

# STRATEGIC COMMISSIONING: GETTING THE MOST OUT OF OUR SPENDING

## **Proposal 1: Children's and Education Services** **Portfolio Lead: Children and Families; Education**

### **1.0 Summary of Proposal**

- 1.1 A strategic review of Children's and Education Services has been commissioned by members as part of the Strategic Commissioning element of the Medium Term Financial Planning process. The purpose of this review has been to identify areas of best practice, potential duplication and opportunities for integration and to collectively agree across the system the response to the financial challenges whilst keeping the system safe and focused on outcomes. The review is being overseen by the Children and Education Review Group. Membership of this includes senior leaders from Stockport Family, Education and Corporate Support Services and is chaired by the Director of Children's Services.
- 1.2 The objective of the review has been to align and focus education and family support with key core essential services including Schools, Housing Support and Children and Young Peoples' Health services to maximise resources whilst reducing overall spend. It is anticipated that this will result in a redefined relationship between the Local Authority and Schools which will enable a more bespoke support offer to bring improved outcomes for our most vulnerable children and their families.
- 1.3 The current services provided by the Council for children and families are in the same Directorate portfolio, but have historically been separated into domain specific themes. Stockport Family have, over the more recent years, aligned and integrated early help, health and social care. Education has continued to have a different management structure, separate management meetings and a number of independent and satellite inclusion services functioning outside of an integrated offer. It has been the intention of the senior leaders in Children's Services to move into a directorate-wide integration model to ensure we offer coherent support for those that have additional needs, this will be aligned with our 'All Age' ambitions. We want to avoid duplication of service provision, multiple professionals working with the same families and multiple and separate assessments and plans. We intend to use our digital investment to streamline processes, develop the offer to families and facilitate self-help as well as describe the offer when families hit a crisis that may escalate without some additional support.

1.4 We have agreed the strategic direction of a framework for a delivery model based on the solid foundation of a geographic locality based integrated service. This has been informed by the outcomes of the SEND Inspection which took place in September 2018 and is described in more detail in Appendix 2a. Subject to an engagement and listening exercise with stakeholders, including schools, changes will be proposed as services are reviewed through this strategic lens. This will include changes to the pathways and delivery model of specific services which may need to include a reduction in the service offer. This is a programme of transformational change across the system and will be phased over the next four years.

1.5 This proposal builds on learning from a number of existing programmes of work, including:

- Significant progress in effectively implementing the Stockport Family model including the Team around the School model
- The on-going review, jointly commissioned with the Stockport Schools Forum, of Education services funded from the Dedicated Schools Grant,
- Learning from our Place-Based working early adopters,
- Learning from across Greater Manchester (and beyond) related to both place based working models and Start Well services
- The outcome and recommendations from the Local Area Special Educational Needs and Disabilities (SEND) Inspection

## **2.0 Update on Proposal**

2.1 The initial review has identified the need for a transformative approach to designing a new model for Stockport Family and Education Services. Integrating these services is important to provide further cohesion for children and families. The transformation has a firm foundation based on Stockport's award winning previous experience of successful integration through Stockport Family. The anticipated changes will respond to existing challenges and puts children and family at the heart of all that we do. As an example, a recent review of new entrants into external residential placements was undertaken to identify similarities and trends in the journeys of the young people concerned. This focussed on lessons that could be learned and most importantly to identify if placements could have been avoided through the use of different interventions or different ways of working. One of the key findings of this review was that multiple services had been involved with all cases along with the majority having multiple school placements and changes between mainstream and special schools and back to mainstream. Regardless of the number of services involved the result had still been an escalation into care which further illustrates the need for more integrated working across Children's Services and Education.

2.2 The model will deliver on the vision:

- To build on the integrated, locality focused, strengths-based approach.
- To further integrate and align services across Education, Public Health and the transition to Adult Services, with a particular focus on the alignment of education services with Stockport Family.
- Targeting resources to build personal and community resilience of those most in need, whilst maximising the potential of inclusive, universal provision and support in the community.

2.3 The model will respond to the challenges facing children and families in Stockport, for example there is:

- Sustained increase in number and complexity of social care referrals
- Increase in number of children in care
- Increase in number and complexity of need of children and young people with SEND
- Increase in poor attendance for children in need and children and young people with SEND
- Increase in school exclusions
- Continued gap in life chances between those living in poverty and the Borough average
- Overall increased demand on the system causing workforce pressures

The model will also support the delivery of the improvement actions required from the recent SEND Inspection.

2.4 The model will deliver a single integrated function for each locality, consolidating staff with the required skills, knowledge and experience to deal with demand across a full range of services and sectors. There are a broad spectrum of services across Stockport Family and Education which are detailed for reference at Appendix 2b. A critical factor in achieving the changes required will be the effectiveness of early identification and prevention to stop children and families' needs escalating in the first place requiring joint service delivery with wider partners in the public, private and voluntary sectors.

2.5 Stockport already has an established model of the 'Team Around the School', which places skilled and motivated early help practitioners alongside school nurses and school professionals to work with children and families as need arises. There is an opportunity to begin testing out the vision for a single integrated function for each locality as described above within the defined community and school cluster of Werneth. Stockport has been successful in bidding for a funded pilot to enhance the Team around the School model in Werneth. Learning from this pilot will further inform the Stockport Family and Education strategy and ongoing integrated service development.

2.6 In addition, learning from the Place Based Integration model, as well as our strategic 'All Age' ambition will inform the model. We will focus on whole system integration and improving outcomes for vulnerable and disadvantaged individuals,

families and communities within a framework of excellent early intervention and preventative services with a target population of 0-65 years (with an interface at 66+).

2.7 The model will be the lens through which public services are reviewed across a range of providers, including the Local Authority, Health, Schools and Housing providers. It is a transformative programme of continuous improvement which will be delivered over the next four years.

2.8 The first phase will include:

- **Management integration** to develop an amalgamated structure that will help realise and lead the wider transformation across all Children's Services. There are service redesigns that have already taken place during 2018/19 which will support the achievement of this saving. A series of strategic workshops have taken place through the Children's and Education Review Group to further articulate what the integrated management structure could look like to drive the transformation and support improved integrated working. This will result in the reduction of up to 7 FTE senior management posts. In addition, the maximisation of grant funding within allowable criteria will support the removal of cash limit funding.
- Following on from service redesigns conducted in 2018/19 and referenced above, a further phase of **budget re-profiling** has been undertaken to continue to realign budgets to meet service priorities and further reduce non staffing expenditure where possible.
- Realising the benefits and further embedding of developed **digital systems and new ways of working** across the system.
- Launch of wider stakeholder engagement in a **listening exercise** on the proposed model and strategy. This includes working with Head Teachers to design the detail of service delivery. See Appendix 2a for more details.

2.9 The approach to digital service delivery across the service is fundamental to the further transformation and integration of Stockport Family and Education. It is a key enabler to underpin service redesign and to support the transformation required. A plan has been developed as part of the Digital by Design work which follows the journey of a child and family through the system identifying areas for digital efficiencies and innovation to service at every juncture. This plan has previously been reported to Scrutiny in November 2017 and is attached at Appendix 2c and underpins this work.

### 3.0 Scope

3.1 The initial scope for this review includes:

- All early help, health and wellbeing services for Children and Families,
- All Education services, funded from Council General Fund, Dedicated Schools Grant or elsewhere,
- Relevant early help, education or other services delivered directly by other providers, including schools, commissioned services and housing providers including Stockport Homes Group.

3.2 This is the initial phase of a four-year programme, which has identified a proposed model and strategic direction to inform further consultation and engagement as outlined in this report.

3.3 During the second phase, specific proposals will be outlined for consultation and will include a tailored specification funded through the reduced budget and clearly outlining the reduced scope.

3.4 Funding related to transport is out of scope of this review as it is part of the wider Stockport Local Transport review.

3.5 The financial scope for this review is set out below:

					Phasing	
	Saving Name	2018/19 Cash Limit Budget £000	Full Year Saving £000	Revised Cash Limit £000	2019/20 £000	Cumulative 2020/21 £000
1	Children & Education Services	7,319	(1,100)	6,219	(642)	(1,100)

3.6 The £1.1m saving reduction will be achieved by:

- A service redesign during 2018/19 as part of last year's Star Chamber exercise has supported the service to achieve recurrent cash limit savings. To further support this an initial management review is taking place to look at bringing the structure and associated funding more in line ahead of a transformational remodelling of the service.
- In addition, a further phase of budget re-profiling has been undertaken to continue to realign budgets to meet service priorities and further reduce non staffing expenditure which does not impact service delivery.
- The above will realise £0.500m of recurrent savings. The remaining £0.142m required to achieve the phased amount required in 2019/20 will be supported through the use of non-recurrent grant funding available in year, whilst the transformational and digital work continues to develop a programme to

deliver recurrent savings of £0.600m in order to achieve the recurrent £1.100m.

	£000
<b>Recurrent savings:</b>	
Service redesign and management	320
Budget Re-profiling	180
<b>Subtotal recurrent savings</b>	<b>500</b>
Non recurrent savings – grant income	142
<b>Subtotal non-recurrent savings</b>	<b>142</b>
<b>2019/20 savings</b>	<b>642</b>

- We are working across the service to bring digital transformation in the form of mobile working, system integration and improved digital service delivery in every aspect of the child and families journey. The programme is enabling digital transformation of the Fostering Service and the learning from this has directed a service redesign approach across the system. Implementation has commenced and will continue to develop as we progress through this programme. Digital transformation will support the achievement of £0.600m saving committed as part of the Digital by Design phase two investment agreed in 2017.

3.7 The financial scope for this programme needs to be considered within the broader complexities of the financial challenges that Children's and Education currently face in terms of a deficit budget and the imminent cessation of significant grant funding.

#### 4.0 Key Timescales

Milestone description	Date expected	Output at milestone
Initial conversations with Trade Union Representatives to brief on the overarching proposals regarding Stockport Family and Education Integration	End January 2019	Proposed management structure
Appointment of seconded Head Teacher (s) across the phases to contribute to the development of the model	January to March 2019	Head Teacher Involved
Stakeholder engagement in a 'Listening Exercise' on Stockport Family and Education aligned draft strategy	January to March 2019	Stakeholder Engagement taking place
Strategy and model developed and agreed	April 2019	Final Strategy
First phase detailed service scope prepared, shared and agreed	April 2019	Service Scope agreed

Where required revised service specification(s) complete and shared with providers	End May 2019	New service specifications
Commission provision in partnership with Schools	End July 2019	Commissioned Services
Go live of the first phase of the new strategy and model for integrated Stockport Family and Education which includes the integrated leadership structure	Start of School Year 2019/20	

## 5.0 Consultation and Engagement

5.1 Initial engagement with partners involved with the Education and Children's Services system, including schools and early years settings; Council services; Stockport NHS Clinical Commissioning Group; Health, Housing and other service providers has supported the development of the draft framework for integration.

5.2 The proposal has been shared with Children and Families Scrutiny Committee on throughout the development of this new framework. Feedback from Scrutiny Committee will continue to inform the development of the Integrated Children's and Education Strategy.

5.3 The Listening and Engagement exercise is about to be launched (see Appendix 2a) to:

- develop and shape the new integrated model
- test and validate assumptions made about the new model
- understand implications and/or concerns regarding implementing the model

5.4 Members have wanted to understand more about the approach to the listening exercise. It will involve

- interactive workshops with School Heads, Heads of Service, Service Leads and Governors
- Focus groups with Community, Faith and Voluntary sector leaders
- Consultation with the business community

5.5 As specific proposed changes to services come forward, formal consultation will take place. This will include service users, providers, trade unions and the wider public.

5.6 The Stockport Schools Forum will be a co-consultee throughout this process.

5.7 Elected Members will be involved throughout all stages of consultation and engagement, both at Scrutiny Committee and where appropriate in other settings.

## **6.0 Interdependencies, Constraints, and Risks**

6.1 There are significant interdependencies, constraints and risks in relation to this work and these will be explored and considered in the initial system mapping exercise.



## 7.0 Equality Impact Assessment

### Equality Impact Assessment

**Proposal 1: Children and Education Review**

**5/2/19**

Stage: Final

### Stage 1: Do you need to complete an Equality Impact Assessment (EIA)?

#### About Equality Impact Assessments

Yes, an EIA is required as this proposal seeks to change the way a service is delivered for a reduced value.

The changes focus on a number of key service elements. This includes: all early help services for Children and Families, excluding those related to Youth Offending; all Education services, funded from Council General Fund, Dedicated Schools Grant or elsewhere; and relevant early help, education or other services delivered directly by other providers, including schools and housing providers including Stockport Homes Group.

The review of current service delivery will result in the development of a Stockport Family aligned Education Strategy, which will set out a whole-place commissioning intent and key principles to guide service planning. Specific proposals will be developed to reduce costs in current services and to improve and better target joint-working across services. These will be subject to detailed consultation. Existing provision and contracts may be changed to deliver better value for money.

Following the initial wider review, specific proposals will be brought forward across a reduced scope, which will be set out, along with further information, for detailed consultation. As the proposal is developed it will incorporate feedback from consultation and any changes to the proposed new service design.

A full EIA will be completed for specific proposals as they are developed. This will demonstrate the impact of service users and staff against all protected characteristics.

The project aims to specifically support the Council's following Equality Objectives:

- *(#1) Improving life chances, opportunities and aspirations for all by tackling inequalities across our borough* – specifically looking at inequalities for vulnerable children and families and Looked after children.
- *(#3) Improving access to information about services and public spaces by increasing the clarity of what we do, how we do it and how it can be accessed.*
- *(#4) Giving the people of Stockport equal opportunities to identify & voice their needs and participate in developing and delivering services* – through

co-producing the proposed model of service for vulnerable children and families.

It is anticipated that the review may impact on the following Protected Characteristics:

- Disability; (in relation to people accessing services)
- Age; (in relation to people accessing services)
- Gender; (in relation to existing staffing demographics)

As well as the protected characteristics outlined above the following group has also been identified as potentially being impacted upon due to the implementation of a proposed integrated service:

- *Socio-economic (in relation to client and staffing demographics)* - Professional assumptions understand that social deprivation and low income cuts across a number of protected characteristics, for example women are proportionally more likely to be in part-time or low paid work.

Potential impact on the above protected characteristics will be considered and inform the development of the Project and will be monitored.

Analysis of emerging learning from the evaluation alongside feedback from engagement will deepen our understanding of the nature of this impact and seek to understand appropriate mitigating measures, including the way the proposed integrated service is designed and developed.

## Stage 2: What do you know?

### Demographic trends

In terms of demographics 2011 Census data demonstrates the following headline trends:-

- There are no significant variations in gender, with females continuing to outnumber males in Stockport
- Children and young people under the age of 20 make up 23.5% of the population of Stockport
- There has been a significant increase in the 20-24 age group (+14.7%)
- There has been a modest increase in the number of children under 5 since 2001
- There are likely to be implications for schools and family services in the growth in under 5s and in the number of young households.

Relevant 2014-15 Joint Strategic Needs Assessment data includes:-

- The resident population of Stockport is **285,032** (2013). There are:
  - 53,937 (18.9%) young people aged 0-15
  - 28,018 (9.8%) young adults aged 16-24
  - 148,570 (52.1%) adults aged 25-64
- By 2023 the population of Stockport is projected to be **298,659** (2013), up

13,627 (4.8%). There will be:

- 58,056 (19.4%) young people aged 0-15, up 4,119 (7.6%)
  - 25,045 (8.4%) young adults aged 16-24, down 2,973 (-10.6%)
  - 151,460 (50.7%) adults aged 25-64, up 2,890 (1.9%)
- Numbers of births in the more deprived areas have risen, and despite the overall population share (30%), the two more deprived areas account for 40% of all births. 15 years ago this figure was 35%. More babies are therefore being born in areas of higher risk.
  - Birth rates and numbers overall are predicted to remain stable, at the higher level over the next 10 years.
  - The populations of the following wards have grown by more than 3% over the last 10 years:
    - Brinnington & Central
    - Davenport & Cale Green
    - Hazel Grove
    - Cheadle & Gatley
  - The populations of the following wards have fallen by more than 3% over the last 10 years:
    - Offerton
    - Reddish South
    - Bramhall South
  - Stockport has seen a trend of population growth being more rapid in deprived areas over the last decade, this may change as planned housing developments concentrate in the less deprived areas
  - The population of Stockport continues to become more ethnically diverse, especially in younger populations to the west of the borough.

Relevant Children's data:-

- The number of children in care in Stockport as at Sept 18 – 367 (Source: C&F Q2 PPRR 2018-19 v9)
- The number of children in care with a disability as at 31<sup>st</sup> March – 63 (Source: Annual SSDA903 Looked after children return & EIS)
- The number of children in subject to a child protection plan in Stockport as at sept 2018 – 295 (Source: C&F Q2 PPRR 2018-19 v9)
- Age range of children in care as at 31<sup>st</sup> March – 0-4 26%, 5-10 24%, 11-15 31% and 16-18 19% (Source: Annual SSDA903 Looked after children return)
- The number of children subject to a domestic abuse referral to Stockport MBC in Q1- Q2 18/19 – 1116 (Source: C&F Q2 PPRR 2018-19 v9)

Stockport Child Health Profile data 2018

- Children and young people under the age of 20 years make up 23.5% of the population of Stockport
- 15.2% of school children are from a minority ethnic group (Child Health Profile data 2015)
- The health and well-being of children in Stockport is mixed compared with

the England average (Child Health Profile data 2015)

- Infant and child mortality rates are similar to the England average
- 14.1% of children aged under 16 years are living in poverty
- The rate of family homelessness is better than the England average
- 9.3% of children aged 4-5 years and 18.2% of children aged 10-11 years are classified as obese
- 13.6% of women were smoking while pregnant (Source: C&F Q2 PPRR 2018-19 v9, Q1-Q2 18/19)
- The hospital admission rate for injury in children (0-14) and young people (15-24) is higher than the England average
- The hospital admission rate for alcohol specific conditions is worse than the England average.
- The hospital admission rate for young people due to substance misuse is worse than the England average.
- Nationally asthma is the most common long term condition in childhood. Locally the asthma hospital admission rates are higher than the England average.
- 72.4% mothers initiate breastfeeding when their baby is born
- 93.8% of children have received their first dose of immunisation by the age of 2.
- Obesity is a serious and growing health challenge for children

Data for Stockport's looked after children (December 2018):-

- 381 Looked after Children (as at December 18)
- 43.8% are female
- 56.2% male
- 20.2% are aged 0 – 4; 25.7% are aged 5-10, 18.6% aged 10 - 14, 25.6% aged 15 plus
- 82.9% are white British

#### Education

- There has been a slight decrease in the proportion of children achieving a Good Level of Development at the end of the Early Years Foundation Stage since 2016/17 from 71.6% to 69.8%.
- Children attaining the expected standard at Key Stage 2 in Reading, Writing and Maths combined. Stockport continues to outperform both national and North West performance. Stockport achieved 3% higher score than national figures.
- Stockport has seen an improvement in the Value Added Progress Measure in KS1 and 2 for Writing and Maths and a slight regression for Reading. No data is available for national and statistical neighbours for 17/18.
- At Key Stage 4 Stockport continues to outperform both national and North West performance with the gap between national performance growing further. In 2016/17, Stockport achieved 4.9% higher score than national figures, in 17/18; the difference increased to 5.1%
- The performance at Key Stage 4 in Priority 1 areas nevertheless is a different picture with less than 10% of young people achieving a strong pass in Brinnington compared to Stockport average of 43.6%.
- The rate for Pupils subject to a fixed term exclusion rate per 1,000 (Secondary and Secondary Specials) has remained stable over the past

three years; 4.8% in 2015/16, 4.8% in 2016/17 and 4.8% in 2017/18.

- Permanent exclusions from school (per 1,000) Secondary and Secondary Specials only reduced in Stockport from 3.2 per 1000 (46 pupils) in 2016/17 to 2.6 per 1000 (36 pupils) in 2017/18.
- Compared to the same period last year, the percentage of young people not in education or work-based training has increased slightly from 2.1% (131) as of June 2017 compared to 2.9% (180) as of June 2018.
- Compared to the performance in same period last year, the number and rate of children on a EHCP or Statement of SEN has increased from 25.3 per 1000 (2083) as at June 2017 to 26.4 per 1000 (2170) as at June 2018. In addition, the number and rate per 1000 has also increased since Q1 (25.9 per 1000, 2129). In comparison, the national average is 19.2 per 1000 (as of Jan 2018).

## Stage 2a: Further data and consultation

During the listening exercise, extensive stakeholder engagement will be undertaken.

The results of this stakeholder engagement will be used to inform the EIAs for the specific proposals that come through to assess and mitigate against any disproportionate impact to those who identify with the protected characteristics. Specific proposals will be developed to reduce costs in current services and to improve and better target joint-working across services. These will be subject to detailed consultation. Existing provision and contracts may be changed to deliver better value for money.

Following the initial wider review, specific proposals will be brought forward across a reduced scope, which will be set out, along with further information, for detailed consultation. As the proposal is developed it will incorporate feedback from consultation and any changes to the proposed new service design.

A full EIA will be completed as specific proposals are developed. This will demonstrate the impact of service users and staff against all protected characteristics.

## Stage 3: Results and Measures

To be completed following the consultation stages alongside each proposal as it comes forward.

## Stage 4: Decision Stage

This EIA is a live document and will accompany the decision at all points throughout the process.

