Date Discussed by Leaders:       30 October 2015

Title:       Services for Children Review

Portfolio Leader:    Cllr Cliff Morris (Leader of Bolton Council)

Chief Executive Portfolio Holder: Jim Taylor (Salford City Council)

Summary:

Leaders discussed the attached presentation detailing the proposed GM response to proposals announced in the Summer Budget for a review of the way that all services for children are delivered, including services of Local Authorities and other public service providers. In line with agreement reached at the Summer Budget, GM is developing proposals to actively promote better collaboration by the individual local authorities on certain key functions, supported by the relationship with Government set out in the Devolution Agreement.

Status:

Leaders considered the update on work to date and noted regular updates would be provided as the work develops including how schools would be involved and community assets would be maximized.

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Fundamental review of services for children in Greater Manchester

October 2015 – Informal Leaders Presentation
The Summer Budget 2015 announced that Government and GM Local Authorities will undertake a fundamental review of the way that all services for children are delivered. This will include wider services for children from other public service partners including health, police, and youth offending, as well as Local Authority children services.

In line with the agreement reached at the Summer Budget, Greater Manchester is developing proposals to actively promote better collaboration and remove fragmentation across service boundaries, covering all 10 GM local authorities, and key partners. It will be supported by the relationship with Government set out in the Devolution Agreement.

The review will look at how to make best use of existing resources across all public service. It will link service transformation to the scaling up of Early Years new delivery models. It will develop proposals for overcoming barriers to greater integration with health, education, youth offending and other systems. The proposals will be developed within a framework of locally accountable leadership, delivery and commissioning arrangements and specific proposals will be subject to Department for Education (DfE), HM Treasury and individual Local Authority approval.

The review will be in partnership with Government, including Treasury, DfE and DCLG. DfE senior officials wish to drive an increased level of innovation among authorities. They are concerned that the quality of services for children is not good enough nationally, even in ‘good’ authorities. They recognise there are significant barriers to doing things differently – some of which only Government can change. The conversation with Treasury needs to be to develop a financially sustainable plan for services for children in the context of future challenges and opportunities facing LAs and partners, driving improved outcomes, and identify any up-front investment needed for new delivery models and double running of services.

DfE have committed to bringing Ofsted to the table, to identify any barriers to innovation on a whole-area basis. There are already examples of other areas where they have had this conversation.
Services for Children in GM – Understanding the Opportunity

Children’s services are changing in several respects, including:

- A relentless focus on achieving best outcomes for children as quickly as possible, whether that be with their birth, foster or adoptive families. For example:
  - Alternative investment models e.g. outcomes-based contracts, PBR and external financing
  - A shift of resources towards intensive and skilful support for families and children on the ‘edge of care’
  - A more collaborative/regional approach to commissioning

- Maximise the opportunities of devolution – going beyond what GM authorities could choose to do themselves. Including through a series of Quick Wins to generate momentum

- A financially sustainable system over the next 3-5 years that recognises the context of future challenges and opportunities, including further financial reductions

- Greater focus on service integration with other public service partners including health, education and police

- A greater focus on social work practice, not only for practitioners but also for those in supervisory and leadership roles. New DfE accreditation.

- The development of new operating models designed to empower social workers to prioritise their time and caseloads, agreeing the methodologies that will provide better outcomes for children and families.

- A need to be able to work more effectively and collaboratively with other public, voluntary, community sector partners - especially schools and health organisations

- The ability to share data in a meaningful way and use high quality intelligence to make the best decisions for children. The need to evaluate ways of working, making best use of existing resources. Generate economies of scale.
The Ambition

The ambition is to deliver improved outcomes for children across GM by:

• Improving outcomes for children and families; supporting parents and carers to be the best they can
• Reducing, appropriately, the number of Looked after Children – setting a high level ambition, e.g. 20% reduction in LAC
• Reducing, appropriately, the number of Children in Need and children with Child Protection Plans
• Developing a safe system that is financially sustainable within 5 years through joint investment of resources to reduce future demand
• Supporting more asset based interventions to promote resilience, confidence and wellbeing in families and local communities
• Applying a more effective organisational system in order to make best use of resources and expertise.
• More effective integration of services for children across all public sector and wider partners
• Increasing social worker capability and capacity, as part of wider workforce reform and development
• Reduction of caseload so more time can be spent with the families. Less sickness time and fewer agency staff.
• Deepening commissioning arrangements and stimulating new models of early intervention, prevention and provision
• Learning from best practice and building on existing innovation
Services for Children in GM – proposals

The work will develop innovative proposals to re-configure services for children across all 10 local authorities and key public service and other partners. This is likely to involve a fundamental step-change in collaboration, which could be across the whole of GM for some areas of work, or on a clustered basis. The review will identify the devolution dividend from developing a joint plan with Government, above and beyond what GM authorities could do themselves anyway.

This is based on the principle that devolution helps individual local authorities within GM to more effectively discharge their statutory duties and their place-shaping role, improving how they exercise their existing powers and functions through a more effective use of total resources available in the place.

These proposals will need to dovetail with strong local arrangements in each of the 10 local areas to provide universal services, including through the role of schools and other partners taking a greater leadership role in early help and complex dependency. These arrangements need to ensure effective integration of public services and other community assets at the place level for families and communities.

This approach will allow us to search for more innovative ways of:

- Developing a distinct, well evidenced methodology to improve core social work practice e.g. RECLAIM
- Enabling social workers to work more with families by helping them to manage their case loads and reducing the bureaucratic burden
- Building on current programmes of collaboration and best practice – to support those in most need for example LAC with mental health issues
- Shared commissioning to deliver different elements of children’s social care and support
- Scaling up of Early Years new delivery models to the education and youth justice systems
- Recruiting and retaining foster carers e.g. through more effective support mechanisms, professionalisation
- Employ and retain excellent social workers, addressing vacancy levels for social workers and the consequent premium agency rates
- Working more collaboratively with the voluntary sector and independent fostering agencies in a partnership style
- Creating a ‘fit for purpose’ IT system
- Applying local asset based approaches to support families
Services for Children in GM – Services of Excellence Lines of Enquiry

Complex dependency & early Help
1. How a more effective approach, working with key partners, can reduce future numbers of children in care through effective early intervention and prevention. Including the role of Troubled Families and Employment & Skills support with DWP, DCLG and others.
2. Maximising the use of data sharing to help with prevention and early intervention. To include the role of the Early Years new delivery model and the leadership role of schools.

Statutory safeguarding cases
1. Potential GM/clustered approach for Section 17 and more complex Section 47 cases such as Child Sexual Exploitation.
2. Preventing Radical Extremism and Female Genital Mutilation (building on Phoenix work).

Children in Care
1. Placement commissioning framework across all in-house and independent placements, building on current GM residential and NW fostering commissioning frameworks.
2. Two Regional Adoption Agency each covering parts of GM. Potential to lead to teams integrated authorities or other delivery models in the longer term.

Schools (Education, Work & Skills)
1. More strategic discussions required on local authority role in planning school places with DfE.
2. Wider role of schools as leaders or co-ordinators of place-based early help including the early years new delivery model. Schools Improvement Strategy across GM with a hub and spoke delivery model.
3. Potential GM management of the RSC functions but this will be difficult with Government.

Youth Offending
1. Potential GM Youth Offending Service approach, based on current reform proposals with potential pooled budgets and commissioning to deliver key priorities, with clear links to Early Help. DfE to include MoJ in discussions.
2. Provide evidence base to MOJ and HMT of successful programmes to support case for devolved powers (and potentially co-commissioning) leading to better outcomes / share of cost savings.

20% Reduction in LAC

Health, Early Years, CAMHS & SEN
2. CAMHS commissioning is an active workstream in the Health and Social Care devolution plan, linked to the Future in Mind report. Advice to schools and other children services. Preventative services.
3. Embed the early years new delivery model.
4. Potential to increase integration with health visiting
5. Improved access and higher take up of prevention services provided.
6. More effective transition to adult services.

Independent Reviewing Officers and Quality Assurance
1. Potential for a GM model of quality assurance and sector-led improvement, with options to develop safeguarding and quality assurance as a GM function for CP, IRO and CIN work – promote quality and consistency and independent challenge.

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WIGAN
Plan on a page

**Step 1**
**Analytical Base Line & Understanding Best Practice**
- Agreement on the ambition and the desired outcomes.
- 25% reduction in LAC.
- Analytical baseline and review.
- Demand flow and cost reduction.
- Introduction and evaluation of local practice locally and nationally.
- Agreement 1-2 local priority themes and identification of OCO lead.
- Set up a programme of offices and governance for the programme.

**Step 2**
**Case for change & Scoping documents**
- Cross-departmental activity to gain agreement on the baseline and the case for change.
- LCS & CEU workshops to agree key lines of enquiry.
- Site visits.
- Local DROs to be key in peer shopping and support.
- Lists of key stakeholders.
- Case study action plan to implement potential future opportunity.
- Quality data collection.
- Quality data collection within the system i.e. CAMHs & Youth Offending.

**Step 3**
**Creating a road map & developing a new operating procedures**
- 80% & CEU workshop to agree procedures of work.
- Literature searches to be produced on new delivery models including cost evaluation and highlighting the benefits to the pilots of excellence.
- People & Leadership.
- Health & Systems.
- Governance & Accountability.
- Financial modelling of improvements in outcomes and resources.
- Funding work on Government including for more radical options.
- Review of local initiatives.
- Options for organisational development & road map.

**Step 4**
**Validate and refine**
- 3 day workshop with Government initiative design (U & local options).
- Refinement of business cases.
- Full cost evaluation.
- Review of technical architecture.
- Presentation of findings to LAC.
- Final approval of the plan.
- Implementation planning.
- Identification of training and skills development needed.
- Culture development and communication plans.

**Step 5**
**Implementation Planning**
- Development of implementation plan and master plan (February).
- Culture strategy and and communication plan agreed and implemented.
- Training delivered.
- Development of an evaluation pack.
- Evaluation of effectiveness.

**Step 6**
**Implementation**
- Culture strategy and communication plan agreed and implemented.
- Training delivered.
- Development of an evaluation pack.
- Evaluation of effectiveness.

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**Continuous review of objectives and strategy**

**GMCA**
Bolton  Manchester  Rochdale  Stockport  Trafford  Wigan
### Work underway

#### Analytical Review
- Review of current information on the relative cost and performance across GM authorities on key Children’s services indicators
- GM lead analysts prepare slide pack covering the information currently available, and the caveats of that information
- Use this data to identify potential areas of good practice where authorities appear to be performing well on key metrics – recognising the limitations of that data
- Identify areas where additional data would be useful, for example, further information on the sources of referrals, workforce data, rates of No Further Action cases

#### Understanding good practice
- Investigate in more detail the areas highlighted as potentially having good practice locally and nationally on the 7 themes and identify the main factors behind success
- Understand the improvements that have been made in terms of better outcomes and financial savings
- Consider including examples from other areas that have shown strong performance or significant improvement e.g. Essex, Leeds, Hackney, Cambridge

#### Outcomes & Financial Model
- Develop high-level ‘stock and flow’ model with 5 year planning horizon
  - models current inflows, “stays” and outflows
  - builds in demographic changes based on projected birth rates and the 14-18 cohort moving into young adults.
  - enables effect of change on activity, resources (staffing) and cost to be estimated
  The model will be at the local authority level i.e. x10. The model will show:
  - contact and referral rates by source
  - the conversion rates into NFA, CIN, CP plans, and LAC
  - in the case of LAC the split into foster care (split further between in-house and IFA)
  - length of time in the care status to which a child is put
  - rate of outflow i.e. repatriation with family, adoption, other care status. We will model activity levels (volume of children), resources (staffing, based on caseload per social worker ratios) and cost. We will create a business as usual model which will show the effect over five years from the current baseline position.
  One illustrative example of how the model might be used is to examine the effects of an intervention. Such as the rate of adoption from LAC and model the system if, say, all authorities could move progressively (over 3 years) to replicate the rate currently achieved by Bolton
Working with the Government

In order to develop and deliver transformation in services for children, we will work with Government to:

• Develop a joint plan for financially sustainable services for children with improved outcomes for children. This may require additional time-limited investment to develop new models and double-run some services.

• Engaging OFSTED to develop a GM place-based inspection and regulation regime that supports new arrangements following the initial indication that DfE are open to assisting with this dialogue.

• Agreeing how local authorities effectively discharge their statutory responsibilities for children through this approach.

• Multi-year funding agreement for the services in scope to enable longer term investment planning.

• Offering GM responsibility for planning new school places across 10 authorities.

• Greater financial flexibilities in the Early Years and High Needs block of Dedicated Schools Grant so schools can choose to invest their resources on a place basis.

• Putting on hold the current recruitment of a new Regional Schools Commissioner with a view to the functions of the role being delegated to GM as part of the new arrangements.

• Support transition costs of moving to this system.

• Agree joint evaluation of the testing of the new proposals.
Next Steps

• An independent analysis of current outcomes and spend to help provide collective understanding of data and intelligence, plus the current resources invested in services for children across all authorities and the anticipated resource in five years time.

• Agreement about priority theme areas for focussed work on services for children where working differently has a potential benefit of either efficiency with reduction in cost, improved quality of intervention, or increased effectiveness of outcomes for either the short or long term.

• Assignment of a DCS to a Senior Responsible Officer role to each of the seven areas of excellence.

• Consideration about where these theme areas link to opportunities that are emerging from other areas of devolution work, where current work programmes can or should be extended.

• Consideration of opportunities for work with partners such as CAFCASS who have indicated an interest in changing the way they work as part of the review.

• Development of seven scoping papers to outline the opportunities to be shared with the CEOs.

• A national experts panel to meet with the SROs to discuss best practice.

• DfE to provide written feedback on the GM paper and Graham Archer (DfE) to attend a meeting of the GM DCS group.

• Ensure that that proposal align and integrate into existing PSR placed base approaches.

• Engagement with GM Executive Members for Childrens Services (November).

• Arrange a full-day workshop with a group of senior officials from DfE, Treasury and senior officers from GM. Purpose to undertake detailed design and make recommendations on each of the priorities identified.

• Regular updates and engagement on the strategic direction of the programme with Informal Leaders as the review progresses.