

Manchester City Council Report for Resolution

Report to: Executive – 7 February 2018
Children and Young People Scrutiny Committee – 30 January 2018

Subject: Children's Services and Education Budget and Business Planning: 2018-2020

Report of: Strategic Director Children's Services and the Director of Education

Summary

This report provides a high level overview of the priorities to be delivered in Children's Services and Education throughout 2018-2020. This report should be read together with the accompanying delivery plans which set out the performance, financial, risk management and workforce monitoring framework.

In the Budget and Business Plan for the period 2017-2020, directorates set out their proposed savings in the context of their objectives. This report sets out both the progress made to date in delivering these savings and the directorate's focus over the next two years of the three year plan. The accompanying refreshed delivery plans provide a framework that will be used throughout 2018-2020 to monitor performance towards objectives, workforce development, risk and financial outturn. Taken together, the five directorate reports and delivery plans show how the directorates will work together and with partners to progress towards the vision set out in the Our Manchester Strategy.

Recommendations

Executive is recommended to approve the final proposals in this report and that these are included in the budget to Council.

Wards Affected: All

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Supporting the Corporate Core in driving forward the growth agenda with a particular focus on integrated commissioning and delivery which will focus on utilising available resources effectively and developing a diversity of providers including entrepreneurs and social

	enterprises. This will provide opportunities for local jobs
A highly skilled city: world class and home grown talent sustaining the city's economic success	Integrated commissioning will focus on utilising available resources to connect local people to education and employment opportunities, promoting independence and reducing worklessness. Working with early years, schools and further education providers to ensure children and young people achieve their potential and develop skills which will enable them to access future employment opportunities arising from economic growth in the city. Working with schools to engage and support Manchester's communities.
A progressive and equitable city: making a positive contribution by unlocking the potential of Manchester's communities	The focus is on strengths based conversations changing behaviours to promote independence, early intervention and prevention, the development of evidence-based interventions to inform new delivery models integration with partners where appropriate
A liveable and low carbon city: a destination of choice to live, visit, work	Development of integrated health and social care models that connect services and evidence-based interventions to local people and enable families and staff to influence commissioning decisions aligned to locally identified needs. Schools as community hubs playing an essential role in delivering high quality education as well as reaching out to communities and leading early intervention and prevention approaches.
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with implications for

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences for the Capital and Revenue Budgets

The proposals set out in this report form part of the draft revenue budget submitted to the Executive on 7 February 2018.

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Background documents (available for public inspection):

Executive, 8th February 2017 - Children's Service Budget and Business Plan 2017-20

1.0 About the Children's Services and Education Directorate

- 1.1 The Directorate for Children Services and Education is responsible for social care services for children and families, children's public health, education and youth services, with statutory responsibilities for safeguarding children and young people, special educational needs and disability (0 to 25) and a broad range of other functions.
- 1.2 In line with the priorities of the Our Manchester Strategy, the Directorate is focused on developing a highly skilled city where Manchester children are given the opportunity to go to excellent schools that will inspire the next generation to be the best they can be and provide them with the knowledge, skills and resilience they require to succeed and prepare them for the future job market. The Directorate provides help to people who have to rely more than most on targeted and specialist services to ensure children are safe, their welfare promoted and their families make the changes in their lives which will see them become more independent; ensuring every child has the best possible start in life and has the same opportunities, life chances and potential to lead safe, healthy happy and fulfilled lives.
- 1.3 In doing this, public services must be radically transformed so they are focused around people and communities rather than organisational silos. As a result the Directorate is working across traditional organisational boundaries to bring innovation, strong partnership working and new ways of working to the fore. For example, work continues to be progressed with partners to embed the new approach to Early Help assessments which starts from strengths and what is important to families, development of an Early Help Assessment and Plan that encourages and supports families to make the changes which will impact positively on their lives. This approach is a integral to the long term plan for the service's business plan.
- 1.4 Alongside this, Manchester's Locality Plan sets out the vision for the transformation of integrated, place-based working and commissioning in health and social care, through a new Manchester Health and Care Commissioning (MHCC) function in place from April 2017, Manchester Foundation Trust single hospital service which commenced in October 2017 and development of a Local Care Organisation (LCO) from 2018/19. This together with the priorities set out in Manchester's Children and Young People's Plan 'Our Manchester Our Children' will provide a number of opportunities to shape and integrate the aspects of children's services with health provision whilst at the same time influence the wider service offer for children, young people and their families. Changes to the demographics in the City bring both challenges and opportunities for Children's Services. Manchester has experienced significant growth in its overall population and that of children and young people in recent years as well as an increase in children and young people with additional needs. This growth has seen emerging challenges in respect of school place planning and being able to respond to high levels of transience. This growth has also been reflected in the complexity of children's needs and whilst there are fewer children in care their needs are evidently more complex.

- 1.5 The City has shown great resilience throughout the period of the recession, subsequent recovery and austerity; resulting in levels of worklessness in the city falling and more people educated to degree level and fewer people with no qualifications. However, although there have been year on year improvements in the percentage of children who achieve a good level of development when they start school, there remains a gap of 5% between Manchester children and children nationally and educational attainment at the end of key stage 4 remains below national average.
- 1.6 In addition the improvements delivered in the performance and practice of Children's Services has led to better engagement with vulnerable children and their families; resulting in better identification of risk, vulnerability and more timely interventions. Key achievements this year are: delivery of safer Children Services, this is evidenced by the recent Ofsted outcome; increase in the number of foster carers - more looked after children are placed with the foster carers sourced and supported through by the in-house foster carer service; reduced reliance on costly external foster care placements; increased number of former looked after children with Special Guardianships Orders or adopted and no care leavers in bed and breakfast accommodation.
- 1.7 As well as the changes in the demographic and national policy, Children's Services are also working within the context of significant change and reform locally that is being driven through Our Manchester Strategy, Locality Plan and City Deal.
- 1.8 **The budget for the service is set out below:**

Service Area	2017/18 Gross Budget	2017/18 Net Budget	2017/18 Budgeted Posts (FTE)
	£,000	£,000	
Children's Safeguarding	84,987	69,359	701
Education	528,745	30,143	387
Directorate Core and Back Office	3,871	3,823	93
Total	617,603	103,325	1,181

2.0 Budget Consultation

- 2.1 As part of the three-year budget setting process last year, more residents than ever before were involved in a conversation about what mattered to them, over 4,250 people got involved over three phases of consultation. This

information was used to inform the Council's spending plans for the next three years.

- 2.2 **The budget proposals set out in this report are in line with the agreed strategy and approach.** Although there is no formal requirement to consult on this year's budget, a commitment was made to ensure that the Council continues to inform and engage residents, businesses and council staff in the budget process. One of the ways this has happened this year is through 'Our Manchester Days'. These take over days carry on the budget conversation - focusing on the areas that people told us matter most to them in the budget conversation. There are plans to go behind the scenes in Children and Education Services to meet staff and partners to highlight the services commissioned or delivered by the Council and the difference they made to children and their families lives.

3.0 Children and Education Services – Vision

- 3.1 The City's vision for Children and Young People is:

"Our Manchester, Our Children – building a safe, happy, healthy and successful future for children and young people."

This is represented by the Children and Young People's Plan 'Our Manchester, Our Children.'

The Directorate has used the Our Manchester approach to co-design the vision and plan for children; with partners and children, young people and families themselves. In this way the vision and plan for Children's Services reflects what the young citizens of Manchester what matters to them and how we should seek to deliver on identified priorities.

- 3.2 'Our Manchester, Our Children' sets out how the city intends to take forward the overall ambition and approach described in the Our Manchester Strategy and Locality Plan in relation to children and young people. This is a plan for children, not children's services. All parts of the city have a role in supporting children and young people, not least families.

It sets out priorities both for **what** is to be achieved and also **how** they will be achieved. It promotes a different way of working in the City, one which at its core forges a deeper understanding of children, families and local communities, listening to what they care about and working together to improve quality of life.

The message is clear, as a City we are ambitious for all children and young people and the plan is intended to stimulate different ways of working, consistent with the Our Manchester Strategy and the integration of reform under the following four aspects:

- **Safe** - *All children and young people feel safe; their welfare promoted and safeguarded from within their homes, schools and communities;*

- **Happy** - *All children and young people grow up happy – having fun, having opportunities to take part in leisure and culture activities, and having good social, emotional, and mental health;*
- **Healthy** - *All children and young people enjoy good physical and mental health that enables them to lead healthy, active lives, and to have the resilience to overcome emotional and behavioural challenges; and*
- **Successful** - *All children and young people have the opportunity to thrive and succeed in their education, emotional and personal lives.*

3.3 The plan also highlights particular areas that Manchester is 'passionate' about achieving: ensuring children and young people live in safe, stable and loving homes; reducing the number of children and young people in care; ensuring children and young people have the best start in the first years of life; and ensuring children and young people fulfil their potential, attend a good school and take advantage of the opportunities in the city.

4.0 Children and Education Services – Objectives

4.1 The vision is of Manchester as a world class city, and the Strategy proposes that Manchester in 2025 would be in the top flight of world class cities:

- with a competitive, dynamic and sustainable economy that draws on distinctive strengths in science, advanced manufacturing, culture, creative and digital business, cultivating and encouraging new ideas
- with highly skilled, enterprising and industrious people
- that is connected, internationally and within the UK
- that plays its full part in limiting the impacts of climate change
- where residents from all backgrounds feel safe, can aspire, succeed and live well
- that is clean, attractive, culturally rich, outward looking and welcoming

4.2 The directorate's overarching strategic priorities and activity is aligned to the Our Manchester Strategy; underpinned by the Our Manchester approach. The Our Manchester Strategy provides the overarching framework and priorities for action by the Council and partners from all sectors over the next 10 years. These priorities are known as the 64 'We Wills' and in order to be able to achieve these high-level goals there must be a radical change in the way that the council and other organisations across the city operate. This radical change is the Our Manchester approach.

4.3 The Our Manchester approach is a redefined role for the Council and public services as a whole. It puts people at the centre of everything we do, recognising that people are more important than processes, procedures or organisational boundaries, and changing the way that the council works to reflect this. It is about listening, learning and responding. It is about creating the capacity, interest, enthusiasm and expertise for individuals and communities to do things for themselves. Finally it is about working together, by building long term relationships and having honest conversations which give a say and role to both those who need services and those who provide them.

- 4.4 Together with the other Directorates of the Council, the Children's and Education Services Directorate will deliver the shared vision and objectives set out in Our Manchester. This approach will entail *working with* children, families and wider stakeholders in the city, *not doing to*, consistent with the Our Manchester approach. There will always be instances where public services have to take direct action in order to protect children; even then the overall approach will be to work alongside children and families, equipping and enabling them to succeed, safeguard and protect children and young people.
- 4.5 Following a successful re-inspection of Children's Services at the end of 2017, Manchester's Children's Services were judged by Ofsted to be no longer inadequate; a key milestone in Manchester's journey to provide excellent services to children and young people. To address the recommendations identified by Ofsted and support the continual improvement of services a post-inspection action plan has been prepared with the stated aim of 'Delivering Excellence and Getting to Good.' The key actions of this plan are listed below and include a number of cross partnership priorities and objectives; reflecting the importance of everyone working together and pivotal to the delivery of Children and Education Services budget plan:
- Ensuring the right help at the right time – reducing complex demand through effective early intervention and prevention.
 - Effective and efficient responses to escalating need and risk through strong partnership engagement and understanding of roles and responsibilities.
 - Strengthening the future safeguarding arrangements for governance and oversight of services for children achieved through a robust assurance and outcomes framework.
 - Supporting development of self-assessment for Ofsted's future single agency and joint inspection regime
 - Delivery of the 12 Ofsted inspection recommendations.
- 4.6 Alongside the cross partnership priorities and objectives for which the Directorate is responsible there are a series key internal workstreams to be achieved by 2020 in order to modernise and make the service more efficient and effective. These are:
- Integration of Education and Children's Services inc. SEND services
 - Review of Early Years to include School leadership of the offer within a locality
 - Developing Manchester's Early Help offer to be aligned to an Early Years offer that supports a locality and schools based leadership model
 - Development and implementation of a Curriculum for Life.
 - Continually Improving Performance Management Structures and Framework to continually drive improvement in the quality of practice in Children's Services.
- 4.7 In addition, the priorities contained within the Directorate vision, which highlights the Children and Young People Plan priority areas, give rise to a

number of key objectives which the Directorate will deliver in 2018-2020 to achieve those aims, as:

Children's Services

- Supporting children and families through an Early Help Offer (including Youth Justice)
- Developing an integrated social care, education and health assessment, planning and commissioning service for children and young people with complex special educational needs or disability
- Refining and continually improving the "front door" to increase the quality of response, timeliness of support from the right agency and quality of assessment
- Safely reducing the number of Looked After Children
- Continually improving the experiences and outcomes for Looked After Children and Care Leavers
- Improving the range and quality of Residential, Fostering & Adoption provision
- Recruiting, developing and retaining a workforce that is confident, have the right skills, and are supported to work in new ways

Education

- Increase opportunities for informal learning outside of school such as 'Read Manchester' which is a project connecting residents to wider opportunities across the City to change attitudes to reading and improve health and wellbeing.
- Continually improving the quality of the school system and the success of all our children; particularly at GCSE and key stages of school curriculum
- Ensuring the voice of children and young people is a key influencer in decision making and services that affect their lives; which includes developing a curriculum for Life and Employment.
- Developing a coherent and coordinated Youth and play offer
- Work with the school system and partners to prepare for and sustain success during National Funding Reform for schools.
- Proactive approach to early intervention – working with schools to avoid and address needs of pupils at risk of exclusion

Key Challenges

4.8 Across the joint directorate there are a number of continuing and emerging challenges, including:

- Growth and transience in school age population (3648 new arrivals to City requiring a school place in 2016/17) has meant that over 15,000 new school places have been created across the city since 2010.
- Ensuring sufficient capacity within the school system at all phases including Alternative Provision and Special Provision.

- Education Attainment:-
 - Diminishing the difference to national outcomes in Early Years so that more children achieve a good level of development;
 - And secondary school attainment.
- Reducing permanent exclusions from school
- Improving 'Informal learning' particularly focusing on reading
- The pending introduction of a new National Funding Formula for Schools - likely to lead to reduced funding to Manchester Schools
- Increasing numbers of children and young people with education, health and care plans; and social emotional and mental health needs.
- High levels of demand for children's social care service - a rate of 1019 referrals per 10,000 population in 2016/17, against statistical neighbour averages of 728, and national of 548.
- Increasing complexity in the issues and needs of children and their families requesting a children's social care service.
- Continuing to safely reduce the number of children in care - at 97 per 10,000 population in 2016/17, against statistical neighbour averages of 94 and core city averages of 82; in particular those who require a specialist residential provision
- Sustainably reducing average caseloads for Social Work staff
- Responding to the anticipated additional statutory duties to provide a service to care leavers up to the age of 25 years.

4.9 In order to achieve these objectives and meet the challenges that the Directorate faces it is imperative that the Our Manchester principles and behaviours are embedded across all staff and management levels. It is important that we build upon the existing Our Manchester innovations that have taken place across the Directorate such as strength based approaches to family intervention, Education, Health and Care Plans, Parent Champions for Special Educational Needs and Disability, the Signs of Safety Social Work model, and Solution Focussed Restorative Leadership and Supervision for staff. A key objective for the joint directorate is to continue to embed and expand existing Our Manchester led initiatives across services and be a systems leader in promoting these new ways of working across the Council and partners.

4.10 Through Our Manchester the Directorate will be able to harness and empower the creative capacity for innovation with staff; and through ensuring they are better connected to their colleagues across the council; to bring a holistic approach to building the necessary resilience in communities, that we need to see to sustainably and at scale, effect positive change in the long term outcomes for the children and young people of the City

5.0 Revenue Financial Strategy for the Delivery of Objectives

5.1 The Children's Services and Education net annual budget for 2017/18 is £103.325m. The current Directorate budget for 2017-20 is summarised in the table below.

Service Area	2017/18 Net Budget	2018/19 Net Budget	2019/20 Net Budget
	£,000	£,000	£,000
Children's Services	69,359	72,309	72,368
Education	30,143	32,338	32,573
Directorate Core and Back Office Services	3,823	3,823	3,823
Total	103,325	108,470	108,764

Children's Services

- 5.2 The 2017-20 budget reflected the strategy to provide an investment approach for Children's Services. This included approval the investment of non-recurrent additional resources of £24.254m plus Troubled Families funding of £8m from 2015-2020 into new working arrangements, evidenced based practice, increased social work capacity, early help and fostering and adoption services. This investment has supported the budget by adding one-off resource of £6.711m in 2015/16, £10.951m in 2016/17, £4.905m in 2017/18, £1.065m in 2018/19 and £311k in both 2019/20 and 2020/21. The investment was to be sustained from recycling of recurrent savings delivered through reduction in the number of looked after children and a significant reduction in the use of external placements and an increase internal foster carers, amounting to an overall reduction in the number of Children Looked After to c1000 by 2020. This means that as the non-recurrent resources reduce, the placement budgets for 2018/19 and 2019/20 will need to make savings in order to sustain the current spend on social work and Early Help.
- 5.3 Some of the savings were known to be high risk and as part of the 2017-20 budget process it was recognised that whilst the service was still aiming to reduce numbers to 1,000, this would take longer to achieve than originally planned due to the profile of children being looked after, an increasing complexity of need and the need to ensure stability of existing children and young people in care. It should be noted the national context has identified a growing pressure within Children's Services with the number and complexity in the needs of Looked After Children increasing. According to regional and national data supplied by local authorities to the government in each of the past three years the sector recorded overspends on children's social care services with the size of overspends increasing significantly year on year. Aspects of the Children's Services Plan are aligned to the Greater Manchester Review of Children's Services and political priorities; recognising many of the challenges that face Children's Services in Manchester are similar to those across Greater Manchester, the North West and core cities.

- 5.4 Following the recent re-inspection of services by Ofsted and the subsequent removal of the improvement notice the service continues to work with its partner agencies and stakeholders to maintain the progress that has been made to date and continually improve the services provided to children, young people and their families. The investment into additional social work capacity and Early Help is showing positive results, not least as the LAC population has reduced since 2015, albeit their needs are more complex. The investment needs to continue to ensure children are safe and provide the capacity for the service to deliver on key priorities and the sustainability of the investment is predicated on the LAC placement budgets making savings.
- 5.5 LAC placement numbers on which the 2015-20 LAC investment strategy was based were revised for the 2017-20 budget. Whilst there has been progress made and trajectory is going in the right direction, the legacy of existing placements and the level of need in the city has meant that reductions in placement numbers and costs are not being achieved at a fast enough pace to release the budget savings for reinvestment.
- 5.6 A detailed analysis of Looked after Children currently being cared for by Manchester City Council has been carried out to predict the future demand and placement requirements. This was an assessment of how children who are currently LAC will leave the system and expected new LAC children to enter the system. From this the future LAC need has been modelled to forecast placements and better predict the likely baseline budget position in 2018/19 and 2019/20. The modelling included:
- A projection using proportions from LAC cohort in Dec-14 to Aug-17 and applying these to current cohort, taking account of young people turning 18.
 - New entrants based on those in 2013/14 and how long these children spent being LAC and applying these proportions over the next three years
 - A profile of movement between external and internal fostering between now and 2020 of 2017/18 60:40, 2018/19 50:50, 2019/20 40:60
 - External residential placements based on current proportions of LAC children being in residential care
 - All other placements categories are assumed to maintain the same distribution as 2016/ 17
- 5.7 The analysis was carried out on the basis of static LAC population numbers. Net additions to the LAC population over the last three years have consistently been on average 445 per year, this suggests the investment in prevention is managing any increased demand caused through any population growth. A static LAC population is expected to be a worst case scenario as continued investment in the Council's Early Help services and a focus on improving the incentives for Special Guardianship Orders should support the service in reducing the LAC numbers to the target of c1000 by 2020. However the financial implications are difficult to predict. For example if prevention and early intervention reduces the number of children placed with parents there will be no cost saving. However if it further reduces external residential placements it would have significant savings.

- 5.8 Progress made to date and plans to develop this further within the strategy during 2018/19 and 2019/20, taking account of the analysis of the LAC population reported above are set out in paragraphs to follow.

Fostering, Special Guardianship Orders and Adoption

- 5.9 The approved budget included a shift in use of external foster care and increase in use of internal foster care and Special Guardianship Orders and numbers of children adopted.
- 5.10 The external foster care budget was set on the basis of placements reducing to 330 by March 2018 at an average unit cost per week of £738. At the end of December 2017 the number of placements has reduced to 418 (459 including Unaccompanied Asylum Seeking Children (UASC) and Multi-Treatment Foster Care (MTFC)) and the average unit cost is £773 per week, which is an increase of 5%.
- 5.11 Whilst the estimate of 330 external foster care placements by March 2018 is unlikely to be achieved, there has been good progress since 2015 in achieving a shift from external to internal foster care. There has been a shift between March 2015 and December 2017, with 202 less external foster care placements and 97 more internal foster care placements. To date in 2017/18, between April and December 2017, there has been a reduction of 71 external placements and an increase of 49 internal placements.
- 5.12 A change in the ratio of use of external/internal foster carer placements from 70%/30% currently to 60%/40% by 2019/20 as set out in the analysis of looked after children would reduce spending by £2.193m in 2018/19, rising to £3.059m by 2019/20. To achieve this there are plans in place to deliver a more effective marketing campaign, develop skills within the in-house fostering service and plan for conversion of external foster carers to become internal foster carers as part of the new procurement framework arrangement being developed in the North West for 2018. An external commission to review the current offer to in-house foster carers compared to external agencies will be completed by 31st January 2018. The early indicators are that the current offer from Manchester City Council's Fostering Agency is positive and comparable to external agencies.
- 5.13 Based on the current foster care service and the number of carers, and following benchmarking with other Councils, it is considered that social workers can reasonably manage with caseloads of 20 internal carers. This will potentially enable 4 vacant social worker posts and 1 duty officer vacancy to be frozen. Together with other underspends in the service, savings of £300k could be achieved for 2018/19 which has been included in the budget delivery plan as a saving. However, it should be noted that if the planned increase in in-house foster carers continues at the rate set out in the paragraph above, there would need to be future growth of at least additional 7.3 fte social workers at a cost of £311k to ensure the 'offer' is sustained and placement breakdowns are avoided. This cost has been factored into the

investment requirement for the increase to in-house fostercarers included in the schedule in Appendix 1.

- 5.14 Negotiation and discussions have commenced with providers of external fostering providers to secure 'bulk' discounts and improved procurement arrangements which it is anticipated will deliver annual savings of £0.650m.
- 5.15 The combination of Special Guardianship Orders (SGO) and adoption has improved year on year since 2014/15. As a result the SGOs spend is above the estimate in the budget, this is due to the success of supporting carers to seek an SGO. This has been achieved by an incentivised offer to ensure that carers receive a good level of support and a guaranteed financial commitment if the placement continues. During 2017/18 there have been 34 new SGOs for children and young people previously in care and there are a further 21 applications filed with the court with hearing dates pending.
- 5.16 A continued focus on Special Guardianship Orders will be achieved through increased confidence in the 'offer' and 'conversion' from long term fostering arrangements. In addition to new children with a Special Guardianship Order, a further 20 conversions from internal and external fostering placements during 2018/19 and 2019/20 could reduce spend on foster care by £216k.
- 5.17 The Regional Adoption Agency (RAA), hosted by Stockport Council commenced in April 2017. There have been to date 40 children adopted in 2017/18, 25 of who are placed with their adoptive family and 65 for whom the RAA are searching for an adoptive family. The performance for the adoption service in respect of 'in year' timeliness has continue to improve; which will be reflected in Manchester's comparison with the national targets.
- 5.18 After taking account of the progress to date, further development of the strategy during 2018/19 and 2019/20 and the savings identified above, there is a requirement for additional investment of £4.3m.

Residential

- 5.19 The number of internal residential placements have reduced to 18 as planned in accordance with the review of children's homes since 2014.
- 5.20 For external residential placements whilst there have been reductions since between March 2015 and March 2017 from 72 to 52, the number and complexity of the needs of young people requiring a residential placement has increased by 15 during 2017/18 and the average unit cost by 22%. To meet the full cost of this additional demand will cost £9.3m.
- 5.21 This is reflective of a regional position which indicates that the spend on residential provision across the North West has increased by £45m with 836 active residential placements compared to 646 in 2016 and 571 in 2015. In addition there are 693 beds being used by young people who ordinarily live outside of the region. Positively, Manchester has been recognised on the regional framework to be proportionately using less residential provision than

other local authorities. The proportion of children for whom their care is costing more than £4,000 a week rose from 17% to 23% with some services costing more than £5,000 a week; which accounts for 9% of placements.

- 5.22 A decrease in external residential placements from 68 (inc. 1 grant funded Unaccompanied Asylum Seeker Child) to 60 by March 2018 and further reduction in 2018/19 to 50 by March 2019 would reduce costs by £3.027m by 2019/20. This is expected to be achieved through continual improvements in the planning and earlier identification of children in need of care and a shift in the types of placements needed as current children leave the care system and demand for and reliance on residential care reduces. However this is ambitious in the context of current need in the system reflected in the November and December 2017 residential placements numbers having increased. There is risk of c£1.5m in achieving placement reduction to 50.
- 5.23 The Director of Children's Services is now chairing an external residential placement panel which has increased the scrutiny in commissioning, funding and care planning arrangements for children who are placed in residential placements. This panel is focussed on ensuring all spend is reflective of a child's needs and ensuring their plans are progressed without delay and when 'stepping down' to a fostering arrangement and removing any 'add-on' fees. Continuation of the improvement activity and capacity in relation to care planning, management oversight, focused work to improve the skills and capacity of the Centralised Placement Finding Team and engaging partner agencies play an important role in reducing spend in this area. Otherwise the diversion of children away from care and those identified for step-down will not be achieved in a timely and effective way.
- 5.24 Negotiation and contractual discussions with providers of external residential providers aim to secure £1m in 'discounts' and revised procurement arrangements during 2018/19.
- 5.25 The approved budget for 2017-18 included savings of £2m from joint commissioning with the CCG. The Council and CCG are reviewing and developing the existing integrated assessment, planning and commissioning delivery model to better meet the needs of the children and young people in the city who have complex needs. A review which concluded in October 2017 included key initial findings based on an assessment of a number of existing cases. The outcome was a proposal for a new approach towards joint assessment of cases with a pooled budget from 2018/19; this approach has the potential to secure better value in placement costs and reduce the financial pressure on Children's Services financial commitments towards those children with complex needs by at least £1.5m which has been included in the budget action plan for 2018/19.
- 5.26 After taking account of the progress to date the anticipated savings outlined above and further development of the strategy during 2018/19 and 2019/20 there is a net requirement for investment of £3.8m.

Early Help

- 5.27 The Early Help service has a gross annual budget of £8.7m which is planned to be supported by investment from GM Reform Investment Fund (RIF) in 2018/19 and 2019/20 of £3.591m and £2.106m respectively. The 2017-20 budget included the re-profiling of expenditure as non-recurrent funding ends and it is estimated that cost reductions of £1m can be delivered for 2019/20. During 2018/19 there will be a review of the Early Years and Early Help offer including the alignment of Health Visiting contract with the MHCC review of Children's Community Health Services. This review will develop the role of schools as leaders of the Universal Early Years offer in a locality and connect all targeted services linked to early years and early help to be more locally responsive to children and their families in a place. This should improve the services that people receive, so they are available in sequenced, bespoke packages of support, built on the Our Manchester approach, which in turn improve outcomes for families, increase resilience and independence, and lessen the demand and cost placed on statutory services.

Leaving Care

- 5.28 The 2017-20 budget included investment of £0.872m to reflect an increase in the numbers of children turning 18 and requiring Leaving Care services. Despite this in 2017/18 there is a £1.8m financial risk in respect of supported accommodation being provided for young adults that are former 'Looked After Children' at risk of being placed in bed and breakfast accommodation and 16 and 17 year olds who have presented as being homeless and 'in need'; to whom the Council has a duty to provide care/support under the Children Act 1989.
- 5.29 The review of services and support for Manchester's Care Leavers is a high priority for the service and work already underway includes;
- A review of the commissioned after-care service for Care Leavers and proposed changes already require the current provider to work more effectively with care leavers to avoid use of bed and breakfast accommodation.
 - A new policy relating to the prevention of homelessness among care leavers is in development, which will reflect the requirements of the Children and Social Work Act 2017 for a 'local offer' for care leavers.
 - Children's Services has completed a needs analysis and working with members of Manchester's Strategic Housing Board to increase the range and choice of provision for care leavers that is both suitable and value for money enabling young people to successfully live independently.
- 5.30 After taking account of the progress to date and further development of the strategy during 2018/19 and 2019/20 there is a requirement for investment of £1.6m

Other developments

- 5.31 Ongoing reviews in respect of the recommissioning of contracted services is expected to deliver spending reductions of £820k including MST (Multi-Systemic Therapy) from April 2018.
- 5.32 The Children and Social Work Act received Royal Assent in April 2017, but has not yet been commenced. The Act has introduced a new duty on local authorities, which requires the offer of a Personal Adviser support to all care leavers up to age 25. This includes care leavers who return to the local authority at any point between the ages of 21 up to 25 and request Personal Adviser support, even if they had previously indicated that they did not want it. Local authorities are required to proactively offer the support on at least an annual basis and should list in the local authority's published 'Local Offer' for care leavers. The Department for Education consultation on guidance that has been provided to give information for local authorities to assist in implementing this new duty, which it is currently anticipated will commence on 1 April 2018. The Government has committed additional funding for local authorities in recognition of the new responsibilities, however the amounts have not yet been confirmed.
- 5.33 The 2017-20 approved budget included funding of £4m to replace Dedicated Schools Grant (DSG) funding for services. Following a recent review of DSG it was concluded that £1.5m of the £4m could be used to help to manage Children's social care budget position and is reflected in the LAC budget.

Additional Investment and Delivery Plan Proposals

- 5.34 Whilst tangible progress has been made in respect of the quality and services being delivered to children and young people; which will lead to a shift in resources from high cost reactive spend to investment which provides a safe and loving home (permanence), early intervention and prevention, the service is facing a number of financial challenges in responding to children in need of care and support.
- 5.35 If no action is taken, meeting the projected level of need for children and young people would cost an additional of £17.3m in 2018/19 and a further £2.3m in 2019/20. A budget delivery plan based on an estimate of the placement need as part of the analysis of the LAC population analysis and further developments as a continuation of the existing strategy described above would reduce this by £10.5m in 2018/19 and a further £2.1m reduction in 2019/20 (Appendix 1) to leave a remaining funding requirement of £7m in 2018/19 and 2019/20. As referenced in 5.22 the estimated cost reduction of £1.5m from step down of residential to 50 placements is ambitious and a contingency has been established to mitigate the risk if placement numbers do not reduce in 2017/18.
- 5.36 The changes outlined in this report update on the position in the Children's Services social care budgets. The savings and cost reductions set out are brought together in Appendix 1. The net impact of all these changes is a

proposal for a net additional investment of c£7m in 2018/19 and 2019/20. This will enable the Directorate to continue to invest into additional social work capacity and Early Help and provide the level of service to those who most need it, whilst the strategy continues to embed.

Placement Projections	Numbers			Actual
Budget 2018/19 and 2019/20	Mar-18	Mar-19	Mar-20	Dec-17
	2017/18	2018/19	2019/20	2017/18
External Fostering inc MTFC*	417	344	282	459
Internal Fostering and Connected Persons	461	546	618	442
Ext. Residential*	60	50	50	68
Internal Residential	18	18	18	18
Sub-total	956	958	968	987
Placed with Parent	136	161	156	102
Placed for Adoption	31	34	33	48
Ind. Living/Supported Acc. 16 & 17 year olds*	58	64	63	68
Sub-total	225	259	252	218
Total LAC Placements	1181	1217	1220	1205
Special Guardianship Orders				
Reduction in fostercare		-16	-4	
Shift to SGO		16	4	
Total Special Guardianship Orders	425	441	445	425
Care Leavers*				
Staying Put	62	62	62	62
Supported Lodgings	43	43	43	43
Supported Accommodation	46	40	41	36
Total Care Leavers	151	145	146	141
*Includes unaccompanied Asylum Seeker Children				

Education Budget

5.37 The Education budget for 2017/18 is £528.7m gross and £30.1m net. Savings previously approved as part of the 2017-20 budget are £220k for 2018/19 and £180k for 2019/20;

- School Crossing Patrols - £220k 2018/19 – Reassessment of school crossings following capital investment of at least £800k made during the period 2017-2019 to improve safety in a proportion of patrolled school crossings. Prior to this work being completed the service are planning to meet the saving from underspends in the service.

- Reconfiguring the Early Years Delivery Model, including Sure Start Children's Centres, to deliver better, more integrated services through a locality-based school-led model will achieve a saving of £180k in 2019/20. The majority of the £180k savings are on schedule to be delivered by 2019/20 through planned de-designation of 8 children centres. Work on this is progressing and on track to complete in April 2018.

5.38 Budget growth previously approved as part of 2017-20 budget process

- Free travel £0.065m per annum 2017-20, reflecting both an increase in pupil numbers and also difficulties in place planning, caused in large part by very high levels of children arriving in year looking for a school place, which is triggering increased eligibility for the scheme (demographic pressure approximately 165-180 pupils p.a.); and
- Home to school SEN transport, £0.350m per annum 2017-20, reflecting the new provision in the Children's Act 2014 and the known increase in pupil numbers with special educational needs.

5.39 An EHC (Education, Health and Care) is an assessment of the education, health care and social care needs of the child or young person. Local Authorities seek information and advice on a child or young person's needs from a range of professionals when undertaking an EHC assessment. The assessment has to include psychological advice and information from an educational psychologist. Manchester currently commissions educational psychological advice. In the last few years the number of requests for EHC assessment has increased (broadly in line with population growth) and this is placing a pressure on the commissioning of Educational Psychology assessments. It is estimated that there will be an additional 226 EHCs in 2018/19 and 2019/20, in line with expected demographic changes. This is an emerging pressure on the education budget.

5.40 A transfer of responsibility for the £10.352m Health Visiting service from Children's Services and Education to Public Health, has been agreed between the Executive Members and Strategic Directors for these areas. This would align the commissioning of all public health services for children and young people with the Director of Public Health on MHCC.

5.41 There are no additional investment proposals for the Education Budget.

The Dedicated Schools Grant and Schools Funding Reform

5.42 Dedicated School Grant is provided to Manchester in two stages: first, the government provides the grant to a local authority, and then the Local Authority or the Education Funding and Skills Agency distributes the grant to the local educational establishments. The 2018/19 Dedicated Schools Grant (DSG) notification was received on the 19th December 2017 and at Local Authority level totals £518.57m. The grant has increased by £20.58m since 2017/18. £15.67m of the increase will be allocated to individual schools in their

formula budget shares due to there being an increase of 2,058 pupils in schools and a 0.5% increase in the pupil led element of the funding.

- 5.43 Specialist education provision from age 0 to 25 in special school places, top up funding for mainstream schools and colleges linked to statements / Education Health Care Plan budget is to be met through the high needs block budget of £73.388m. This block has increased by £2.45m since 2017/18. However as reflected in the financial risks relating to the complexity of 'looked after' children the increase in the high needs block funding will not fully meet the demands from additional special school places, increases in number of education, health and care plans and additional duties around 19-25 year olds.
- 5.44 The Early Years grant increase of £2.46m relates to increase of 2,3 and 4 year olds in the City and full year effect of additional funding for the implementation of 30 hours free childcare in September 2017. The new entitlement was introduced in September 2017, the 2018/19 adjustment reflects April – August, the months of the year that was unfunded last year.
- 5.45 The Government is continuing to implement major school funding reforms for England, including the introduction of a new National Funding Formula (NFF) at Local Authority level for primary, secondary and high needs funding. Local authorities will continue to determine their local formula to local schools for 2018/19 and 2019/20. Full implementation of a national funding formula at school level is expected to be implemented in the next Parliamentary period, 2020/21 onwards. The national funding formula will require primary legislation and funding identified in the next Spending Review
- 5.46 In 2018/19 at local authority level the national funding formula for the schools block will be linked to local area characteristics rather than on a historical unit of funding per pupil. Manchester has always been relatively highly funded and will not gain under the longer term national funding formula changes. Due to protection per pupil of 0.5% and 0.4% in 2018/19 and 2019/20 respectively Manchester schools should not have a reduction in funding in cash terms in the short term, however funding for cost pressures will not be provided.
- 5.47 In previous years Manchester has received late DfE allocations for high needs following business cases. The high needs block allocation increased by £1.8m in 2014/15, £0.97m in 2015/16, £1.6m in 2016/17, £1.6m in 2017/18 in recognition of pupil growth. These increases do not fully meet the demands on additional special school places, increases in number of education, health and care plans and additional duties around 19-25 year olds. DSG is projected to overspend by £1.3m this financial year due to pressures in the high needs block. Key pressures are out of city placements, post-16 special education needs, special school places and education, health and care plan budgets.
- 5.48 The 2017-20 approved budget included funding of £4m to replace DSG funding for services such as Short Breaks, Special Educational Needs Transport, Early Years, Troubled Families, Education Case Workers and Quality Assurance and education contribution towards placement costs for Looked After Children with complex HSC needs, all of which currently totals

£9m. In the light of the £2.54m additional grant and confirmation of DSG high needs grant conditions the £4m funding requirement has been reviewed. The review has led to the need for £2.5m rather than the planned £4m, the remaining £1.5m is proposed to be redirected to support the Children's Services high needs placement budget in 2018/19 and 2019/20.

- 5.49 Spend on the high needs block is continually under review. In 2018/19 proposals to reduce spend on the Sensory Service by £275k and close a residential special school which would make a revenue saving of £1.6m were approved by Executive and have both been implemented.

Grant Programmes

- 5.50 In addition to the Dedicated Schools Grant the Directorate's budget includes a range of other service areas funded through government grant which are summarised in the table below and accompanying notes. At this stage, the 2018/19 budget assumptions assume an equivalent level of grant to 2017/18 and budgets are updated in year as grant announcements are made. They are reflected in the gross expenditure budget detailed at Appendix 1.

Grant Program	Business Area	Grant Funding £'000
Private Finance Initiative	Education and Skills	3,662
Youth Justice	Children's Safeguarding	1,131
Remand	Children's Safeguarding	212
Troubled Families	Children's Safeguarding	3,270
Staying Put	Children's Safeguarding	511
Special Educational Needs and Disability Implementation Grant	Children's Safeguarding	434
School Improvement Fund	Education and Skills	235
Unaccompanied Asylum Seeking Children	Children's Safeguarding	1,385
Total		10,840

- 5.51 The details on each of these grants are as follows:-

- (i) **Private Finance Initiative** – Education and Funding Agency grant related to two Manchester schools which have a 25 year contract with a provider for facilities management.
- (ii) **Youth Justice** - Supports services to respond to and reduce offending behaviour; addressing the risk factors associated with it.
- (iii) **Remand** – a contributory grant in respect of children remanded to youth custody, for which the full costs are met by the respective Local Authority.
- (iv) **Troubled Families** – A results based funding scheme that provides financial incentive, attachment fee and sustained success payments to get to improve outcomes for troubled families.
- (v) **Staying Put** - grant to contribute to the financial costs that enable young people to continue to live with their former foster carers once they turn 18 and until they are 21 years of age.
- (vi) **Special Educational Needs Grant Implementation Grant** – A Department for Education transition grant to support special educational needs and disabilities reforms.
- (vii) **School Improvement** - The Secretary of State announced on the 1st December 2016 an annual school improvement grant for local authorities, starting from September 2017. At a national level it will provide £50 m per year for school improvement. Manchester's allocation is yet to be confirmed.
- (xi) **Unaccompanied Asylum Seeking Children grant** - the Home Office make funding available to local authorities relating to their placement costs of supporting Unaccompanied Asylum Seeking Children (UASC). Local authorities who look after unaccompanied asylum seeking children receive £41,610 a year for under 16 years old, £33,215 a year for those aged 16 and 17 and £200 per week for former unaccompanied asylum seeking children who go on to leaving care leavers support. This grant also includes additional £185,000 to build additional capacity to support UASC; which was announced on the 17th January 2018.

6.0 Technological Support to Implement Changes

- 6.1 The importance of technology, systems and data should not be underestimated if the City Council is to achieve the aspirations of growth, reform and health and social care integration from a Council and GM perspective. How the authority structures, governs and utilises data will be pivotal to the successful delivery of these agendas. Further investment will be required in how technology and the systems of the Council and partner organisations are utilised to deliver further savings and efficiencies. This will require a continuation of the ICT transformation journey.

- 6.2 ICT will work closely with the Directorate to identify ICT solutions that comply with the Information and ICT design principles and to develop robust business cases to support their development. The Capital Strategy sets out proposals for developing the next stage of investment in ICT.

Key priorities include:

- Implementation of a new Social Care and Social Care Payments systems (Liquid Logic and ContrOCC) to support and improve strategic planning, service planning; aligned with best practice in Early Help and Children's Social Care. This project is expected to be delivered in February 2019.
- Upgrades to the Education System with new functionality to meet statutory obligations and potentially have a single Social Care and Education/Skills system, which is likely to result in significant operational benefits and savings.
- ICT considerations around the links between Early Help, Early Years and Manchester's Local Care Organisation.
- Implementation of Better Start portal for early years - enables input and access to all assessment information held by providers and services in early years
- Technology is a key enabler to improve information sharing and effective integrated working such as Complex Safeguarding arrangements.
- Improvements to Manchester's Youth Justice ICT solutions, system configuration and reporting to support service improvements.

7.0 Impact on Residents Communities and Customers

- 7.1 Manchester has a diverse and rapidly changing population and it is important that the Council is able to manage its business priorities with due regard for the wide-ranging and complex priorities and needs of the City's residents. The business planning process helps the Council to consider and communicate how it will fulfil the requirements of the Public Sector Equality Duty in the development of its business priorities. The Council will continue to use its Equality Impact Assessment framework as an integral tool to ensure that all relevant services have due regard of the effect that their business proposals will have on protected groups within the City.
- 7.2 The Council is proud of its accreditation as an excellent authority against the Equality Framework for Local Government (EFLG) and an integral part to retaining this status is its continuing commitment to maintaining this standard. Ensuring that Directorates' equality considerations and priorities are clearly articulated through the business planning process is a crucial part of achieving this commitment. The directorate's priorities support the EFLG and its activities will continue to reduce inequalities through effective partnership working in particular those with health, schools, independent providers, other local authorities and the voluntary and community sector.
- 7.3 Children's deliver their core business in line with the Council's strategic equality objectives in particular Improving Life Chances; where there are

specific needs identified these are informed by a individual assessment that gives due regard to their race, culture, gender, sexual orientation and disability.

8.0 Workforce Impact

- 8.1 The Our Manchester approach is grounded in strengths based working, building effective relationships and innovation; which is embedded in Children's Services staff through an based approach to engaging with families. This approach starts from the point of "what matters to you" instead of "what is the matter with you" is a key aspect of Our Manchester. The testing of strengths based conversation training, the development of new Early Help assessments and Education health and Care plans and the introduction of the Signs of Safety model of social work and a restorative leadership approach are important factors to the continuous improvement of services. This sits alongside the corporate offer which supports staff to work in an Our Manchester way including Our Manchester experience and Listen in Action.
- 8.2 Interestingly the 'B Heard' results indicated whilst team members are feeling increasingly positive about their manager, Managers are generally feeling less positive, particularly around My Company, Personal Growth, Wellbeing and Fair Deal. Service Leads have already begun to work directly with their managers to identify where improvements can be made to staff and managers morale. In addition and in recognition In recognition of the findings from the recent Ofsted Inspection and pending National Accreditation and Assessment System (NAAS) for Social Workers, a bespoke leadership development programme has been developed and aligned to their professional 'knowledge skills statement'. This is complementary to the 'Raising the bar' programme.
- 8.3 The workforce implications for children's social care represent a continuation of existing developments as expressed in the workforce strategy; which is to achieve a sufficient, stable, skilled and confident workforce through a culture of success, strengths-based approach and strong and effective leadership that is clear in its expectations. In addition, by working together across the children's partnership we aim to support and develop our newly qualified staff sustain manageable caseloads that are underpinned by evidence-based practice, decision making and effective relationships. In addition, in order to achieve a stable workforce, plans are at an advanced stage to deliver a Children's Social Work 'career pathway', which will include a apprenticeship scheme (for non-qualified staff) so we can 'grow our own', retain experienced Social Workers and reduce the reliance on agency/interim staff.
- 8.4 The investment in 2016/17 to create new additional social work and social work management posts mean that caseloads have enabled average caseloads to be 18 during the financial year 2017/18; there has been a recent increase to circa 19. Manageable caseloads are an important aspect in the creation of the right conditions for good social work to flourish. This will ultimately result in more timely outcomes for children and a resulting reduction in cost. The focus on early help and the effectiveness of arrangements at the front door, as well as permanence will reduce demand on the system. There

is a need to improve capacity within teams which will add value and reduce overspend on external costs, e.g. CPT. These improvements will enable the service to maximise potential and will also have a minimal impact on staffing numbers.

- 8.5 Manchester's ambition for children and young people requires a co-ordinated, self-improving and inclusive family of schools, settings and colleges that work together and in collaboration with the Council and other partners. Staff within Education Services will be required to continue to facilitate, maintain and develop positive and effective relationships with leaders at all levels within settings, schools and colleges to ensure that Manchester's ambition for children and young people is realised.
- 8.6 It is proposed that the work of the Early Years Delivery Model is integrated with the Health Visiting and Early Help to embed the delivery of the 8 stages of the Early Years Delivery Model and increase number of children who are 'ready for school'. This approach would see the development of 12 school-led groups of Sure Start Children's Centres, linked to the 12 neighbourhood areas and one of the three Early Help Hubs.
- 8.7 Work has been commissioned to provide an outline design solution for each of the School crossings currently provided with a patrol, which will include measures to improve pedestrian safety; such measures could range from new signs and lines to new guardrails, traffic calming, zebra crossings and new traffic controlled junctions. These improvements will benefit pedestrians at all times of the day, not just during the journey to and from school. Following this investment, associated improved safety and subsequent reassessment of the crossing sites, it is anticipated that a reduced number of crossings will be rated Red and Amber, and an associated saving will be made following the investment programme in 2018/19. All crossings rated Red and Amber will continue, as now, to be provided with a school crossing patrol.
- 8.8 The anticipated full time equivalent (fte) net impact of the proposals is minimal and likely to be in the region of 19 fte.

9.0 Timeline of Key Changes

Dates	Activity	Status
2017/18	Move to regional adoption agency arrangements	Complete
By Apr 2018	Revision to Special Guardianship Order rates	Complete
Apr-18	Implementation of locality based model for de-designated Sure Start Centres	Progressing
2018/19	Early Help Strategy leads to reduction in demand	Progressing
2019/20	LAC numbers reduced to be in line with Core City averages	Progressing
Apr-18	Recommissioning of Multi-systemic Therapy	New
Apr-19	Re-Negotiation and procurement of external foster care and residential providers	New
Apr-19	Joint Commissioning of Complex Needs with Health Services	New
Apr-19	Reform of Services to Care Leavers	New
Apr-19	Reform of Early Years Locality Leadership	Progressing
Apr-20	Shift from External Foster Care to Internal Provision	New
Apr-20	Increase in Conversions to SGO	New
Apr-20	Reduction in External Residential Placements	New

Appendix 1: Summary Budget Position and Savings Schedule

Service Area	2017/ 18			2018/ 19			2019/ 20		
	Gross Budget	Net Budget	Budget ed Posts (FTE)	Gross Budget	Net Budget	Budget ed Posts (FTE)	Gross Budget	Net Budget	Budget ed Posts (FTE)
	£,000	£,000		£,000	£,000		£,000	£,000	
Children's Safeguarding	84,987	69,359	701	87,937	72,309	703	87,996	72,368	703
Education	528,745	30,143	387	528,525	32,338	374	528,760	32,573	368
Directorate Core & Back Office	3,871	3,823	93	3,871	3,823	93	3,871	3,823	93
Total	617,603	103,325	1,181	620,333	108,470	1170	620,627	108,764	1164

+
FTE figures reflect funded posts

Service Area	2017 / 18	2018 / 19			2019 / 20		
	Net Budget 2017/18	Growth and other Budget Changes	Savings	Net Budget 2018/19	Growth and other Budget Changes	Savings	Net Budget 2019/20
	£,000	£,000	£,000	£,000	£,000	£,000	£,000
Children's Safeguarding							
LAC Placements	26,634	2,450		29,084	59		29,143
Permanence & Leaving Care	13,760			13,760			13,760
Children's Safeguarding	28,965	500		29,465			29,465
Education							
Education Service	4,116	1,856		5,972	415		6,387
School Organisation & Planning	937			937			937
Transport Services	6,508		(220)	6,288			6,288
Quality Assurance & Early Years	15,483			15,483		(180)	15,303
Early Help & Youth Service	3,019			3,019			3,019
Other Services	79	560		639			639
Children's Core & Back Office Services	3,823			3,823			3,823
Total	103,325	5,365	(220)	108,470	474	(180)	108,764

Service Area	Description of Recovery Option	RAG Deliverability	RAG Impact	Amount of Recovery Option			FTE Impact (Indicative)	Lead Officer
				2018/19	2019/20	Total		
				£,000	£,000	£,000		
Children's Social Care	Reduction of External Residential from current number of 68 to 60 (inc 1 UASC) and further step down during 2018/19 to 50 by March 2019	Red	Green	- 2,797	- 230	- 3,027	-	Paul Marshall
	Joint Commissioning of complex cases with the CCG	Red	Green	- 1,500	-	- 1,500	-	Paul Marshall
	Reduction of External Fostercare placements from current number of 459 to 417 by March 2018, 344 by March 2019 and 282 by March 2020 as per LAC cohort (inc MTFC and UASC)	Red	Green	- 2,934	- 2,694	- 5,628	-	Sean McKendrick
	Increase in use of Internal Fostercare placements from current number of 442 to 461 by March 2018, 546 by March 2019 and 618 by March 2020 (inc Connected Persons)	Red	Green	- 741	- 1,828	- 2,569	-	Sean McKendrick
	Residential - preferred supplier agreement	Amber	Green	- 1,000	-	- 1,000	-	Lucy Makinson
	External Fostercare - new Northwest framework	Amber	Green	- 650	-	- 650	-	Lucy Makinson
	Leaving Care - Alternative Delivery Model	Amber	Green	- 200	-	- 200	0.0	Paul Marshall
	Review of Fostering Service	Green	Green	- 300	-	- 300	5.0	Paul Dempsey
	Demand Management and Practice Efficiencies	Red	Amber	- 150	- 850	- 1,000	TBC	Julie Heslop
	Conversion of Fostering from external and internal to SGOs	Amber	Green	- 173	- 43	- 216	0.0	Sean McKendrick
	Recommission MST	Amber	Amber	-	- 100	- 100	0.0	Peter Cooper
	Review of Dedicated Schools Grant high needs block to release cash limit budget	Green	Green	- 1,500	-	- 1,500	0.0	Amanda Corcoran
Total Savings				- 10,463	- 2,089	- 12,551	5	
Budget Pressures				17,344	2,334			
Net Investment requirement				6,882	7,127			



Children's Services Delivery Plans 2018/19 – 2019/20

Delivery Plan 1 – Financial Plan

Financial outturn will be monitored by the directorate management team, including variances against the objective summary included in the Directorate Budget and Business Planning Report.

Subjective Summary

Subjective Heading	2017-2018 Budget £,000	2018-2019 Indicative Budget £,000	2019-2020 Indicative Budget £,000
Expenditure:			
Employees	44,268	44,548	44,548
Running Expenses	488,622	491,072	491,366
Capital Financing Costs	84,713	84,713	84,713
Contribution to reserves			
Total Subjective Expenditure	617,603	620,333	620,627
Less:			
Other Internal sales			
Gross Expenditure	617,603	620,333	620,627
Income:			
Government Grants	(503,475)	(501,060)	(501,060)
Contributions from Reserves	(7,834)	(7,834)	(7,834)
Other Grants Reimbursements and Contributions	(1,839)	(1,839)	(1,839)
Customer and Client Receipts	(955)	(955)	(955)
Other Income	(175)	(175)	(175)
Total Net Budget	103,325	108,470	108,764

Delivery Plan 2 – Performance Plan

Our Manchester Outcomes	Our Manchester 3 Year Priorities	Objective	Indicator (high level / outcomes)	Actual Performance (2016/17)	Target Performance			Contributing Indicators (lower level / operational)
					2017/18	2018/19	2019/20	
A thriving and sustainable city	-Cleaner, greener place -More recycling and less waste -Work and skills for better pay	Reduce unnecessary demand on services	Rate of referrals (per 10,000)	981				Number of Social Care contacts, Rate of re-referrals Number of early help assessments
		Increase the number of Young People who are in EET	% aged 16 to 18 EET	87.1%				% NEET, % Unknown
A highly skilled city	-Better school results -Work and skills for better pay	Securing improved outcomes (particularly at KS4) and continuing to improve the quality of the schools system and its provision including for children with SEND	KS4 – Attainment 8 Score	43.1				Secondary school attendance, Primary School attendance, EYFS performance, Progress 8
			KS2 - % achieving expected standard in RWM	60%				
			% of good or outstanding secondary schools	58.3%				
			% of good or outstanding primary schools	91.3%				
		Creating a stable, confident and competent workforce; which listens and responds to children and young people	Average Social Work Caseload	19.2				SW changes, Audit performance
A progressive and equitable city	-Fewer kids in care, -Joined up health and social care -Better and more homes	Safely reduce the number of Looked After Children	Rate of Looked After Children (per 10,000)	100				Number of social care referrals, Assessments completed, LAC admissions, LAC discharges including adoption and SGO
A liveable and low carbon city	-Cleaner, greener place -Better and more homes -More recycling and less waste -Fix road, bus and cycle lanes							
A connected city	-Fix road, bus and cycle lanes							

Delivery Plan 3 – Equality

Overview and Action Plan

How does the Directorate's activity and priorities for the year(s) ahead support the promotion of equality and diversity in the City in alignment to the 3 equality objectives?

The directorate's priorities support the EFLG and its activities will continue to reduce inequalities through effective partnership working in particular those with health, schools, independent providers, other local authorities and the voluntary and community sector. Children's and Education Services deliver their core business in line with the Council's strategic equality objectives in particular Improving Life Chances;

1. Knowing Manchester Better

- That we build upon and embed strength and asset based approaches that have taken place across the Directorate such as strength based approaches to family intervention, Education, Health and Care Plans, Parent Champions for Special Educational Needs and Disability, the Signs of Safety Social Work model, and Solution Focussed Restorative Leadership and Supervision for staff, whilst monitoring the protected characteristics that people identify with.
- A key objective for the joint directorate is to continue to embed and expand our existing Our Manchester led initiatives across services and be a systems leader in promoting these new ways of working across the Council and partners.
- Continue to develop our understanding of our customer base through cohort analysis
- Develop the skills of the workforce to be able to understand and respond to the aspirations and motivations of customers with protected characteristics.
- Ensuring the voice of children and young people is a key influencer in decision making and services that affect their lives, including developing a curriculum for Life and Employment.

2. Improving Life Chances

- Continue to reduce inequalities in Manchester residents' outcomes through effective partnership working arrangements, in particular those with health, schools, independent providers, other local authorities and the voluntary and community sector
- Lead on the new model of schools leadership. Embed measures to encourage schools to take responsibility for Early Help and support locality based and school led model of Early years provision.
- Targeted youth support vital in securing support for young people most at risk of disengaging from learning and secure pathways into further learning and employment.
- Providing learning opportunities, focussed on basic and key skills essential for personal development and accessing employment.

3. Celebrating our Diversity

- In line with the Our Manchester Strategy, lead the promotion of a different relationship between public services, residents (including our children and young people), communities and businesses, making sure that all are more involved in services.
- Supporting diversity within the education system in relation to embedding British Values and meeting the Prevent Duty.

Where will the Directorate's proposed changes and activities over this business planning period have an impact on equalities in general or specific protected characteristics in particular?

There will be positive activities taking place over this business plan period that have an impact on equalities: where there are specific needs identified these are informed by a individual assessment that gives due regard to equality.

- Children's Services Single Service Plan promotes a different way of working in the city, one which at its core forges a deeper understanding of children, families and local communities, listening to what they care about and working together to improve quality of life.
- To address the recommendations identified by Ofsted and support the continual improvement of services a post-inspection action plan has been prepared with the stated aim of 'Delivering Excellence and Getting to Good.'
- These plans will have a disproportionate impact on the protected characteristic of age (children and young people). The proposal will potentially deliver a positive impact, reducing the number of children in residential care
- Development of an integrated social care, education and health assessment, planning and commissioning service for children and young people with complex special educational needs or disability.
- Locality Plan includes assessment, planning and commissioning for those Children and young people who have complex needs, are placed in high cost provision and require a multi-agency approach" subject to a single commissioning function. Activity for this year includes Joint Commissioning of Complex Needs with Health Services
- Focus on ensuring that the schools system in Manchester continues to grow to match the significant increases in the child population and meets the needs of the cities communities.
- Developing Manchester's Early Help offer to be aligned to an Early Years offer that supports a locality and schools based leadership model
- Reform of Services to Care Leavers
- Re-Negotiation and procurement of external foster care and residential providers

Proposal	Proposed EIA completion date	Decision Date	Senior Management Lead	Comments
Re-Negotiation and procurement of external foster care and residential providers	Aug 18	Dec 18	Sean McKendrick	These plans will have a disproportionate impact on the protected characteristic of age (children and young people)
Joint Commissioning of Complex Needs with Health Services	Aug 18	Dec 18	Paul Marshall	These plans will have a disproportionate impact on the protected characteristic of age (children and young people)
Reform of Services to Care Leavers	Apr 18	Jun 18	Paul Marshall	These plans will have a disproportionate impact on the protected characteristic of age (children and young people)

Delivery Plan 4 – Workforce Plan

Workforce Strategy

A summary of the key drivers for workforce change and strategic workforce objectives within Children's for 2017/18 – 2019/20 are as follows:-

- The continuing development and implementation of the Children's improvement plan Managing the relationship with schools to explore their future as community hubs
- Changes to the school crossing patrol arrangements as safety measures at these crossing are improved
- The need to develop leaders and managers to have the right skills and attributes to operate the basics of good management practice so the foundations on which to build strong motivated teams for the future are laid.

All of the drivers for workforce change will support the Directorate to provide the children and young people of Manchester with the best opportunities and interventions to support them to achieve their potential in life.

Our staff are our most important asset, how they think and feel about their work, how we engage with them and make them feel valued is extremely important to harness the commitment and support that will take us forward into a new era of integrated working. Developing and supporting staff to embed the 'Our Manchester' principles and behaviours will be fundamental to achieving our objectives. We will nurture an environment where they want to be part of developing and improving the future of the children and young people of Manchester. Our responses and action plans to address key themes that arise from the Be Heard Survey, will also ensure that our staff feel listened to.

We will continue to engage with our staff directly through dedicated communication events and the development of new technologies that helps us keep in touch and connected with our workforce on the frontline. The Our Manchester approach is grounded in strengths based working, building effective relationships and innovation. Within a children's services context the move over recent years to a more asset based approach to assessment which starts from the point of "what matters to you" instead of "what is the matter with you" is a key aspect of Our Manchester. The testing of strengths based conversation training, the development of new Early Help assessments and Education health and Care plans and the introduction of the Signs of Safety model of social work are all important building blocks in changing how the service works.

Through our workforce and organisational development plans we will support the growth of our leaders and managers and continue to build capacity and create a positive culture to improve performance management. This will be supported through the corporate Leadership and Management programme, and managers at all levels are encouraged to participate, as well as through our career development pathway and the implementation of the National Assessment and Accreditation System. There will continue to be a strong focus on management induction and understanding the basics of practical management including relevant policies and

procedures. This will also be supported via the frameworks already in place i.e. absence management clinics and management information to inform this, so our managers are equipped to operate effectively.

Workforce Priorities

For children's services, the primary focus is the ongoing delivery of the children's improvement plan and 'getting to good'. There is also a focus on integrating Education and Skills and the Children's Services Directorate to ensure a more cohesive offer for young people. The priorities within this are:

- Reviewing the current Contact, MASH and Referral teams whilst ensuring a responsive and safe "front door" is maintained.
- Reviewing the current arrangements for Child Placements. There is a need to reduce overspend in this area however internal improvements can be made to streamline processes and achieve better outcomes for young people
- Improving the quality and consistency and quality assurance of social work
- Improving outcomes for looked after children and care leavers
- Improving the quality of residential, fostering and adoption provision
- Workforce development - linked into developing our own Social Workers, Career Pathways, NAAS and the recently developed Children's ILM programme.
- To deliver better recruitment and retention strategies and CPD for Social Workers
- Managing the relationship with the city schools and engaging them in the reform agenda.

This is a hugely ambitious and radical programme of change with significant workforce implications both in terms of developing new cultures, behaviours and ways of working and potentially new organisational forms with all the resulting HR processes that will be needed to support this. There is currently an impact of 19fte reduction in workforce aligned to these proposals against the School Crossers and Early Years development plans.

Workforce Activities

Through the workforce strategy we have clarified the areas where we need to focus on workforce development to support our staff to achieve the best outcomes in their roles. This will be through:-

- Recruitment - 'Manchester an Employer of Choice' - Dynamic recruitment strategies are in place to attract the best people with the knowledge, skills and experience needed.
- Retention and Succession Planning 'achieving stability' - We have been for far too long reliant on temporary staff, therefore we aim to develop and retain a skilled and experienced workforce by creating the conditions in which staff can flourish to do a 'good' job, grow, develop and achieve a positive work-life balance.
- Workforce Planning - adaptive and responsive employer - Effective and adaptive Workforce Planning will enable us to understand the profile of the Children's Services Workforce and how it aligns to changes in lifestyles, societal demands/challenges and

the needs and priorities of the organisation in order to ensure legislative, regulatory, service requirements and organisational objectives can be met.

- Creating a High Impact Learning Culture - Promote a high impact culture of organisational learning and a culture of success in which staff feel empowered and equipped to practice to high standards, have a strong voice and are enabled to influence practice and service development, improvement and decisions.
- Setting Standards and Delivering Outcomes - Provide a clear framework of standards and organisation so that staff are clear about their role and responsibilities and can focus on improving outcomes for children against which staff and service managers can measure individual performance and the impact of services on children's lives.
- Learning and development - Continued Professional Development Framework. aligned to career pathways, that offer a broad range of learning and development and reflection activity that promotes individual and collective responsibility for development and growth.
- Leadership and Management - Effective leaders who can create the right conditions for practice development and improvement, robust management grip through practice and performance management - 'high challenge, high support'.
- Engagement in the development and delivery of Greater Manchester strategy: Developing a sustainable workforce in Greater Manchester - The Greater Manchester (GM) Workforce Strategy sets out the ambition to establish a robust and sustainable workforce across Health and Social Care. GM Workforce collaborative will act as the creative space where GM partners embrace partnership working, proactively engage the workforce and representation groups, provide a platform for sharing best practice and innovation, establish a learning and development culture and invest in development opportunities i.e. apprenticeships.

This will ensure that Manchester has a continuous supply of talented social work staff who are appropriately experienced, nurtured and developed to be equipped to meet the needs of Manchester's children and are adaptable to move into vacancies as they arise

Strengths based training has been rolled out to the majority of the workforce in Children's Social Care and also extended to partner organisations. It has also been rolled out to the Early Help Hubs and their partners. There will continue to be investment in the strengths based approach, and Signs of Safety will evolve into an internally delivered model this year.

The mandatory and statutory training programmes will be refreshed and updated to reflect the wider scope of skills that will be required for the future. There will also be a focus on the implementation of the National Accreditation and Assessment System as part of early implementation. This will need to be implemented in line with government timescales, and appropriate support provided to staff. There will also be opportunities to 'grow our own' Social Workers with the development of the Social Work apprenticeship and the apprenticeship levy.

Manager accountability will develop over the next 12 month to improve the Leadership and Management offer. There will be support available for leaders and managers to feel supported in developing and improving behaviours, in order to maximise staff capacity and deliver to our full potential. There will therefore be a stronger focus on managers doing the things they need to do, and more strategic issues being dealt with by more senior officers. Managers will be offered support from both within the service, as well as HR in order to be able to tackle cultural issues within services, such as sickness and performance issues. Managers will also be

expected to drive their staff to have better recording issues, which should be reflected within their management recording (both on Children's systems and corporate HR systems) to provide better visibility of the challenges and trends within the service.

The proposal to develop the Early Years model will have an impact on staffing as Schoold take on the leadership and delivery of community hubs. There will also be an impact on staffing for the proposal.

Delivery Plan 5 – Strategic Risk Assessment and Register

ID	Category	Status & Date	Risk Description	Existing Controls	L	I	Risk	Response Actions	Risk Owner
1	People	Open, 15th January 2018	Manchester Social Work support and retention offer fails to maintain and develop the workforce to increase experience, knowledge and improved practice, with good succession planning for leaders who have been developed and educated in Manchester	Workforce Development Strategy underpinned by a strong cross council workforce development group is well established and is working to develop the training and development offer for social work staff and career progression structure and opportunities	3	4	12	Further implementation of the practice leads model to support staff and offer essential training and development. Implement new career structure to support retention	Linda Evans Head Of safeguarding
2	Delivery of Strategy	Open, 15th January 2018	Strategy to reduce complex demand throughout the social care system does not succeed, leading to lack of reduction in numbers of children looked after, on child protection plans and categorised as children in need. Excess demand exceeds the capacity of the social work establishment and diminished capacity to improve safe and effective practice, and manage resource sustainably.	Performance Management and Quality Assurance Frameworks are in place to support leaders and managers to direct teams and staff and develop effective responses to improve practice and learning to more effectively manage and plan case work towards earlier intervention and more effective planning to reduce complexity	2	4	8	Performance Clinics and Edge of Care Working Group are supporting development of analysis and commissioning of interventions matched to need profile, to offer tools to practitioners to tackle complex need and dependency	Sean McKendrick Deputy Director of Children's Services
3	Transformation	Open, 15th January 2018	Implementation of new case management system fails to deliver the necessary improvements in practice, recording, reporting, management oversight and performance.	Programme Management for implementation of the new system has full service and corporate support, and is a Council wide priority. Engagement in delivery to the required standard is drawn from all levels of the service and organisation as necessary, and professional practitioner scrutiny, challenge and leadership of the system development is robust.	2	4	8	Practice and strategic leads for development and implementation are in place. Service engagement with project management and system development is regular and detailed.	Sean McKendrick Deputy Director of Children's Services
4	Statutory and Legal	Open, 15th January 2017	Legislative reforms which revise the requirements and framework for local safeguarding arrangements adversely affect the ability of the partnership to effectively engage, improve practice and track performance	Partnership agreement to a joint approach to managing any transition through executive leadership group. Existing partnership arrangements to be continued and revised only when fit for purpose and consulted upon and agreed by safeguarding system leaders across all agencies	2	4	8	Independently chaired partnership board has been established to work across partners to support the development of new arrangements that are fit for purpose and will support sustainable multi-agency partnership working into the future	Paul Marshall, Deputy Director of Children's Services
5	Finance	Open, 15th January 2018	Budget overspend impacts on the overall delivery of a balanced budget within Children's Services.	Monthly budget monitoring sessions of the Children's Leadership Team, chaired by the DCS. Budget recovery plan project CMT is taking a lead role in the management and control of spend across the service.	4	4	16	Budget projections demonstrate that mitigating actions are having a positive effect on the control and monitoring of the budget, but accelerated activity is needed to bridge the gap	Reena Kohli, Head of Children's and Families Finance

								and provide a sustainable budget by the start of 2020/21	
6	Delivery of Strategy	Open, 15th January 2018	Early Help Services and Partnership working fails to deliver on expected outcomes and reductions in the levels of complex demand.	Citywide Early Help Strategy is in place and directing universal practice and engagement. Strategy is being refreshed for delivery across 2018-21.	4	4	16	Mechanisms for engagement between, universal providers, managed early help services and the social care front door are under review to explore potential transformation activity required to maximise early help and prevention across the system	Julie Heslop, Strategic Head of Early Help
7	Statutory	Open, 15th January 2018	Failure to deliver the recommendations from the re-inspection of children's services in a timely and effective fashion leads to further intervention or additional scrutiny of the inspectorate	Cross partnership getting to good board provides multi-agency and independently chaired scrutiny of the action plan to implement recommendations.	2	4	8	Action plan for necessary improvements has been drafted and is in process of council and partnership sign off.	Sean McKendrick Deputy Director of Children's Services
8	Statutory	Open, 15th January 2018	Education services are subject to an Ofsted inspection and are assessed as "requiring improvement" or "inadequate", resulting in serious reputational impact.	Schools Forum Engagement Manchester Schools Alliance support LA Quality Reviews and action planning Ofsted reporting in schools	3	3	9	Ensure active participation in the Greater Manchester Education Partnership Strengthen Manchester Schools' Improvement Partnership and Manchester Schools Alliance Formalise the School to School Partnerships Develop a strategic relationship with the Regional Schools' Commissioner	Amanda Corcoran, Director of Education
9	People	Open, 15th January 2018	Insufficient school places to meet the needs of Manchester children 2017/18 and onwards.	Reports to Young People and Scrutiny Committee	4	3	12	Develop a strategic relationship with the Regional Schools' Commissioner Representation to DfE regarding process and funding	Amanda Corcoran, Director of Education
10	Statutory and Legal	Open, 15th January 2018	Education Legislation results in imposition of new strategic priorities to be implemented at pace. There is a requirement for Councils' to "plan for the unknown" and unanticipated and untested change processes such as enforced academisation.	Reports to Young People and Scrutiny Committee	3	3	9	Engagement underway with schools and partners to respond to likely themes. Develop strategic partnerships with schools. Influence schools to move towards formal partnership arrangements.	Amanda Corcoran, Director of Education
11	People	Open, 15th January 2018	Early Years work programmes fail to deliver the required improvements in school readiness amongst children at the point of entry.	Joint governance arrangements with partners Children's Board Scrutiny	3	3	9	Develop secure processes for gathering of impact data with Public Health and Partners Address One System backlogs with ICT	Amanda Corcoran, Director of Education