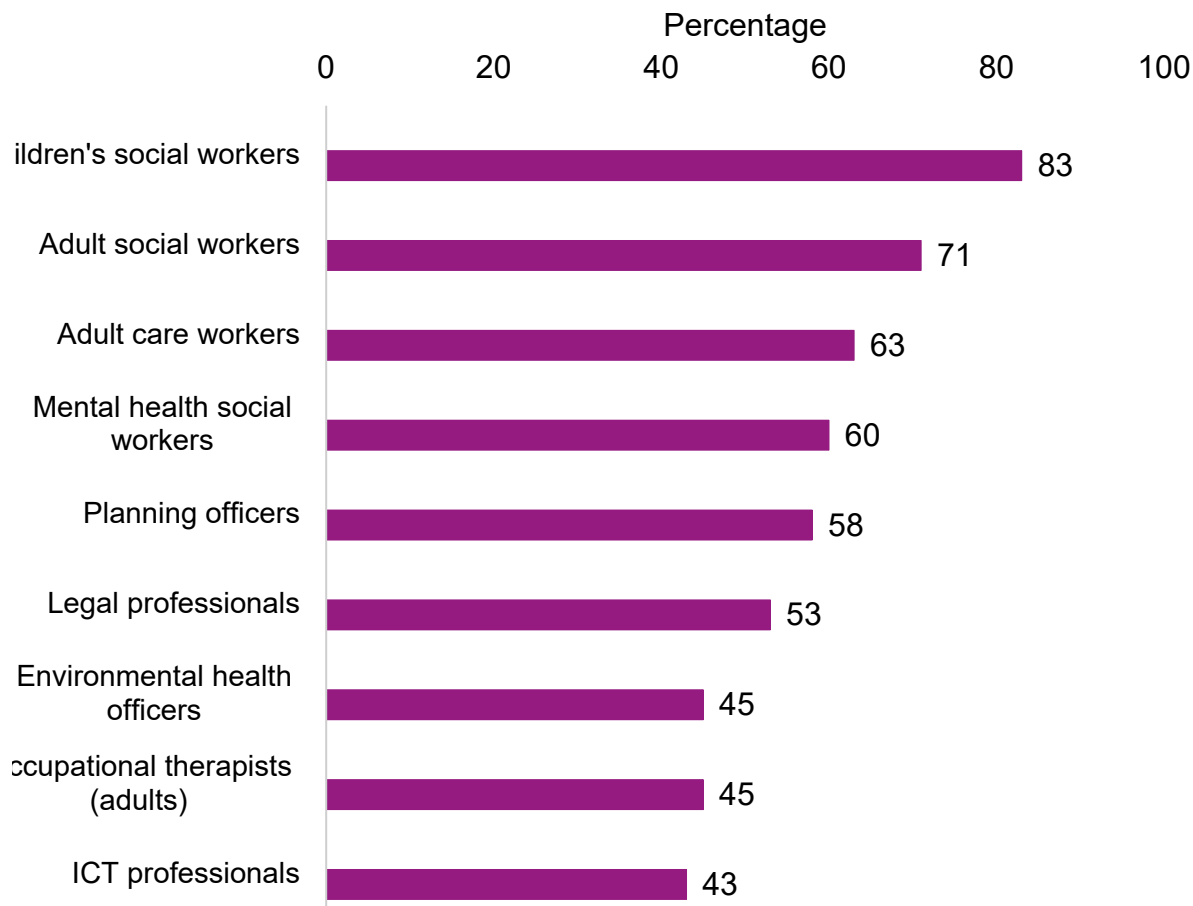
⁶ www.local.gov.uk/our-support/sector-support-offer/care-and-health-improvement/adult-social-care-workforce/asc-reform

⁷ www.local.gov.uk/publications/ons-quarterly-public-sector-employment-survey

⁸ www.skillsforcare.org.uk/adult-social-care-workforce-data/Workforce-intelligence/publications/Data-and-publications.aspx

⁹ <https://explore-education-statistics.service.gov.uk/find-statistics/children-s-social-work-workforce>

¹⁰ LGA Workforce Survey 2022 (publication imminent)



Base: all councils (119 overall, but number varies by occupation/role as the results are calculated for the type of council that holds responsibility for them).

Source: LGA Workforce Survey 2022

9. A further survey showed that 63 per cent of councils had experienced difficulties recruiting or retaining LGV/ HGV drivers over the past year or anticipated such difficulties¹¹. From our discussions with the Association of Chief Trading Standards Officers, it is also clear that trading standards services are experiencing challenges in recruitment.

10. The vacancy rate for children and family social workers was 16.7 per cent in September 2021¹², and 94 per cent of local authorities in early 2022 found it difficult or very difficult to fill vacancies for experienced children’s social workers¹³. The number of vacancies across all providers of adult social care increased by 52 per cent in 2021/22, by 55,000 to 165,000¹⁴.

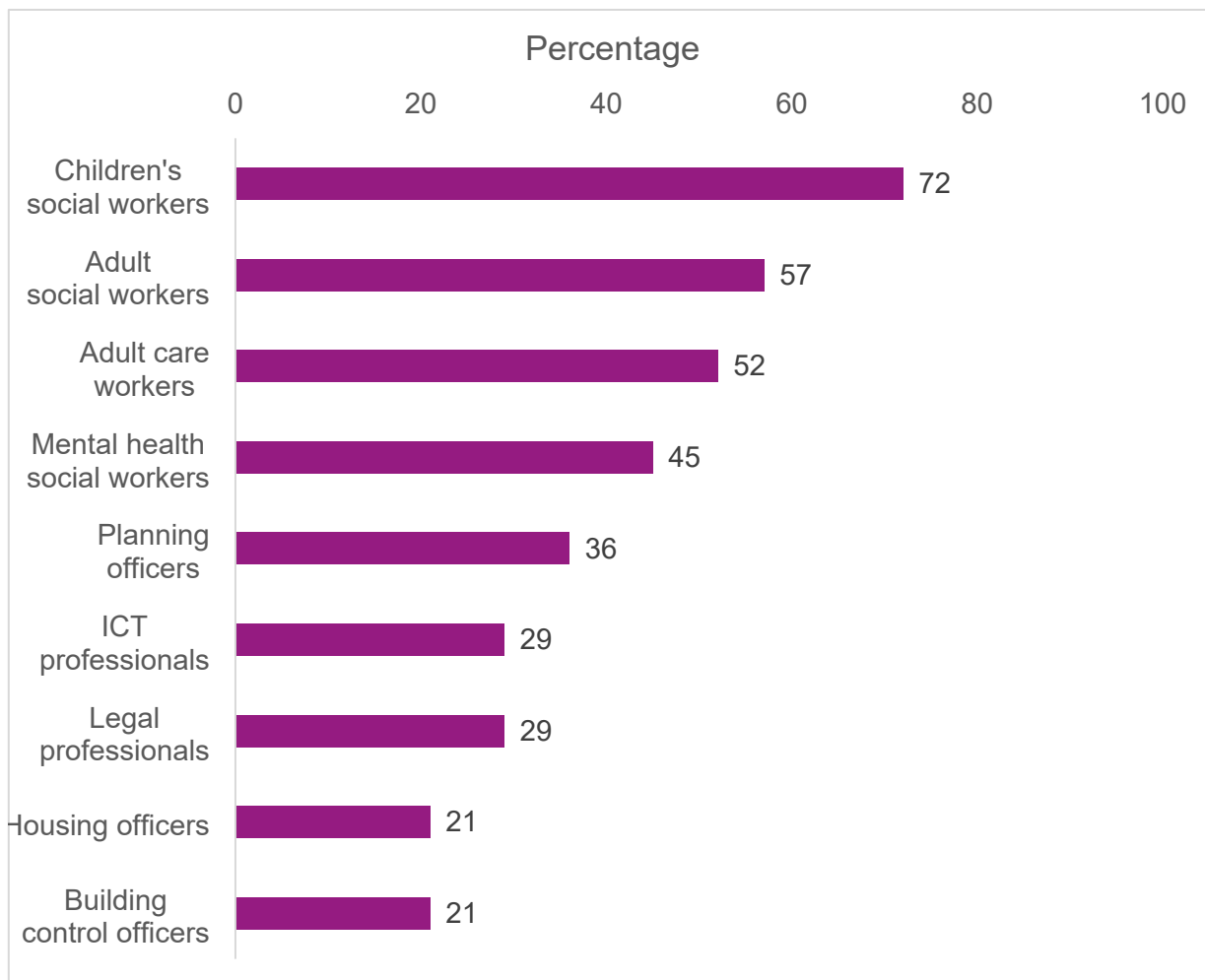
11. Figure 2 shows that, as a proportion of all councils which run the service, the most difficult to retain occupations/ roles are often those which are challenging to recruit:

¹¹ www.local.gov.uk/publications/local-highways-weather-resilience-survey-2022

¹² <https://explore-education-statistics.service.gov.uk/find-statistics/children-s-social-work-workforce>

¹³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1123954/Childrens_services_Survey_Wave_6_Dec22.pdf

¹⁴ www.skillsforcare.org.uk/Adult-Social-Care-Workforce-Data/Workforce-intelligence/documents/State-of-the-adult-social-care-sector/The-state-of-the-adult-social-care-sector-and-workforce-2022.pdf



Base: all councils (119 overall, but number varies by occupation/role as the results are calculated for the type of council that holds responsibility for them).

Source: LGA Workforce Survey 2022

12. Analysis of insights and research from services experiencing capacity challenges has identified the following causes (this is not a comprehensive list):

- i) **Low pay:** this is a factor in all service areas. In some areas of the country, the affordability of housing and availability of public transport impacts on the ability of councils to recruit.
- ii) **Better hours and working conditions elsewhere:** this is a motivation for social care and public health workers, for example, who have also reported feeling burnt out and stressed. There is a perception of a lack of parity of esteem compared to the NHS workforce. Post COVID-19, planners and environmental health officers are also reported to be taking early retirement and leaving the profession and can find work in the private sector. There are also recruitment and retention challenges in housing and homelessness services where officers now have increased workloads due to Homes for Ukraine and other resettlement schemes. Some planners choose to work for agencies where they feel less personally visible in the context of politically charged decision-making and children's social workers value the flexibility provided by agency work.
- iii) **Reductions in staffing and other budgets** have led to reductions in supervision, support, learning and development as well as increased workloads. While some

measures (such as moratoriums on training and recruitment freezes) were intended to be temporary in the early years of austerity, these have become permanent with long-term consequences. These can all impact on staff retention and the ability for professionals to develop additional expertise. Similarly, pressure on manager time is sometimes seen as a disincentive to taking on apprentices or other more junior roles.

- iv) **Local government is not perceived as an attractive career.** Other sectors are perceived as providing more attractive career options in light of the above, with a perceived lack of appreciation and recognition and either low public profile or negative perceptions arising from financial challenges and service failures in the sector generally. Some planners and children's social workers are exposed to significant public criticism, including via social media, without right of reply.

13. Recruitment and retention challenges are leading to the following further impacts and consequences:

- i) Because councils are seeking to recruit from an increasingly limited pool of officers, they are **using market supplement payments** (which were not necessarily budgeted for) to support recruitment and retention. Eighty-one per cent of councils pay them for some occupations¹⁵;
- ii) Councils are increasingly **relying on agency staff** to fill gaps:
- Sixteen per cent of children's social workers are agency staff and proportions in some councils are at 48 per cent¹⁶ (this does not include where agencies provide entire 'project teams');
 - The Planning Advisory Service has found that some planning services have up to 80 per cent of their staff provided by agencies;
 - Twenty per cent of London authorities reported routinely using agency staff to meet capacity needs in place-shaping services¹⁷.

High turnover of social workers and residential workers and reliance on agency staff can lead to a lack of stability in relationships for children and their families¹⁸. Recent analysis for the DfE estimated that the additional cost of employing agency staff means that there is a loss of over £100 million per year that could be better spent on front-line activity to support children and families¹⁹.

- iii) It can be **difficult to recruit managers** with the required skills and experience; and pay restraint is acting as a disincentive for people to seek promotion to supervisory roles. The reduction in staff numbers can lead to bigger portfolios for managers, making it difficult for them to find time to use their skills effectively.

¹⁵ LGA Workforce Survey 2022 (publication imminent)

¹⁶ <https://explore-education-statistics.service.gov.uk/data-tables/permalink/454afee-eb35-4226-5de6-08dad5210ff4>

¹⁷ www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/helping-london-authorities-deliver-placeshaping-capacity-survey

¹⁸ www.gov.uk/government/publications/ofsted-annual-report-202122-education-childrens-services-and-skills

¹⁹ <https://childrensocialcare.independent-review.uk/final-report/>

Newly qualified staff now make up a greater proportion of posts in children's social care²⁰: since newly qualified staff require more oversight and support, this places additional work on managers and may introduce risk when expertise and practical experience is needed to make effective decisions about children and their families²¹.

Ninety per cent of councils reported at least one capability gap in their management team and 83 per cent reported at least one capacity issue²².

- iv) Around 40 to 50 per cent of councils have consistently reported minor **disruption to their services** as a result of not having the right staff (in numbers or skills to meet demand) to run normal services. Around 10 to 20 per cent reported moderate or severe disruption for the same reason²³.

Disruption due to staffing issues has tended to affect key services, most notably those that require professional qualifications. The most recent research showed that the most disrupted services for single tier and county councils were:

- Directly employed adult social care (74 per cent)
- Schools (70 per cent)
- Children's services (58 per cent)
- Public health (52 per cent)

For district and single tier councils, the most disrupted services were:

- Doorstep collection of household waste (45 per cent)
- Environmental health (33 per cent)
- Planning (31 per cent)

- v) There are also **direct negative consequences** both for staff as individuals and for councils' ability to deliver services and/or introduce new operating models:

- Two-fifths of Heads of Human Resources (HR) said that there was a moderate and 11 per cent said there was a high risk that workforce capacity may negatively affect their council's ability to deliver services²⁴;

²⁰ www.gov.uk/government/publications/childrens-social-care-2022-recovering-from-the-covid-19-pandemic/childrens-social-care-2022-recovering-from-the-covid-19-pandemic

²¹ www.gov.uk/government/publications/national-review-into-the-murders-of-arthur-labinjo-hughes-and-star-hobson

²² LGA Workforce Survey 2022 (publication imminent). A capability gap was defined as 'the council has managers, but they require additional training and development/support to close their skills gap'. A capacity gap was defined as 'the council has managers with these skills, but they have no capacity to utilise them effectively'.

²³ www.local.gov.uk/covid-19-workforce-survey-research-reports. These regular surveys were conducted fortnightly during the pandemic in 2020, then monthly until January 2022.

²⁴ www.local.gov.uk/publications/covid-19-workforce-survey-week-ending-14-january-2022

- Two-thirds of adults and children’s social workers in January 2022 said they were experiencing deteriorating mental health because of their roles²⁵;
- Ofsted has noted that children’s social care workloads are high and the demands of an already challenging job can be unsustainable. In the year leading up to September 2021, 9 per cent of all local authority children’s social workers left local authority social work, an increase from 7 per cent the previous year²⁶;
- Thirty-one per cent of Heads of Environmental Services said that some services had been stopped in their authority over the last six years, with many reducing services to the statutory minimum²⁷;
- There is a loss of specialist expertise in a number of areas of local regulatory services, with many officers now taking on generalist roles as councils are unable to carry specialist posts within their headcounts: in some places there is concern about the predominance of food work over other areas of regulation²⁸;
- Given the responses given to the Chartered Institute of Environmental Health workforce survey²⁹, it may be expected that work currently underway to review housing conditions (particularly in the private rented sector) will place further pressure on already-strained capacity in environmental health, with both environmental health and trading standards facing challenges to effectively deliver their broad range of responsibilities, and concern about the future pipeline of officers in each service;
- The King’s Fund argues that COVID-19 has made enormous demands on Directors of Public Health and their (usually small) teams and many are exhausted³⁰. This has implications for the full range of public health systems and functions, including emergency planning³¹;
- Seventy per cent of local planning authorities surveyed by the Royal Town Planning Institute said that they had had difficulty recruiting enforcement officers over the past five years³²;
- Thirty-eight per cent of local planning authorities reported that they could not administer and deliver new ‘No Net Loss/ Net Gain’ and Biodiversity Offsetting policies and, of these, 62 per cent identified lack of staffing resource as the reason³³. A lack of in-house ecological expertise is cited as a major obstacle.
- Heads of library services at a Libraries Connected basecamp reported that libraries have limited ability to respond to corporate priorities such as climate

²⁵ <https://campaigncollective.org/2022/01/25/social-workers-case-loads-putting-vulnerable-at-risk/>

²⁶ www.gov.uk/government/publications/ofsted-annual-report-202122-education-childrens-services-and-skills

²⁷ www.cieh.org/policy/campaigns/workforce-survey-england/

²⁸ Identified by a cross-government task and finish group convened by DLUHC post-pandemic looking at issues in local regulatory services

²⁹ www.cieh.org/policy/campaigns/workforce-survey-england/

³⁰ www.kingsfund.org.uk/blog/2021/08/public-health-workforce

³¹ www.fph.org.uk/media/3031/fph_systems_and_function-final-v2.pdf

³² www.rtpi.org.uk/research/2022/november/planning-enforcement-resourcing/

³³ <https://cieem.net/wp-content/uploads/2021/09/LPA-Survey-Full-Report-Aug-23-2021-FINAL.pdf>

change and the cost of living, despite councils increasingly seeing libraries as a trusted core delivery vehicle for providing community support and engagement.

- The Chief Culture and Leisure Officers Association advises that leisure centres have typically covered their own running costs and generated a surplus for councils, but staff shortages, particularly for lifeguards (reported by 73 per cent of employers), are forcing them to move to shorter opening hours or close (50 per cent of employers with shortages)³⁴. This is compromising a business model that is already under pressure from reduced footfall post-COVID-19. Libraries are similarly affected: individual staff sickness now often leads to branch closures as there is no replacement pool of staff to redeploy. This is affecting public opinion of the stability and reliability of these universal and very visible council services.
- The Grenfell Tower disaster and subsequent revelations about the state of the built environment dramatically illustrated the important role of effective building control regulation. Local Authority Building Control (LABC) reports that there are very few council building control departments which have a full complement of staff. Those who do are likely to be operating a reduced establishment than in previous years because of pressure on budgets. As a result, councils regularly have to resort to agency staff: LABC estimate that 50 per cent of London Boroughs have used an agency surveyor at some point over the last twelve months³⁵. LABC and Government funding has provided training to improve competence, but the advent of the new post-Grenfell regulatory system will put additional – as yet unquantified – stress on council teams with oversight from what will in effect be a new inspectorate (HSE). HSE has noted under-resourcing of teams as a key risk to good practice, and therefore good outcomes, following research into current operation and practices of the profession³⁶.
- Revenues and Benefits services have faced considerable change and uncertainty throughout the implementation of wide-ranging welfare reforms and the administration of vital support throughout the pandemic and the cost-of-living crisis – often and very short notice and with evolving funding, policy and partnership arrangements. The LGA has heard, through attendance at DWP engagement forums with Revenues and Benefits practitioners, that this has impacted on recruitment, retention, morale and capacity and placed considerable pressure on these services.

14. The cost of living crisis is increasing the scale of the challenge. Nearly all (95 per cent) of the respondents to a Homecare Association Survey said that their staff had expressed anxiety about the rising cost of living and 21 per cent reported that staff were looking for work elsewhere because they cannot afford fuel and other costs: this may impact on councils' ability to commission services from social care providers.

³⁴ Chartered Institute for the Management of Sport and Physical Activity Employer Pulse Check 2021 (unpublished)

³⁵ Views supplied to the LGA by LABC

³⁶ www.hse.gov.uk/research/insight/building-control-pubn-summary.pdf

Increasing pay rates for tradespeople lead to consequences not only for councils' ability to let contracts for maintenance and construction work but also contracts being handed back prior to completion.

15. This in turn will put pressure on national negotiations for the annual pay awards for local government workers, compounding a pre-existing issue for the sector from a rapidly escalating National Living Wage (NLW). Last year the NLW increased by 9.7 per cent to take effect on 1 April 2023: forecasts from the Low Pay Commission (who recommend the NLW level to Government) suggest that for April 2024 the NLW could increase a further 8.8 per cent to £11.35. The high proportion of local government staff who are at or near this point means that a significant proportion of any pay award has and will continue to be consumed by legal compliance with the NLW. Without additional funding to meet this cost there will be no capacity to meet the pay-related challenges of those further up the pay scale – the specialists and professionals referenced in this paper. In fact, their pay position is likely to worsen in comparison with the wider public sector and private sector.

Progress to date

16. The LGA and our partners have had some success in highlighting the scale and nature of workforce capacity issues in the sector. For example:
 - i) The National Employers for local government took the unprecedented step in 2022 of writing to the Secretary of State for the Department of Levelling Up, Housing and Communities (DLUHC) when they made their final pay offer to the trade unions, highlighting the need for additional funding to meet the NLW cost. Government declined to recognise the issue and the particular position of local government within the public sector in relation to the NLW. The additional funding made available from 2023/24 may assist with the challenge of meeting the NLW cost in 2023/4 but leaves the cumulative cost highlighted in 2022 unmet: it is therefore unlikely that this will provide much support for councils in meeting their workforce capacity challenges. While the 9.2 per cent increase in local government core spending power announced in the 2023/24 Provisional Local Government Finance Settlement will help councils deal with inflationary and other cost pressures, the LGA will continue to make the case for the underlying and existing pressures that remain. Many councils will also see much lower increases in Core Spending Power in the next financial year;
 - ii) In its December 2021 white paper on adult social care, the Government announced £500 million for measures to support the adult social care workforce. The LGA continues to make the case that more detail is needed on this funding to ensure that the Government joins up its various workforce commitments and is keen to work with Government and partners to achieve this;
 - iii) In the November 2022 Autumn Statement, the Government announced its intention to publish a comprehensive workforce plan for the NHS. In response, the LGA has stressed the need to expand the scope of the plan to include the adult social care workforce;

- iv) In the Autumn Statement, the Government also announced it would delay the rollout of adult social care charging reform in light of concerns from the sector that underfunded reforms would have exacerbated significant ongoing financial and workforce pressures;
 - v) The Government has announced its intention to consult on increases to planning fees to improve capacity in the local planning system;
 - vi) In its August 2020 'Planning for the Future' white paper the Government announced its commitment to developing a comprehensive resources and skills strategy for the sector;
 - vii) New Government strategies on libraries and sport are being developed. The Government has committed that these will include actions on workforce issues, while the LGA has been commissioned to deliver a workforce mapping survey on the library, archives, records, information and knowledge sector to inform these.
17. The experience of the regulatory services task and finish group, in 2021, however, offers some indication of the possible challenges. The LGA was successful during COVID-19 in highlighting the demands on regulatory services and implications for the future pipeline of officers, leading to the creation of the task and finish group and cross-Whitehall engagement with a proposal for a £15 million regulatory services apprenticeship fund, which achieved some support. The proposal was not subsequently approved and the Department for Levelling Up, Housing and Communities (DLUHC) has subsequently stepped back from the role it was playing on regulatory services. While the Food Standards Agency is continuing to look at this issue, there are challenges linked to the split interest in environmental health and trading standards across different Government departments.
18. The LGA continues to work with professional and regional bodies and to meet with relevant Government departments, to discuss relevant issues and possible solutions.
19. However, in comparison to significant Government investment in recruitment campaigns for professions such as teaching and defence, there has been minimal investment in local government as a 'brand'. Successive years of reductions in Government funding and significant challenges have diminished the attractiveness of the sector as an employer. Given the wide variety of professions employed in local government, the potential to make a difference to local communities and places, and the pride experienced by many working in the sector, there is potential to promote the value and benefits of a career in local government sector, with the aim of appealing both to those entering their professions and to those seeking a career change.

Policy offers and asks

20. Local government has a number of workforce capacity policy offers and asks, which are relevant to the priorities in the [LGA business plan 2022-25](#), as set out below.

A sustainable financial future – continue to highlight the cost pressures on all council services and press for longer term funding that reflects current and future demand for services.

Councils need more resources to undertake workforce planning so they can make better use of public resources and engage effectively with the skills system in the UK in the future

21. The reduction in funding to local government for over a decade has prevented long-term investment in the workforce, with funds reprioritised to solve immediate challenges. Due to high attrition rates and scarcity of skills in key occupational areas councils are now facing a perfect storm of a lack of supply (from the UK skills system) and a lack of long-term investment. Working with further and higher education sectors, learning and training routes can be built back in skill shortage areas for local government. This can only be done effectively if councils can project their workforce needs through effective workforce planning over a one to five year period.

As large employers covering the entire country, councils are strategically placed to create local employment opportunities where they have skills needs: targeted investment would enable councils to help level up skills gaps through their own employment and training pathways, boosting their local economy and therefore building back capacity. This starts with better workforce planning across each place, working in partnership with employers and training providers.

Councils need extra funding to enable provision of placements, supervision, apprenticeships and training for professions and service areas experiencing capacity challenges

22. In light of the challenge to recruit specialist and technical roles, many councils are looking to develop their existing staff to close their immediate skills gaps, i.e. to 'grow their own' talent. In the context of significant budget reductions, there is little funding or capacity to support this. The LGA is pressing Government to provide similar investment in training and development programmes to that provided in other parts of the public sector, to address specific skill shortages now in children's services, regulatory services and waste management.

Councils need funding for professional bursary schemes to boost capacity in skill shortage areas and to attract and retain professional talent

23. Many of the local government skill shortage areas (including those in statutory services) require graduate or professional qualifications to enter and progress in that career. Investment in bursary schemes such as [the NHS](#) and those for schools ([Teach First](#)) delivers much needed skills to those sectors. The LGA is working with the Government and professional bodies to identify the key success factors and support required and press for short term targeted funding in the system to boost supply of much needed undergraduate, postgraduate and professional bursary schemes designed specifically for local government.

Councils can improve the responsiveness of the national employment and skills system

24. [Work Local](#) is the LGA's longstanding, ambitious yet realistic vision for progressive devolution and integration of employment and skills services. The campaign sets out:

- how a centrally driven and fragmented approach is suboptimal and costly;

- how a place-based system, coordinated by local government has the potential to support more people into work and result in increases in residents' skills and employment outcomes at less cost.

Councils need flexibilities in implementing apprenticeships

25. Councils employ approximately 27,000 apprentices across all levels of the workforce from new starters to individuals on graduate apprentice schemes into skill shortage areas. The apprenticeship route offers councils the ability to create development and training pathways into roles at all levels but more flexibility is needed in how the apprenticeship levy can be spent. Since the introduction of the levy in 2019 (£150 million per annum for councils in England), councils have transferred £3.25 million per month unspent to HMRC and this figure is increasing. The LGA has operated an apprenticeship support programme to help councils maximise their levy spend, transfer their levy to other employers and build capacity to grow more apprentice schemes and create more apprentice standards that are needed by councils.
26. The LGA is seeking increased flexibilities in how the apprenticeship levy can be spent: currently the levy can only be used to pay for training. Councils report they would use levy to fund extra capacity in their council to better manage the levy process and to backfill wages when staff on apprenticeships attend training.
27. The LGA is seeking increased flexibilities in how the apprenticeship levy can be spent: currently the levy can only be used to pay for training. Councils report they would use levy to fund extra capacity in their council to better manage the levy process and to backfill wages when staff on apprenticeships attend training.
28. Council-maintained schools have been disproportionately affected by the levy as they were unable to spend it effectively since the relevant standards did not exist. The LGA has supported the development of apprenticeship standards in schools but much more needs to be done to use the levy to create new apprenticeship routes for higher teaching assistants, teachers and SEND roles.

Councils need investment to support economic development

29. Councils' economic development (ED) teams promote prosperity amongst communities, residents, and businesses, and have latterly been entrusted as 'lead authority' to work with Government to determine how multiple economic growth-related funding streams, are targeted in local areas. The Chief Economic Development Officers Society (CEDOS) published a report³⁷ earlier this year which identified recruitment challenges and skills gaps in light of changing demands on the service.
30. The LGA has commissioned Shared Intelligence (Si) to build on CEDOS' research and engage different parts of local government through our partner organisations. Si's report, due in March 2023, will capture skills and capacity challenges ED teams face in delivering local and national priorities and suggestions for further support to enable ED teams to deliver more. Interim findings will be presented to the City Regions and

³⁷ www.cedos.org/future-of-economic-development-research/

People and Places Boards in January, and we will explore links with the EEHT Board. Based on the outcome of this project, more detailed support may be required.

31. We are currently also planning to commission research into capacity and priorities, and to develop recommendations for the future of revenues and benefits services, to ensure the right support and safety net underpins inclusive local economies.

Putting people first – the reform of adult social care gives councils the resources to address their funding pressures.

Councils need a ten-year workforce strategy for health and adult social care

32. The Autumn Statement included a commitment for the publication of a comprehensive workforce plan for the NHS in 2023, including independently verified forecasts for categories of professionals required. In response, we have called for this plan to be extended to include the non-NHS health workforce commissioned or directly employed by councils, the adult social care workforce and those in the community and voluntary sector without whose support the NHS would not be able to operate. We are willing to work with the Government to achieve this, alongside ADASS and other representatives of care and support service users, employers, workers, inspectors and commissioners. This plan should include investment in training, qualifications and support; career pathways and development; effective workforce planning across the whole social care workforce and staff recognition, value and reward. This would enable a holistic view of the needs of the whole workforce, for example enabling social care workers to access resources to aid retention such as NHS Wellbeing Hubs.

Councils need an independent review of care worker pay

33. The social care workforce must be developed in a manner equivalent to the NHS as part of a stable, sustainable solution to long-term funding problems. This must involve 'parity of esteem' for social care staff with their NHS colleagues. Research and deliberation is needed on the coordination of terms and conditions and the introduction of an effective mechanism for implementation and uprating pay. To achieve those aims with a reasonable degree of consensus across the sector, we continue to urge Government to commission an independent review to promptly review the existing pay levels in the sector and the mechanism for ensuring they support the recruitment and retention of the high-quality workforce the public requires.

Councils need financial support to address significant challenges in adult social care recruitment and retention

34. The LGA argues that, although additional funding for adult social care announced in the Autumn Statement is welcome, it falls significantly short of the £13 billion we have called for to address the severity of the pressure facing the service: this includes £3 billion towards tackling significant recruitment and retention problems by increasing care worker pay. While we have produced [guidance to support social care providers to maximise opportunities from overseas recruitment](#), financial support is also required to meet additional costs associated with this route (approximately £6,000 per person).

Councils need a knowledge and skills framework for adult social care

35. The LGA welcomed the commitment in 'People at the Heart of Care', the adult social care reform white paper, to a knowledge and skills framework to support career structure and progression and now calls for its implementation. This framework should be across health and care to enable people to maximise opportunities and build knowledge and understanding of different roles (subject to the current pay differential between health and care being addressed so that the current one-way flow of staff from social care to health is ceased).

Councils need the removal of barriers to swift 'onboarding' of new staff

36. Capacity gaps in adult social care are being exacerbated by lengthy Disclosure and Barring Service (DBS) processes and a lack of portability of existing checks. It is proposed to seek the support of DLUHC to convene relevant Government departments and professional bodies to consider revisions to processes to reduce lengthy recruitment periods and additional costs.

Putting people first – councils have the powers and funding to meet the needs of all local children and people.

Councils can support Government to review national rules on agency usage in children's social care

37. We are already supporting councils to reduce the use of agency social work, which is costly and works against providing stable professional relationships for children and families. We are recommending that Government takes consistent action to control the agency market and malpractice, particularly in relation to the growing prevalence of managed teams in the market which is leading to concerns about a lack of vetting assurance associated with these teams, and a reduction in the availability of agency social workers for 'standard' appointments.

Councils need a holistic workforce strategy for children and family services

38. The scale of the challenge, and the interrelationships across all elements of children and family services, requires a holistic strategy. We are calling on the Department for Education, in consultation with the sector, to develop a shared 10-year workforce strategy and a sustainable approach to pay with clear actions at national, system, place and provider level. This will help the sector plan for and attract the right people we need to meet demand, create new entry routes into social work, focus on prevention rather than crisis, enable us to reward people appropriately and set out explicit skills and competency frameworks.

Championing climate change and local environments – deliver a waste and resource system that meets local needs.

Councils need long-term policy and funding certainty to invest in climate change response and a national technical assistance strategy

39. Councils have some influence over 80 per cent of local greenhouse gas emissions, through housing, transport and energy solutions. All private and public sector partners are learning and growing experience around climate change mitigation and adaptation. Councils are no different, but messy and uncertain funding and policy

environment can make it difficult for councils to invest in the technical, financial and managerial experience to lead the local long-term effort, and support from Local Net Zero Hubs is patchy at best. Councils need clarity so they can invest in their capacity, and a strategy to pool to technical assistance locally, sub-nationally and nationally which councils can draw on.

Councils need a resources and skills strategy for planning and place-making

40. The LGA welcomes the commitment in 'Planning for the Future, the planning white paper, to a comprehensive resource and skills strategy for the planning sector and now calls for its urgent implementation. As outlined earlier in this report there is considerable concern from councils about their already stretched capacity and recruitment and retention challenges. Councils will need the necessary resources to upskill officers to implement reforms to the planning system to ensure they are equipped to create great communities through community engagement and proactive place-making.

Councils want to work with government and industry to grow the environmental skills to deliver the Environment Act

41. Public concern with environmental quality will grow and the Environment Act introduces a range of ambitious policy reforms that councils want to help succeed. Councils are encountering real challenges in finding and recruiting the skills in preparing for their duties around Bio-Diversity Net Gain, the development of Local Nature Recovery Strategies, wider nature recovery, and wider waste and recycling policy reforms. In particular, the government, industry and councils should work together grow the number of ecologists across all partners and ensure that local government is an attractive to new ecologists.

Councils need the removal of barriers to recruitment and retention of HGV drivers

42. Forty-one per cent of councils state that allowing renewal of the certificate of professional competence (CPC) at no cost to drivers would help to alleviate HGV driver shortages³⁸. We therefore propose to call on the Department for Transport to remove CPC renewal costs to aid recruitment and retention of workers in the sector.

Improvement and support offers

43. The LGA currently provides the following advice and support to councils which can assist with recruitment and retention challenges:

- i) Resources to help local government employers to address recruitment and retention challenges, accessed via the [LGA website](#).
- ii) Information and best practice sharing (including new ways of working) with local authorities' HR professionals;

³⁸ www.local.gov.uk/publications/covid-19-workforce-survey-week-ending-14-january-2022

- iii) Targeted 'employee healthcheck' surveys for qualified social workers, occupational therapists and non-registered social care practitioners supporting the delivery of social care to inform workforce planning and support;
- iv) Tools and consultancy to support councils to make efficient use of staffing resources and workforce planning;
- v) Training to support new managers and aspiring leaders in arts, culture, libraries, sport and physical activity, funded on a rolling basis by Arts Council England and Sport England.

44. The LGA has identified a number of additional support offers that it could provide to councils, subject to the identification of funding. These could include:

- i) developing a recruitment campaign for local government
- ii) research into career pathways to inform planning of qualifications and training provision
- iii) development of apprenticeship pathways into skills shortage areas
- iv) development of returners programmes and support for early careers
- vi) further collation and promotion of best practice to the sector.

LGA political governance

45. The Resources Board has the overall lead for workforce support as well as the policy lead for financial sustainability in the sector and the capacity and capability of the finance workforce. Each LGA policy board considers workforce issues as relevant to their terms of reference and in particular:

- Children and Young People Board: children's social care;
- Community Wellbeing Board: adult social care;
- Environment, Economy, Housing and Transport Board: waste, climate change, housing, planning;
- Safer and Stronger Communities: regulatory services such as environmental health and trading standards (these services also support the objectives of other boards);
- Culture, Tourism and Sport: Libraries, leisure centres and parks;
- City Regions Board: economic development, employment and skills;
- People and Places Board: economic development, employment and skills.

The Improvement and Innovation Board also has a role in overseeing the delivery of workforce improvement support activity funded by DLUHC.

46. All of the above boards are therefore asked to consider this report and provide feedback on priority issues related to this theme. Following the Resources Board

discussion, the expectation is that Executive Advisory Board will then be asked to consider the LGA's work on the theme in the round.

Implications for Wales

47. Wales faces very similar issues with workforce capacity as are evident in England. Through the workforce team's regular engagement the WLGA feeds into discussions and the sharing of good practice and experience. The working assumption used is that any steps to improve capacity in England would also be applicable in Wales, taking note of relevant responsibility devolution.

Financial implications

48. The LGA activities listed at paragraph 43 will be implemented within existing budgets. Improvement and support proposals references at paragraph 44 are subject to negotiation with DLUHC as part of the 2023/4 sector support programme.

Equalities implications

49. Capacity gaps in councils' workforce have the potential to have negative impacts on people with protected characteristics: for example, an inability to meet demand for adult social care can impact older people and people with disabilities.
50. Addressing equalities considerations is a crucial part of work to maximise the potential pool of local government workers and aid retention: support to councils to consider equalities good practice is an important part of the workforce provided by the LGA.
51. By working with councils and with relevant professional bodies, the LGA will target its policy and improvement work to address workforce capacity challenges towards those service areas where it is most needed, with particular consideration of impacts on people with protected characteristics.

Next steps

52. A report incorporating feedback from policy boards will be brought to Executive Advisory Board for consideration on 9th March 2023.

Meeting: Children and Young People's Board

Date: 24 January 2023



Youth Justice Board

Purpose of report

For discussion

Summary

Keith Fraser, Chair of the Youth Justice Board (YJB), will be joining the Board meeting to give an update on the YJB's work and explore areas for joint working and collaboration with local authorities.

Recommendation

Members are recommended to provide feedback on the challenges and opportunities arising for councils regarding youth justice, share good practice and highlight relevant topics following the presentation from YJB.

Contact details

Contact officer: Flora Wilkie

Position: Adviser – Children and Young People

Phone no: 07776558312

Email: flora.wilkie@local.gov.uk

Youth Justice Board



About the Youth Justice Board

1. The [Youth Justice Board](#) (YJB) is a non-governmental public body responsible for overseeing the youth justice system in England and Wales. It works closely with the government and local authorities to understand how well the youth justice system is working and to identify improvements. It delivers grants to the youth justice system, including Youth Offending Teams, and monitors the youth justice system and the provision of youth justice services.

2. The YJB's central guiding principle is developing a Child First youth justice system. This reflects:
 - a. Prioritise the best interests of children and recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
 - b. Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
 - c. Encourage children's active participation, engagement and wider social inclusion. All work is a meaningful collaboration with children and their carers.
 - d. Promote a childhood removed from the justice system, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.

3. The Youth Justice Board recently brought together stakeholders, including the LGA, to answer how far away we currently are from achieving a 'Child First' system and what can be done to achieve a 'Child First' system. This resulted in a [systems map that made the following recommendations](#):
 - a. recognise the youth justice system as part of a wider system and make changes beyond – like improving understanding of why children offend
 - b. collect the right data and to share it with agencies effectively
 - c. enable greater child and workforce participation and collaboration
 - d. challenge current reforms to go further, including police and courts, and to reflect this in changes to inspection
 - e. review training for youth justice staff, including supporting staff to deal with trauma, and in Wales to build on in-depth trauma informed training already delivered

4. There is a partnership working group led by the YJB looking at over-representation of children from ethnic minority communities in the youth justice system. The LGA has contributed to the development of a protocol on reducing racial disparities in the youth justice system.
5. The YJB wants to ensure it can operationalise the Child First approach in the system and it is key that local authorities are part of this. The YJB sees opportunities for strengthening practice locally and focusing on preventative support for young people. There is a review of Key Performance Indicators for Youth Offending Teams (YOTs) taking place in support of this.
6. The YJB is not responsible for commissioning justice beds, however, it works closely with the Youth Custody Service which is the body responsible for the youth justice estate including commissioning and sourcing places for children in custody.

Government policy on youth justice

7. In May 2022, there was [investment into youth justice services](#) (£300 million over three years) split between an uplift to the youth justice grant and investment into preventative services. This funding is currently being rolled out and councils are exploring different ways of supporting young people locally.
8. Charlie Taylor's review of the youth justice system in 2015, recommended that Youth Offending Institutions (YOIs) and Secure Training Centres (STCs) should be replaced by secure schools. This was intended to ensure education is at the heart of youth custody, along with an improved and integrated health offer, recognising that a productive learning culture cannot be instilled in a prison environment. There is significant value in providing a high quality education to children who are detained, in part to compensate for previous lack of engagement and attendance at school. The Secure School in Medway, to be run by the Oasis Charitable Trust, is behind schedule and not due to open until 2024.
9. A [review of custodial remand](#) was published in January 2022 in response to the Independent Inquiry into Child Sexual Abuse (2019). The review found that in 2021 45% of children in custody were there on remand. A fifth of remand episodes last under 7 days and a large proportion of children on remand were either then acquitted (30%) or did not receive a custodial sentence (36%). There are significant racial disparities in remand with the proportion of children on remand who are from ethnic minorities at 57%, 35% of these black children.
10. This is a cause of concern given that although there are falling numbers of children involved in the youth justice system, a high proportion are remanded in custody and with no custodial outcome after their sentence. Enhanced community provision is being considered as part of this. The LGA is part of the remand working group looking to improve the availability of resources to local authorities to improve remand provision.

LGA youth justice lines

11. The number of children involved in the youth justice system has fallen considerably since 2008 thanks to dedicated work by councils and their partners in youth offending teams. However, councils have been raising concerns that significant reductions to the youth justice grant over the last decade have risked undoing this progress. We have regularly called for an increase to funding for the youth justice system to tackle this and were pleased to see the additional investment in May 2022.
12. However, due to anticipated changes brought about by the impact of the Police, Crime, Sentencing and Courts Bill, plans to increase the number of police officers and courts recovering from the Covid-19 pandemic, analysis by His Majesty's Prison & Probation Service (HMPPS) in October 2021 has projected that youth custody rates are expected to more than double by September 2024. The Ministry expects the number of children aged 15 to 17 in YOIs, which house the majority of children in custody, will double from 343 in July 2021, to 700 in July 2025.
13. Youth justice overlaps with other parts of the system with a significant number of children in the justice system having mental health needs, or drug or alcohol misuse. Children with speech and language and communication needs, looked after children and particular ethnic groups are overrepresented in the justice system. There needs to be a strong join up between health, social care and the justice system. However, the current siloed system makes this challenging.
14. High quality provision is not readily available in secure custody settings, which is reflected in inpatient mental health beds and secure welfare placements. Although there is often capacity to meet increased demand, with a 60% occupancy rate in secure custodial estate, this is often poor quality, not well linked to community services and are too far away from children's families (including little good quality provision for young mothers). The LGA and others have highlighted that often the needs of children in all forms of secure provision are very similar, yet provision is overseen by three different government departments and commissioned by different agencies locally. Improved join up could help to ensure children get the right support for their needs, leading to better outcomes overall.
15. The LGA, Association of Directors of Children's Services (ADCS) and Association of Youth Offending Teams Managers (AYM) published [a joint paper in November 2021 to call for a youth justice system that works for all children](#). Key points from this report include:
 - a. Children who are in contact with the law tend to have more complex needs which are overlapping between education, health and social care.
 - b. Despite an over-all fall in the number of children involved in the youth justice system, the severity of offences are increasing and reoffending also remains high

- c. The funding picture remains stark at both local and national level. We have called for the youth justice grant to at least remain at the same level as it currently is.
 - d. There are significant disparities within the system with the proportion of black and ethnic minority children offending, re-offending and in custody growing.
 - e. The system is fragmented – governance and oversight arrangements are diffuse and performance and contract management remains a concern.
 - f. There are increasing numbers of children on remand, who often will not receive a custodial sentence, this has increased in the recent annual statistics.
16. The minimum Age of Criminal Responsibility (ACR) is set at 10, this is one of the lowest ACR in Europe. In 2021 the LGA's CYP Board agreed this should be increased to 14. Research was commissioned to support councils in their [work with the youngest children](#). We continue to lobby the Government to consider raising the ACR.
17. Members can read more about the youth justice system in the [LGA's youth justice resource pack](#).

Topics for discussion

18. Board members are invited to hear the presentation from Keith Fraser and highlight areas of good practice locally, opportunities for collaboration or local challenges that they would like to raise.

Implications for Wales

19. The YJB also covers Wales.

Financial Implications

20. None

Equalities implications

21. As has been noted throughout this report, children with particular needs or from particular ethnic communities are disproportionately involved in the youth justice system.
22. On average 53% of children in custody were from ethnic minority groups, compared with 32% in the year ending March 2011. Within the same period, the proportion of black children in custody increased from 18% to 29%.

23. While the number of girls in custody is very low, they have some of the most complex needs as they are more likely to have experienced victimisation (sexual and physical) and relationship difficulties. Around one-third of children in custody report a known mental health disorder.
24. Children in care are seven times more likely to end up in prison than their non-care equivalents. In the year ending March 2021, of children in care aged 10 to 17, 2% were convicted or subject to youth cautions or youth conditional cautions during the year (960 out of 40,480 children).
25. The YJB is actively working to explore how to reduce racial disparities in the youth justice system and this requires collaborative working from all stakeholders.

Next steps

26. Officers will use the discussion to inform future work on youth justice and continue to explore opportunities for collaboration with the youth justice board.