



Children and Young People Scrutiny Committee

Date: Wednesday, 8 February 2023

Time: 2.00 pm

Venue: Council Antechamber, Level 2, Town Hall Extension

This is a **Supplementary Agenda** containing additional information about the business of the meeting that was not available when the agenda was published

Access to the Council Antechamber

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. There is no public access from any other entrance.

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Membership of the Children and Young People Scrutiny Committee

Councillors –

Reid (Chair), Abdullatif, Alijah, Amin, Bano, Bell, Cooley, Gartside, Hewitson, Johnson, Judge, Lovecy, Sadler and Sharif Mahamed

Co-opted Members -

Mr G Cleworth, Miss S Iltaf, Ms K McDaid, Canon Susie Mapledoram, Mrs J Miles, Dr W Omara and Ms L Smith

Supplementary Agenda

- 6. Thriving Babies, Confident Parents Service** 3 - 24
Report and presentation of the Strategic Director of Children and Education Services
- The report and presentation provide an overview of the Thriving Babies, Confident Parents Programme.
- 7. 2023/24 Budget Report**
- 7a. Children and Education Services Budget 2023/24** 25 - 58
Report of the Strategic Director of Children's and Education Services
- This report provides a further update to members on the priorities for the services in the remit of this committee and details the changes to the initial revenue budget options proposed by officers in November 2022.
- Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals on 15 February 2023.
- 7b. Schools Budget 2023/24** 59 - 66
Report of the Strategic Director of Children's and Education Services
- This report provides a summary of the confirmed DSG allocation from the 2023/24 settlement announced in December which was reported to Schools Forum on the 16th January 2023. Schools will receive a new grant from April 2023, this grant is also outlined in the report.

Further Information

For help, advice and information about this meeting please contact the Committee Officer:

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This supplementary agenda was issued on **Wednesday, 1 February 2023** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension (Library Walk Elevation), Manchester M60 2LA

**Manchester City Council
Report for Information**

Report to: Children and Young People Scrutiny Committee - 8 February 2023

Subject: Thriving Babies, Confident Parents Service

Report of: Strategic Director of Children and Education Services

Summary

The presentation on the Thriving Babies, Confident Parents Programme is one a series of 'think family' projects which have developed an innovative response to children and families who required co-ordinated and intensive support from children and adult services.

Initially funded by the *What Works Centre for Children's Social Care* the Thriving Babies: Confident Parents programme aims to improve outcomes for vulnerable, 'high risk' babies, both pre- and post-birth, by providing an early, coordinated, multi-agency intervention for parents who are recognised as having specific vulnerabilities. The programme seeks to allow babies to thrive by intervening early, ensuring that they are living in safe, stable, permanent homes and can remain with their families and communities. The 'Think Family' focus ensures that services and interventions are coordinated to address parental challenges, whilst the use of trauma-informed, culturally appreciative practice promotes safety, trust, and empowerment in collaboration with families.

The programme brings together Statutory, Voluntary and Community Sector (VCS) partners, including Home-Start, Midwifery, Health Visiting, Vulnerable Babies Team, CAPS, Early Help, Early Years, and Adult and Children's Social Care, creating a core team of multi-disciplinary practitioners.

An independent evaluation of the programme found that there was a reduction in parental risk factors, for example domestic violence or substance use, and that this led to improved resilience and coping skills among parents. Whilst there was a good level of parental engagement in the intervention, the evaluation found no evidence to support concerns that parents might become dependent on the service, and parents described feeling confident about the future.

Recommendations

Scrutiny Committee members are invited to:

- (1) Consider the innovation and impact achieved by the Thriving Babies Confident Parents Programme.
- (2) Recognise the best start for life for babies achieved by the programme.

- (3) Acknowledge the strength of the partnership work which has delivered a 'think family' approach and has been recognised by the independent evaluation of the programme.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

Equality, Diversity, and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
The Confident Babies Programme has delivered culturally attuned services with significant impact and learning and demonstrable improved outcomes for babies from Black, Asian and minority ethnic families.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective support for children and families is critical to ensuring the most vulnerable citizens can connect and support the drive towards a thriving and sustainable City.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring the most vulnerable in our society are given the opportunity to access early support and connecting parents with an offer of early help enables families to access the right support at the right time.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Building a trusted relationship with families helps builds families resilience which they need to achieve their potential.
A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for children and families across the city helps build and develop communities.
A connected city: world class infrastructure and connectivity to drive growth	The Thriving Babies Programme has delivered good outcomes for babies, provides value for money, and supports families to remain in their communities and contribute to the continuing growth in the city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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1.0 Introduction

This report summarises the annual report for 2021/2022 of the Manchester Complex Safeguarding Hub

The Multi Agency Complex Safeguarding Hub has been operational since October 2018, delivering a partnership approach which demonstrates good multi -agency information sharing, coordination, planning and intervention in response to emerging contextual and extrafamilial safeguarding risks. The work of the Hub contributes to increased safety and improved outcomes for children and young people.

2.0 Background

The Hub delivers bespoke interventions specific to child criminal and sexual exploitation and missing from home and care. This includes county lines, serious youth violence and links to organised crime. Daily governance meetings, joint risk assessment, mapping and information sharing across Greater Manchester Police (GMP), Social Care, Youth Justice and Health systems are embedded as part of daily business to ensure the delivery of effective and timely responses to children and their families who experience complex safeguarding risks. This informs the assessment, planning and intervention work provided to individual children and the complex safeguarding investigations focusing on safeguarding, disruption and the context in which exploitation takes place.

3.0 Main issues

The annual report demonstrates that the work that is being undertaken is complex and the model of partnership delivery is effective in increasing disruption of perpetrators of exploitation. The need for effective intelligence sharing and joined up responses is evident, as the extra familial risks and harm children face evolves, we need to be responsive. The demand for the service and the delivery of safeguarding and intervention work has continued throughout the year.

The Complex Safeguarding Hub in Manchester has now been operational for 4 years, building on the strong partner relationships and the shared desire to prevent, intervene and disrupt exploitation. We are in a good position, over the year ahead to consider where we are and to ensure that the delivery is responsive to the themes, trends, and experiences of young people in the city.

4.0 Recommendations

Scrutiny Committee members are invited to:

- (1) Consider the Complex safeguarding Hub's response to child exploitation
- (2) Consider the improved outcomes for children who have worked with the Complex safeguarding Hub
- (3) Acknowledge the partnership work within the Complex safeguarding Hub which improves the offer and outcomes for children who have been or are at risk of exploitation.

Early Help

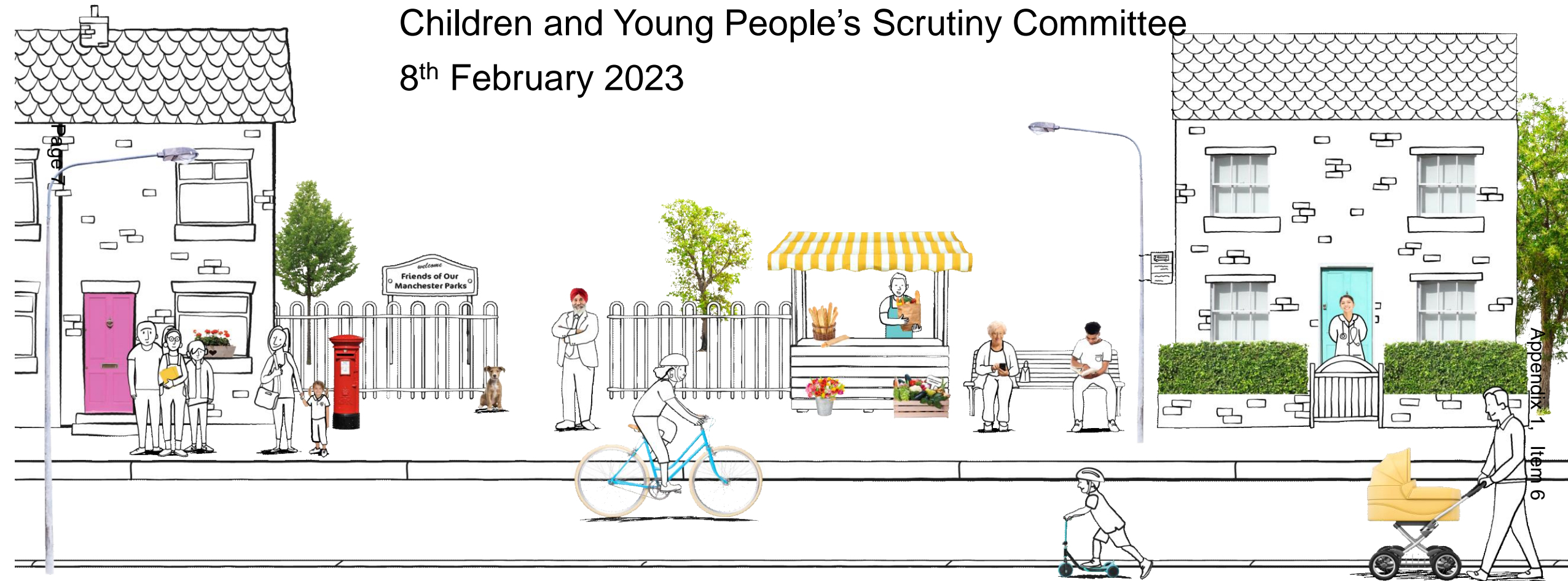
Thriving Babies, Confident Parents Programme.

Julie Heslop, Assistant Director, Early Intervention and Prevention.

Nicola Bailey, Team Manager, Thriving Babies.

Children and Young People's Scrutiny Committee

8th February 2023





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Overview

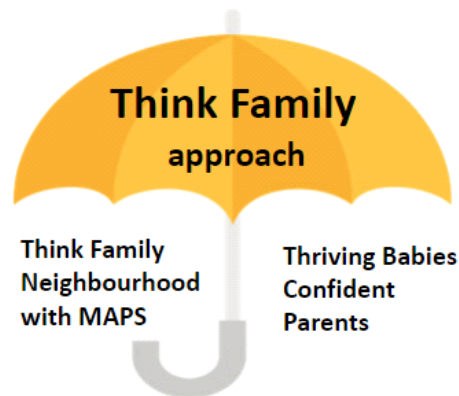
- Think Family Approach
- Overview on Thriving Babies Programme
- Impact And Evaluation
- Next Steps

Manchester Think Family Approach

Think Family is part of the wider Children's Reform Programme

Objectives include:

- To develop **collaborative working** and joined up services across children's services, mental health, adult services, health services and integrated neighbourhood teams to support children and adults, particularly those experiencing multiple and complex problems
- This will support wider integration and **place based agendas** through development of shared objectives and working principles and practice

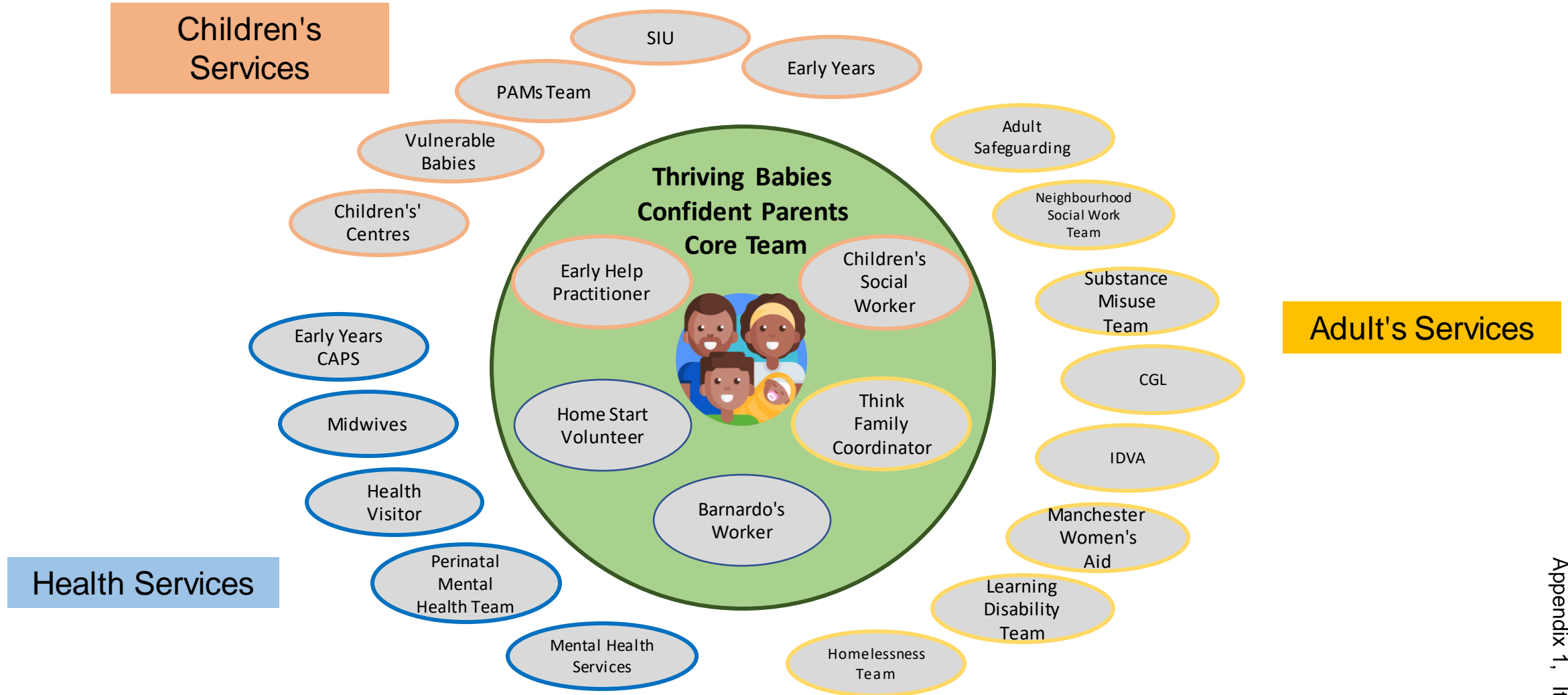


TBCP Background

- Developed from a previous 'Edge of Care Babies' pilot in 2019/20
- Extended to include broader group of partners including VCSE
- Pre pilot identified 249 babies cared for before their first birthday with 85% still cared for
- Responding to the over representation of Black, Asian and minority ethnic families within the care population. (52% of babies becoming cared for in their first year)
- Feedback from Start Well consultation in 2021 and engagement with residents and staff directly contributed to programme design
- What Works Well for Social Care bid

Aims and Objectives

- Provide support to new or prospective parents of babies, where vulnerability factors include care/social care experiences, previous children removed through care proceedings, learning disability or difficulty
- Promote the health, wellbeing and safeguarding of children, so babies can thrive by having safe, stable permanent homes, remaining with their families and communities
- Reduction in the number of babies becoming cared for within first year
- Achieving early permanency through earlier intervention
- Support good or improved child attachment to birth parents, improved parenting confidence and efficacy
- Tailored support for families from ethnic minority communities, culturally attuned practice supporting positive engagement



Workforce Roles and Training

Core staff were supported by an intensive and well-resourced training offer, consisting of the following elements:

- Motivational interviewing techniques.
- Bespoke Cultural Competence Training.
- Attachment and Endings.
- New-born Behavioural Observations (NBO) Training.
- Domestic abuse (Safe & Together).
- Presentations by invited professionals from partner agencies often responding to specific demand during the implementation of the Programme (e.g. on perinatal mental health, foetal alcohol syndrome).
- Enhanced training for Home-Start volunteers (particularly around safeguarding).
- Trauma-informed approach with ACES training
- Focus on culture, behaviours and development of Manchester 'Think Family' approach

Think Family Approach: TBCP

- TBCP panel - combined Children's & Adult's
 - *Social work, CGL, Perinatal MH, IDVA*
- Supporting joint working across services
 - *Good practice week, Communities of Practice, Wise Wednesdays, peer led training*
- Parental support following child removal
 - *Maternal MH services, GM incident review*
- Joint Working Protocol
 - *Children's services and the Community Learning Disability*
- Advocacy support for parents
 - *Joint Adult & Children's*

Presenting Needs

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On average
interventions started
around **16 weeks** before
EDD

Contact was made
within **48 hours** of initial
referral being accepted
at panel

Interventions last on
average around **6
months**



Third of parents were
care experienced
16% were **care leavers**
and;
over half of the primary
carers were already
known to social care
prior to intervention



In nearly all families
parents had experiences
significant **adverse
childhood experiences**
and trauma

Two thirds of parents
had presented with a trio
of **mental health,
domestic abuse and
substance misuse**

Homelessness was
also a potential risk in
half of the families

Impact

120 families accessed
TBCP so far



112 babies born

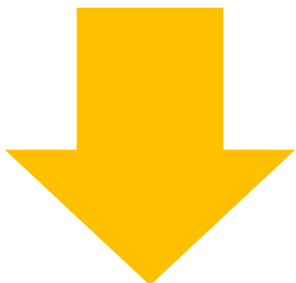


93 at home with one or
both their parents

51% of babies identified as
Black, Asian, Ethnic Minority
or Dual Heritage



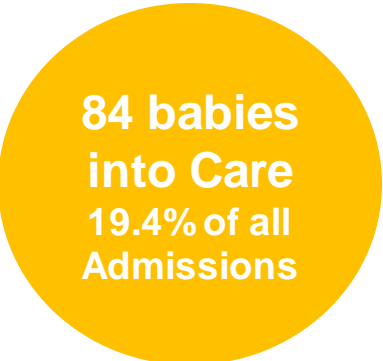
Just **19***
children cared
for following
TBCP
intervention



Also overall reduction in babies becoming Looked
After in Manchester since TBCP implementation

Jun-20 to May-21

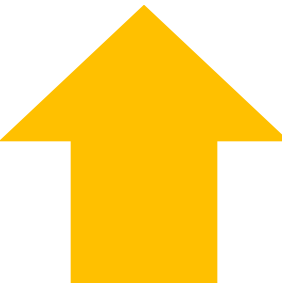
Jun-21 to May-22



Based on
children under
1yrs old



Previously
Primary Care
Givers had
100 children
removed from
their care



*6 cared for by family and being assessed with
shared responsibility and 13 in Foster Care

Findings from External Evaluation

by Institute of Public Care, Oxford Brookes University

- Consistently high quality including evidence and strength based interventions led by keyworkers, characterised by a mix of educational and therapeutic sessional work with parents and practical support.
 - TBCP demonstrates strong triangulated evidence of positive parenting practices, parent attunement, secure child/parent attachments and reduced parent risk factors.
 - The importance of working with parents and families during the perinatal period in the context of the COVID-19 pandemic was recognised by stakeholders.
 - Evaluators found evidence of effective operational and management structures, governance procedures, and leadership. TBCP has been delivered as planned and intended.
 - Provided effectively engaging, multi disciplinary and culturally attuned support for parents presenting with high and risks and complex needs.
 - Programme / intervention acceptance is high: limited disengagement, valued by parents. With qualitative evidence suggesting improved resilience, coping skills and ability to make positive choices
 - Intensive intervention during pre proceedings has enabled relatively swift decision making around permanency planning.
 - Costs between £5,287 and £6,661.
- Link to the full evaluation report [Thriving Babies: Confident Parents - What Works for Children's Social Care \(whatworks-csc.org.uk\)](https://whatworks-csc.org.uk/Thriving-Babies-Confident-Parents-What-Works-for-Childrens-Social-Care)

Costed Case Study Findings

Unit Costs taken from the Greater Manchester
Combined Authority Unit Cost Database 2022

A random sample of TBCP families were analysed to determine potential cost savings to the public sector based on costs avoided due to successful intervention.

Examples of costs avoided include:

SMOKING CESSATION

Additional healthcare costs per person to the NHS of children born to pregnant smokers during the first year following birth: **£97**.

Cost per case for the NHS of pregnancy outcomes for the mother caused by maternal smoking: **£667**

Cost of pre-term birth attributable to smoking in pregnancy for the NHS: **£4,421**.

REDUCTION IN DOMESTIC ABUSE INCIDENTS

The average cost of domestic abuse per incident: **£254** for children's services and **£546** for the police

AVOIDANCE OF CHILDREN TAKEN INTO CARE

The cost of a specialised mother and baby unit can range from **£32,000** to **£60,000** for a 12-week residential placement. A mother and baby foster placement can cost between **£500** and **£600** per week

Average costs to the local authority of a child being taken into care is **£67,877** per year based on an average of all placement types

MENTAL HEALTH SUPPORT

Unaddressed mental health issues could result in cross sectoral service use costing health partners and the local authority upwards of **£2,698** per year with demand likely to be reoccurring

TREATMENT FOR SUBSTANCE MISUSE

The average annual savings resulting from reductions in drug-related offending and health and social care costs as a result of delivery of a structured, effective treatment programme: **£4,351**

Evaluation: Conclusion & Recommendations

The Oxford Brookes evaluation suggests that this pilot programme has been well-implemented and has become consolidated in Manchester. The programme has demonstrated strong evidence of promise in terms of its impact. Key learning from the pilot study regarding the implementation of a model like this includes the importance of:

- Having a clear model with clear aims and desired outcomes.
- Early and sustained messaging and ‘publicity’ about the model across all statutory and partner services (just at the start is not enough).
- Highly committed staff who have the capacity to engage effectively with parents in this cohort, to work effectively with children’s social care services as well as a range of partner organisations, and to learn new skills.
- Regular, high-quality supervision for operational staff, alongside regular review and monitoring of outcomes for children and families.

What do families think?

- *I will miss her [key practitioner] because she was like my little fairy godmother to be honest. That's what I call it. She was brilliant. Absolutely amazing. Anything that I needed she helped with and she actually got me a lot help with other things that other organisations that even social services didn't know about. She got me a lot of help with things*
- *They would teach us things like how to understand emotions, how babies develop and stuff we wouldn't have known. And also, about safe sleep and how to sterilise bottles*
- *The most useful thing I got out of TBCEP was] probably the way you interact with baby. We don't talk to them like a baby, we talk to them like a little adult basically. Like they understand and [are] getting cleverer by the day, learning all the time. And we wouldn't have done that, we wouldn't have got as involved as we do now, without [key practitioner's] input. It's definitely got the best out of baby, everyone always says how developed they are for their age.*
- *She was so nice, she was really nice, she helped me a lot with everything. She explained this stuff. It's a lot different [from when I had my other children]. I was really scared when social services came back on my case and I lost my confidence and she helped me with that*

Thriving Babies: Confident Parents Video





Next Steps

- Tracking longer term outcomes - sustainability of children remaining out of care and what (if any) further statutory intervention did TBCP families experience
- Optimal timing for starting intervention during pregnancy, early years
- Expansion of criteria and scope
- Impact of the Think Family approach on wider outcomes for parents and children
- Full Cost Benefit Analysis modelling



Manchester City Council Report for Resolution

Report to: Children and Young People Scrutiny Committee – 8 February 2023
Executive - 15 February 2023

Subject: Children and Education Services Budget 2023/24

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

Summary

Members will recall that at the November round of scrutiny meetings the Council was forecasting an estimated budget shortfall of £112m over the three years with £44m in 2023/24. As part of the action to address the budget shortfall officers identified potential savings options of £42.3m over three years, of which there were savings options of £11.8m within the remit of this scrutiny committee.

The provisional financial settlement announced 19 December reflected a change in government policy in relation to funding inflation and social care pressures. This has given the opportunity to review the quantum and phasing of savings. It is now proposed that options of £36.2m are progressed, of which £11.725m is within the remit of this scrutiny committee.

This report provides a further update to members on the priorities for the services in the remit of this committee and details the changes to the initial revenue budget options proposed by officers in November 2022.

Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals on 15 February 2023.

Recommendations

The Committee is recommended to:-

1. To consider and comment on the forecast medium term revenue budget
2. Consider the content of this report and comment on the proposed changes which are relevant to the remit of this scrutiny committee

The Executive is recommended to approve these budget proposals.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti Poverty Assessment.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the city; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The changes included within this report will, subject to Member comments and consultation, be included in the final 2023/24 revenue budget set by Council on 3 March.

Financial Consequences – Capital

None directly arising from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

[Revenue Budget Report - Executive Meeting 16 February 2022](#)
[Medium Term Financial Strategy 2022/23 to 2024/25 -Executive Meeting 16 February 2022](#)
[Children and Education Services Budget 2022/23 - Executive 16 February 2022](#)
[Resource and Governance Scrutiny – 6 September 2022](#)
[Revenue Monitoring to the end of July 2022 and Budget update 2023/24 to 2025/26 - Executive 14 September 2022](#)
[Children and Young People Budget Report 2023-26 - Scrutiny Committee 9th November 2022](#)

1. Introduction and Purpose

- 1.1 The report sets out an overview of the services within the remit of this scrutiny committee and their key priorities. This report provides a draft set of proposals for further savings and investments for 2023-26, developed in the context of the financial challenge facing the Council.
- 1.2 This report which for ease of reference is structured as follows.
 - Section 1 Introduction
 - Section 2 Service overview and priorities
 - Section 3 Service budget and proposed changes
 - Section 4 Use of Grants and Reserves
 - Section 5 Workforce

2. Service overview and priorities

- 2.1 The Children and Education Services Directorate is responsible for delivering the Council's statutory duties and responsibilities in respect of children in need of help, support, and protection. Whilst at the same time ensuring they have access to a high-quality education and learning experience.
- 2.2 **Children's social care services budget** - The Directorate brings together the Council's duties in relation to children identified and assessed to be in need of help, support, protection, looked after by the council and young people with care experience (leaving care service). It includes a range of services targeted to support families and help to avoid their needs escalating and services for those who need to become 'looked after' and Youth Justice Services. 57% of the overall Children's Social Care budget is committed to meeting the costs of caring for our Looked after Children; linked to the cost of placements. The remaining balance of the budget is allocated to Children's Social Care Services such as: Leaving Care, Early Years, Early Help and Youth Justice.
- 2.3 Illustration one provides an overview of children and young people supported by the Education system, as at October 2022 census, unless stated otherwise. Illustration two sets out the range and profile of children and young people population in the city and those who are supported by the Directorate as of January 2023. There are a total of 1,350 Looked After Children (LAC), of which 152 were Unaccompanied Asylum-Seeking Children (UASC), representing 11.3% of LAC, the highest ever proportion of UASC supported in Manchester.

Illustration1: Manchester's Children and Young People Population

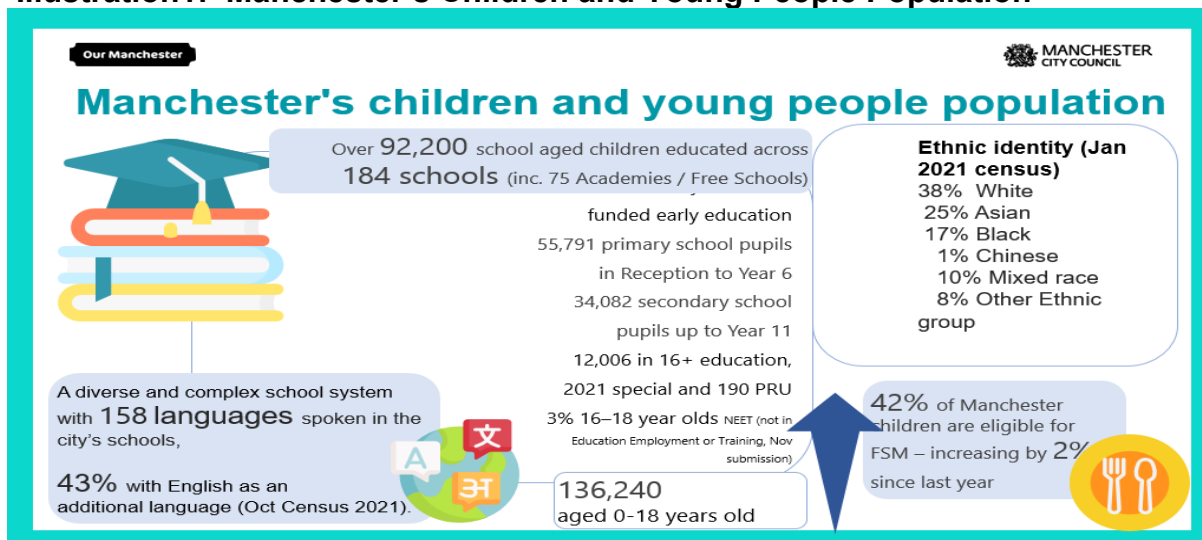
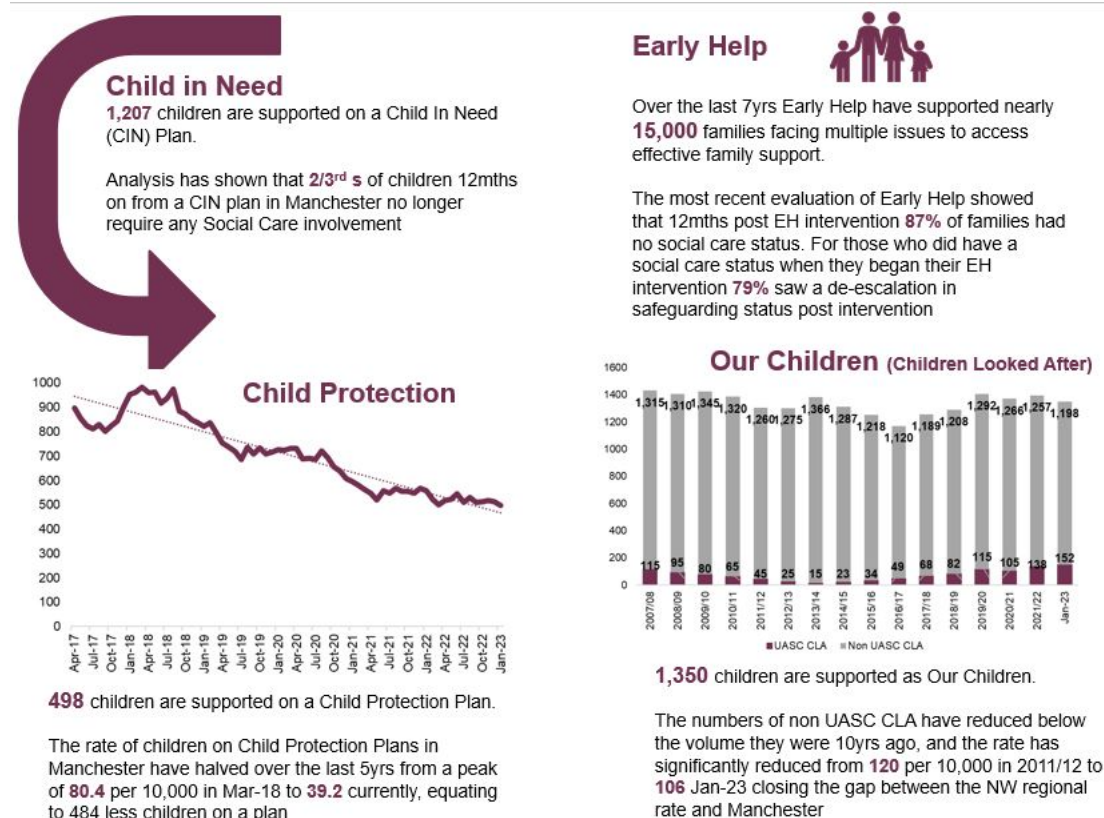


Illustration2: Children's Social Care



2.4 Directorate's planned use of reserves planned for the next few years is outlined in section 4, of note are:

- **Our Year** - In last's year budget process Youth received an extra £500k per year budget. Proposals that were presented to Scrutiny in November 2023 was to reduce that investment by £75k, this saving has now been withdrawn. The £0.5m investment is on-going. There is also a commitment to the legacy of Our Year. The legacy commitments plan spans over the next two years and amounts to £250k per year. Manchester seeks to embed and build upon the

number of UNICEF rights respecting schools and supplementary schools, this will help in our ambition to accreditation as a child friendly city.

- **Kickstart** – This scheme will implement a ‘task force’ of services able to provide intensive support and intervention around a cohort of children in Early Years including year 1 in a school working with a cluster of schools where Early year’s data shows a significant and widening gap compared to the national/local data and where high levels of deprivation and/or low engagement with services are a predominant factor. The total drawdown from reserve will be £1m and will be over a two year period.

- 2.5 **Education Services** - This service budget represents the Council's responsibilities for education and learning funded by the Dedicated Schools Grant and Council budget (the vast majority of which is passported directly to schools). Included on this agenda is a report outlining the position on the Dedicated School Grant (DSG) which sets out the £671m grant settlement for next year
- 2.6 The Council’s Education Services budget is £25m and provides effective and efficient school admissions, place planning, home to school transport services as well as school crossing patrols.
- 2.7 Transport services makes up 57% of Education Services budget, alongside a further 18% to support children with SEND such as short breaks including overnight stays. The remaining budget is allocated to deliver services such as school attendance and education psychology.
- 2.8 Education Services also supports and promotes the inclusion of key groups such as the education of children looked after. This is overseen and delivered via a ‘virtual school’.
- 2.9 The improvements in both Children’s and Education Services have been associated with a clear ambition and vision to build a safe, healthy, happy and successful future, delivered through continued and strengthening partnerships that support even greater collaboration and robust leadership; underpinned by an effective performance/assurance framework.
- 2.10 In April 2022, Ofsted Inspected and judged Manchester’s Children’s Services overall effectiveness as Good. Inspectors found that services had improved since the last inspection in 2017. Of note was Ofsted’s judgement of leadership and management was ‘good’ and identified several areas supporting this judgement, including ongoing financial commitment to the recruitment and retention of social workers, effective quality assurance and performance management arrangements and strong political and professional leadership.
- 2.11 In January 2022 Inspectors praised services for children with Special Educational Needs (SEND) following an Area SEND Inspection that was undertaken during November 2021. Inspectors noted the ability of city leaders to make any changes necessary in the few areas shown for further improvement - all of which had already been shown by leaders themselves and have robust improvement plans in place.

2.12 The Children and Young People's Plan 2020 - 2024 - translates the Our Manchester priorities into a vision for 'building a safe, happy, healthy and successful future for children and young people'. The Council are passionate about children and young people. This is reflected not only in the way the Directorate work with them, but in all aspects of our service planning, commissioning and delivery of services. This is a value-based approach that involves a relentless drive and focus on improving all areas of children's and young people's lives, underpinned by a strength based, can do attitude.

2.13 To support the delivery of the city's strategic priorities the Children and Education Directorate Plan outlines the following key priorities:

- Recognise and value the voices of children and young people in all areas of our work, listening to them and responding to what they tell us;
- Support and develop children's readiness for school and adulthood embedded in an approach to early intervention and early help;
- Everyone's a leader - an empowered, capable, confident, and stable workforce; effective in the management of risk, performance and planning for children;
- Continually improve outcomes for all children and 'close the gap' against the national attainment averages;
- Greater collaboration and partnerships consolidate children's services locality model to support and promote children living in stable, safe and loving homes - achieving 'permanency' to safely reduce the number of children looked after and/or in need of a statutory service;
- Ensure there is a sufficient range and choice of high-quality early years, school, college and youth provision for all children and young people;
- Develop and implement a specialist service/offer for children with complex needs;
- A timely intervention preventing the unnecessary escalation of children's needs is still a key Directorate priority, as is the range and choice of provision for those children who are looked after by the Council and our care leavers. The Directorate runs within a national context of a changing regulatory framework which has an increased focus on;
- Leading the education system to deliver excellent schools and settings with good attendance and support to meet the needs of all learners.

2.14 The Directorate priorities are reviewed annually to ensure they remain contemporaneous with feedback received, changes in national and local policies and priorities. This requires the Directorate to adapt, anticipate and respond to the challenges with purpose and focus.

3. Service budget and proposed changes

3.1 The gross 2022/23 budget detailed in the table below is £528.598m, which includes DSG delegated to maintained schools. Full details of the proposed savings, investment, demographic and inflation pressures are detailed in Appendix 1 and 2 of this report. The net budget is £132.052m.

Table 1: Base budget 2022/23

Service Area	2022/23 Gross budget £'000	2022 / 23 Net Budget £'000	2022 / 23 Budgeted posts (FTE)
LAC Placements	55,842	48,433	40
LAC Placement Services	7,210	7,210	137
Cared 4 Children & Leaving Care	24,753	14,533	15
Children Safeguarding Service Areas	43,394	36,723	779
Education Services (Includes DSG)	378,788	6,668	202
Home to School Transport	11,949	11,883	126
Targeted Youth Support Services	841	841	0
Children's Strategic Management and Business Support	5,821	5,761	138
Total	528,598	132,052	1,437

- 3.2 Full details of the proposed savings, investment, demographic and inflation pressures are detailed in Appendix 1 and 2 of this report.
- 3.3 In November 2022 this scrutiny Committee was presented with a set of financial savings proposals totalling £11.8m by 2025/26, relating to services within the remit of this committee for consideration. The provisional settlement on 19 December 2022 reflected a significant change in government policy and associated funding than was much better than initially expected. This alongside observations and challenge from committee members, has given the opportunity to review both the quantum and phasing of savings. As a result, the £75k Youth saving proposal has been removed and inflation assumptions have been reviewed. In addition, due to increasing Looked After Placement and Permanence placement costs the Managing Demand saving has been delayed and reprofiled. Furthermore, the School Crossing Patrol savings proposal has also been rephased, the Council does not believe there is sufficient Parking and Bus Lane reserve to meet the costs of it. Whilst it is proposed that savings of £11.725m savings are progressed, the timing of these have been deferred to later years. Table 2 below shows total of savings, reprofiling of them. Appendix 1 sets out savings schedule.

Table 2: Savings Profile in scope of this Committee

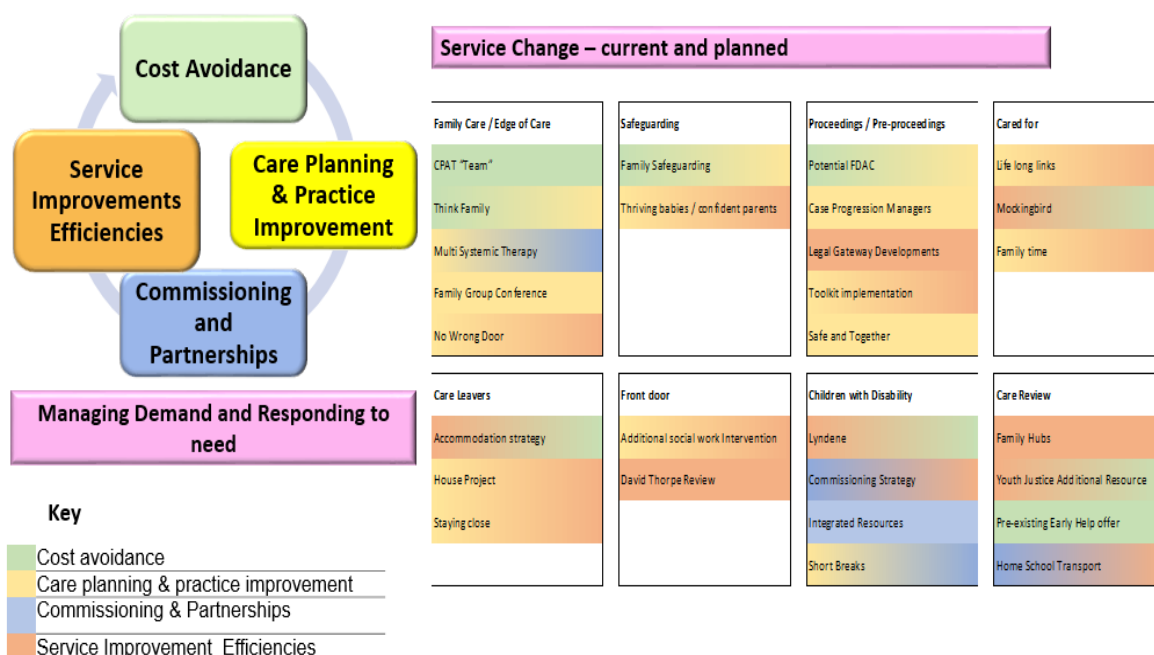
	2023/24	2024/26	2025/26	Total
	£000	£000	£000	£000

Revised Savings Profile	4,411	3,920	3,394	11,725
Original Savings Profile	5,372	3,320	3,108	11,800
Change	(961)	600	286	(75)

- 3.4 The settlement also gave some scope for some targeted additional investments focused on preventing and managing future demand to leave the council in a more sustainable position in 2025/26 when the current spending review period ends. Investments relevant to this committee are detailed in Appendix 2 of this report. The Children's Directorate is committed to increasing the pace of implementing (already-shown) reforms and continuous service improvements within the Directorate; delivering safe, effective and efficient services as a vehicle to deliver financial savings. This will be achieved by reducing demand for expensive services through, but not limited to, investment in Manchester's Early Help, Family Group Conferencing, Thriving Babies - Think Family, Multi-Systemic Therapy, and the Adolescent Support Unit.
- 3.5 As in previous years the budget options for savings have been informed by the Directorate Budget approach to deliver safe, effective and efficient services, the progress and impact of the services to date. This approach has been developed by thinking through the way in which the Directorate can meet its statutory duties and make the maximum contribution to the priorities for the city. This includes increasing the pace of implementing already identified reforms and services improvements as a way of making financial savings by reducing avoidable demand for expensive, reactive services and ensuring those being delivered are achieving the best outcomes for the best value.
- 3.6 In other cases, this is by choosing use of alternative funding sources and, or service reductions which will have the least detrimental impact on the achievement of our priorities. The 2023-26 savings proposals mostly focus on further strengthening our partnerships, collaboration and shared service efficiencies and improvements.

3.7 Illustration three: Budget Approach Proposals 2023-24

Budget Approach – Safe, Effective and Efficient



Developing partnerships, service efficiencies and improvements

- 3.8 The progress made by the Directorate is directly attributable to the above approach. When comparing the spend in 2021/22 to the previous year contrary to the national trend, the overall net expenditure in Manchester's children's social care services decreased by 5% (c£5.5m). This was due to the effective partnership working at a locality level and purposeful focus from services when they become involved with a family, leading to a reduction in the need for a statutory intervention with children and their families, rather than 'cuts' to services.
- 3.9 The approach adopted has contributed to overall looked after children numbers (rates) reducing and remaining relatively stable in Manchester. Cost reductions have been driven by a reduction in the number of expensive external residential placements. Part of the explanation for this reduction is a commitment to securing a plan of permanence for children and a clear sufficiency strategy (range and choice of provision to meet children's needs) and delivering at pace the implementation of reforms and service improvements. This includes, but is not limited to: Early Help investment, Family Group Conferencing, think 'whole' Family initiatives, Multi-Systemic Therapy and the Adolescent Support Unit, as outlined in illustration 3. It is expected the impact of these reforms and improvements will be embedded and sustained into 2023/24 and beyond.
- 3.10 Key aspects of Manchester's Sufficiency Strategy that has had a tangible impact on financial expenditure include;
- Effective and targeted use of semi-independent living provision. This reflects a concerted effort in transition planning, substantial market development work in partnership with residential housing providers,
 - A commissioned preferred providers framework

- Adoption and development of the National House Project, this provides a group of (up to) 10 care leavers with the opportunity to take ownership of their accommodation from the start, for example from furnishing/ decorating, minor structural changes to managing their own tenancy with specialist support from the House Project Team.
- Development of Staying close scheme
- Increased recruitment and use of supported lodgings
- Development of a post 16 accommodation hub - making the best use of provision through effective coordination and allocation.
- Transitional accommodation options. Block contracts have been agreed with existing providers and this will further contribute to the existing overall reduction in unit cost for (semi-) independent living options of around 25%.

3.11 There has also been a parallel reduction in spend on external foster placements (12% reduction year on year, equating to £2.1m p.a. reduction in spend). There is a greater proportion of foster placements now made in-house.

3.12 Children are presenting in Accident and Emergency/paediatrics with self-harming behaviours, who are assessed to need specialist services but not 'mentally ill'. There are limitations in the current provider market to meet the needs of these children, which in turn has led to inflated costs and risks associated with the use of an 'unregistered' arrangement, it is proposed through investment to develop a 'Take a Breath' model. Take a Breath constitutes two small residential provisions which will provide a bespoke and specialist 6-month placements for up to 4 children. The aim is to achieve this as soon as possible.

3.13 An analysis of the investment in prevention by the Directorate and current placement stability has led to some confidence that placement numbers are not going to increase at the rate assumed in the 2022/23 budget setting process, 'Managing Demand' savings proposal is partly achieved. Going forward Manchester remains committed to innovation, promote practice creativity to continually improve the experiences and outcomes of children. We are confident approach outlined this can also deliver financial savings. Subsequently the new service reforms and innovative approaches are detailed in Appendix 1 and 2 and are summarised below:

- Mockingbird - new model of support to internal foster carers.
- Thriving Families – strengths-based, multi-disciplinary and co-located approach to delivering a statutory child protection service.
- Thriving Babies – promoting health, well-being and safeguarding
- Family Group Conferencing
- Development of Social Work Bursary Scheme
- Foster Care recruitment campaigns
- Development of Staying close scheme
- Development of Specialist Short Breaks
- Participation in a Greater Manchester Family Drugs and Alcohol Court

3.14 Whilst at the time of writing and is imminent, the Government's response to the Independent Review of Children's Social Care has yet to be published.

However, it is anticipated the approach adopted to date and initiatives outlined in paragraph 3.14 will align very well. The subsequent savings, which are expected to be achieved through fewer and reduced placement costs, total £10.615m. Placement investments from the above innovations as outlined above total £2.454m, both savings and investment relate to preventing specialist intervention/children becoming looked after, stability in the care of children and overall service improvements. The Directorate is committed to prioritising investment to where it leads to service improvements and a return. Evaluation of these investments is scheduled to be undertaken in 18 months.

Service Efficiencies

- 3.15 Of the savings proposals, £1.110m focus on charging of existing services to grant, reserves, ceasing activity that it is not achieving planned outcomes or applying different set of budget assumptions.
- 3.16 In March 2022 Ofsted's judged Manchester's leadership and Management identified one of the areas supporting this judgement, included the ongoing financial commitment to the recruitment and retention of social workers. £0.748m of the investment proposals ensures there is sufficient budget to support Children's Social Work recruitment and retention requirements.

Demography and Inflation Pressures 2023-26

Demography

- 3.17 Looked after Children placements and Home to School Transport demographic demand was determined based on the placement numbers on which the budget was set compared to the current position and potential increase in demand informed by 3% population growth predictions. Subsequently it is proposed that the Children and Education Services cash limit budget will increase by £2.357m, £2.419m and £2.479m in 2023/24, 2024/25 and 2025/26 respectively as estimated in the 2021/22 budget setting process.

Inflation

- 3.18 Usually, budgets set aside for price inflation are held corporately and allocated in year once they materialise. These are subject to consideration by the Deputy Chief Executive and City Treasurer, before being recommended to Executive to be released to Directorates. The high and volatile inflationary environment has seen an increase to the corporate inflation allowance and immediate pressures affecting budgets in 2023/24 have already been identified and are deemed unavoidable. Requirements are highlighted in Appendix 2 of this report illustrate that there are £2.687m of known and confirmed inflation pressures, this will be allocated to the budget at the start of the year and £1.515m will be set aside Corporately for price inflation and will be drawn down, if needed. Known funding and the corporate inflation provision will be reviewed later date in order to ensure that it can support likely fee increases for external providers and foster carers.

3.19 Approved budget and proposed changes are provided in the budget Table

Table 3: Budget Movements Approved and Proposed

	2023/24	2024/25	2025/26	Total
Approved Budget Movements	£,000			
	132,052	138,234	136,633	406,919
Early Years Saving	-100	-100	0	-200
Reversal of one off Saving from 22/23	1,409	0	0	1,409
Budget adj. Early Years	940	0	0	940
Demography	2,357	2,419	2,479	7,255
Sub-total	136,658	140,553	139,112	416,323
Less New savings proposals				
Managing Demand	3,000	3,000	2,000	8,000
Use of Reserves	500	(500)		0
Mockingbird	47	219	257	523
Thriving Families (Formerly Family Safeguarding)		500	500	1,000
Thriving Babies	300	90	0	390
Shared Care		351	351	702
School Crossing Patrols		100	286	386
Early Help	430	160		590
Vacancy Factor	134			134
Sub-total	4,411	3,920	3,394	11,725
New Investment				
Take a Breath	915			915
Short Breaks	125			125
Social Work Recruitment and Retention	748			748
Family Group Conferencing	250			250
Foster Recruitment	98			98
Placement Pressures and Home to School Transport	1,000			1,000
Family, Drug, Alcohol Courts	164			164
Sub-total	3,300			3,300
Funded Inflation Pressures				
Internal Placements	1,966			1,966
Home to School Transport	500			500
Care Leavers – First Home & Winter payment	221			221
Sub-total	2,687			2,687
Total	138,234	136,633	135,718	410,585

4. Use of Reserves and New Grants

- 4.1 Reserves are a corporate resource and planned use of the resource needs to be to cross reference to the Reserves Strategy as part of the medium-term financial plan, in line with the reserves policy.

Reserves

- 4.2 **Our Year** – Celebrates Manchester’s children and young people with a whole-city approach to help them shape a future that’s safe, happy, healthy and successful. 2022/23 has been a year of action, together to create more activities, opportunities, experiences and support for our children and young people. There are a few ‘Our Year’ legacy commitments plan that span over the next two years, the proposal is to fund £250k per annum from a designated children’s reserve.
- 4.3 **Thriving Families** – is a whole family, strengths-based approach to child protection. Work is undertaken by children’s social workers, adult mental health practitioners, substance misuse and probation officers, working together as one team. Joint knowledge and expertise are used to assess the needs of the whole family, supplying services to meet those needs and supporting parents to achieve sustained change for themselves and their children. At this stage whilst the structures requirements to support this approach is still being finalised the staffing requirement will be around 27.5fte. In the short term to establish the team and embed this approach the service is looking to fund the service from the Supporting Families reserve over the next two years. If successful to sustain the service after this use of reserves 22 placements per annum would be avoided because of this intervention. As savings cumulate, they would both cover the cost of the service and provide a saving by year three of the program. It is proposed that Thriving Families is supported by the Supporting Families reserve by £0.8m in year one, £1.2m in year two and £0.4m in year three of the programme. Support would taper in year three as savings are generated from the work being undertaken. The reserve will be fully used by year three.
- 4.4 **Kickstart Programme** - Children, young people and their families particularly those most impacted by the pandemic, cost-of-living crisis and those from communities that experience racial inequality. The Kickstart task force will comprise professionals from multi – agency/voluntary community services who can provide interventions to accelerate progress of children through working within the school, partners and community assets to address some of the developmental gaps and to provide different holistic family support. In addition to direct intervention provided to children through the additional resources delegated to the school and specialist advice and support allocated to the cluster of schools, support will include help for families such as financial advice/signposting, work and skills support, Early Help, mental health, support for home learning and health and well-being needs. The membership of the task force will vary depending on the school, community and identifying needs but will build on the existing Early Years integrated delivery model and successful outreach service. The reserve requirements are over two years, whereby £0.6m is needed 2023/24 and £0.4m will be called upon the year after.

- 4.5 **Social Work Bursaries** - Manchester has shown an ongoing financial commitment to the recruitment and retention of social workers. Whilst this is an ongoing challenge nationally, the support and approach taken to date has led to an increasingly stable and confident workforce. To further develop Manchester's future approach, it proposed that £30k per annum bursary is created to support and encourage staff who have experience of working with children and their families seek a social work qualification via a Social Work Apprenticeship Scheme delivered by the Greater Manchester Social Work Academy. The Social Work Apprenticeship Scheme is a three program, whereby students attend University one day a week, in recognition that it will take a period of time to scale up the plans. Drawn down on investment will be phased over 2 years, £0.6m next year and a further £0.6m the year after. £0.8m of the support will come from a Children's reserve, the balance is yet to be worked through.
- 4.6 **School Crossing Patrols** – November's scrutiny report included the proposal to charge all the School Crossing Patrol (SCP) service to a reserve going forward. In accordance with the reserve's conditions road safety measures can be charged to the reserve. Capital support will also be provided, however, it is not expected that this will significantly reduce the need for school cross patrols. Further work is required to develop the longer-term funding and approach. In order to progress this work and make further improvements to management of the SCP it is proposed £124k is drawn down from the Road Parking and Bus Lane Penalties Reserve in the short to medium term.

Grants

- 4.7 **Family Hub** – the Council has received confirmation of grant funding of £5.3m over three years. Family hubs make effective, integrated early help easily accessible to families. This programme will fund a network of Family Hubs, Start for Life and family help services, including breastfeeding services, parenting programmes and parent-infant mental health support. To deliver the programme it is planned that the grant will be spent over workforce and commissions, plans are yet to be finalised.
- 4.8 **Staying Close** – after a successful bid grant notification of £1.4m over three years has been received. Under this scheme the narrative is that young people determine their transition to independence. They decide what support will help them the most and work with staff to come up with a care plan. This means care leavers know they have someone who they can rely on for when they need a bit of help.
- 4.9 A summary of Children Social Care and Education services grants are provided in Appendix 5 of this report.

5. Workforce Implications

- 5.1 The Children and Education Directorate currently has a gross budgeted workforce of 1,437 fte, of which 1,310 fte are funded by Council budget, and the remainder through grants and external income. There is no projected workforce impact of activity to deliver the savings. There are workforce implications

underlying investment and use of reserves of approximately 51fte. Effective and robust workforce planning arrangements are in place to ensure that, as functions and roles change, the skills and focus of the workforce are effectively developed to ensure the Directorate can meet its strategic priorities.

5.2 The workforce implications for children's and education services represent a continuation and improvement of existing priorities as expressed in the workforce strategy; which is to achieve a stable, confident and talented workforce through a culture of success, strengths-based approach and strong and effective leadership and management which will be achieved through:

- The continuing development and implementation of the Children's improvement plan
- Implementation of the Children's Locality Model programme
- Developing strong and effective leaders and managers; enabling them to create high performing and motivated team
- Effective recruitment and retention; to ensure the Directorate has the skills to meet current and future needs.
- Managing and improving the health and wellbeing of the workforce; with a specific focus on reducing absence and improving attendance.
- Building a high impact learning culture which ensures staff feel empowered and equipped to practice to high standards.
- Ensuring professionals that work with children and young people have manageable workloads
- Continue to reduce the reliance on interim and agency worker

5.3 The Council's establishment is fully budgeted for at the top of the grade. However, there are to be expected vacancies caused by staff turnover, recruitment difficulties and staff employed throughout the grade scale. To avoid budgeting for costs that will not be required and making bigger cuts elsewhere, adjustments are being made to reflect these issues by applying a vacancy factor to recognise that vacancies will always exist in an organisation of Manchester's size. The continued challenges in filling posts also means that the council is working hard on ensuring we are an employer of choice and can attract people and minimise the pressures on our existing workforce.

Appendix 1 - Savings Schedule

Service	Description of Saving	Type	RAG Impact	Amount of Saving				FTE Impact
				2023/24	2024/25	2025/26	Total	Indicative
				£'000				
Developing partnerships, service efficiencies and improvements								
Children's Safeguarding	Managing Demand – Saving assumes that growth of placement numbers will be at a rate of 78 per annum across Looked After Children and Permanence placements, whereby average cost of placement is £25k p.a.	Efficiency	Potential to improve outcomes through prevention and more appropriate placements.	3,000	3,000	2,000	8,000	None
	Mockingbird - Programme nurtures the relationships between children, young people and foster families supporting them to build a resilient and caring community of six to ten satellite families called a constellation. The Mockingbird constellation builds links with other families and individuals important to the children's care plans and to resources in the wider community which can provide them with enhanced opportunities to learn, develop and succeed. This model has been applied elsewhere and has led to greater placement stability and carer retention. It is expected that over a three-year period 2 external residential placements and 4 external fostering placements can be avoided.	Efficiency		47	219	257	523	None

	Use of Reserve – to off-set recent increase in cost of external residential placements, one year only.	Use of Reserves		500	(500)		0	
	Thriving Families - is a whole family, strengths-based approach to child protection. Work is undertaken by children's social workers, adult mental health practitioners, substance misuse and probation officers, working together as one team. Joint knowledge and expertise are used to assess the needs of the whole family, supplying services to meet those needs, and supporting parents to achieve sustained change for themselves and their children. There is empirical evidence that risks to children can reduce, reducing the need for children to come into care and requiring child protection planning. The cost benefit analysis shows that 22 placements can be avoided 2024/25 to 2025/26.	Efficiency			500	500	1,000	None
Children's Safeguarding	Shared Care - It was found that an edge of care service supporting children who have a learning disability and/or autism is needed. The plan is to support six children, splitting the week between the children to ensure there is only three children at home at any one time. Where needed the service will offer outreach support to children's families. It will promote education, health, and activities. Clothing will be provided by the family, foster carer/guardian etc. Children will be collected dropped off, as well as transported to education on the days children are at the home. The plan is to develop and test this in in 2023/24. The savings proposal assumes cost avoidance of 4.5 external residential placements and a further 1.5 placement external fostering placements.	Efficiency	Improving outcomes through more optimal approach to supporting Child with Disability		351	351	702	None

Children's Safeguarding	The Thriving Babies - Confident Parents Project is about promoting the health, wellbeing and safeguarding of children through working differently with their parents during pregnancy to improving outcomes for babies so they can thrive by having safe, stable, permanent homes, still being with their families and communities. The proof of concepts has been trailed and will be rolled out throughout the city. To date the program has worked with 118 cases, 110 babies have remained in the care of their family and 8 have become looked after - to date. The 118 primary care givers had previously 81 children removed from their care prior to working with Thriving Babies showing the complexity of this cohort. Numbers of babies taken into care across the city have reduced since the implementation of Thriving Babies in Jun-21. Based on this evaluation and after taking account of savings proposal outlined in it is proposed a further £200k savings can be made from the project, this equates to 15 internal foster care placements over the course of the year and a further 4.5 internal foster care placements thereafter.	Efficiency	Potential to improve outcomes through prevention	300	90		390	None
Service Efficiencies								

Education	<p>School Crossing Patrols – There are 90 school crossing patrols. The patrols are rated red, amber or green in terms of road safety. 21 are rated as red, 36 rated as amber and 33 rated as green. The Council undertook significant capital investment from 2018 to 2022 in total £6.18m. This work has led to eight crossing changing their rating to green. Council policy is that it funds staffing for red and amber locations. If a crossing location is green, or is regarded as green, the school is given the choice to fund the patrols costing £6k per year. Whilst SCP (School Crossing Patrols) are not a statutory service they are key road safety measure. It is proposed that SCP are financed by the Road Parking and Bus Lane Penalties Reserve instead of Council budget on an on-going basis. In accordance with the reserve's conditions road safety measures can be charged to the reserve. Further capital support will be provided to support the investment in school crossing patrols to reduce the call on future reserves.</p>	Efficiency	These savings have been identified as deliverable without impacting on delivery		100	286	386	None
Children's Safeguarding	<p>Early Help - the service's gross budget is £8.9m, it is funded by grant and Council budget. The grant supporting the service is set to increase by £2m, it will receive additional Family Hub (£1.5m) and Supporting Families grant (£0.5m) next year. This extra targeted investment has allowed services to be reviewed and streamlined to release £0.590m. Following a line-by-line review of the £0.550m of the proposed saving will be achieved through reducing contingencies built into the existing budget. £50k of 2023/24 saving will be achieved through the ending of a contract. This approach will not impact on service delivery or expected outcomes as savings are being made through service efficiencies.</p>	Efficiency	These savings have been identified as deliverable without impacting	430	160		590	None

Directorate	Vacancy Factor - There are 1,437 full time equivalent staff in the Directorate. A key budget assumption underpinning the financial plan is that staff are assumed to be at top of their pay scale minus a percentage ranging between 2.5% - 10%. New staff typically start on the bottom of their post's pay-scale. After reviewing the last three years staff turnover, it is proposed that an added 0.2% vacancy factor can be applied to workforce budgeting.	Efficiency	on delivery	134			134	None
				4,411	3,920	3,394	11,725	

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Appendix 2 – Pressures/Investment/Inflation/Demography

Service	Description of Pressure	2023/24	2024/25	2025/26	Total	FTE Impact
		£'000	£'000	£'000	£'000	Indicative
Children's Safeguarding	Early Years - The Dedicated Schools Grant (DSG) is significantly overspent and is subject to a recovery plan. Following a line-by-line review of spend and to reduce pressures it is proposed that £0.940m commissioned training support in relation to early years high needs will no longer be charged to the high needs block and charged to Early Years council budget instead, additional Council budget will be allocated to accommodate this transfer.	940			940	
Children's Safeguarding	Reversal one year saving – one year use of reserve reverses in 2023/24 £1,409m and £100k Early Years saving 2023/24 and 2024/25	1,309	-100		1,209	
Investment						
Children's Safeguarding	Take a Breath - it is proposed that both in-house solutions and longer term enhanced solo residential provision is developed. Two/three multi-building registrations are proposed. One to apply additional capacity to an existing Manchester in-house residential resource and the others with a commissioned provision with a trusted provider. These would be delivered as an internal service and that the commissions would be a direct award. These services would support children presenting in A&E/paediatrics, current admitted on ward and or in tier 4 acute provision with unstable placement/no place to return up to 18 years. The cost of this investment is £1.4m in total, in line with current Multi-Agency Resourcing Arrangements circa the revenue cost of the provisions will be met by the Council, £1m and the balance will be supported by Health. It is anticipated that this provision will reduce the need for high-cost	915			915	15

	external residential placements, the cost saving is estimated to be £366k per annum.					
Children's Safeguarding	Short Breaks - Provides disabled children and young people with a chance to spend time away from their parents, relax with friends and have fun. They also provide families with a break from their caring responsibilities. Not all children and families will need the same level of short breaks, and some will need more than others because of the impact of their child's disability or their individual family circumstances. If a child qualifies for a specialist's short break they can receive support via a grant, a direct payment for the cost of the child's activities and services. The current short break's budget is overspent due to a rise in the number of children that qualify and want a direct payment.	125			125	
Children's Safeguarding	Social Work International Recruitment - In March 2020, Children's Services introduced a 5-year workforce strategy which set out the ambition to develop, build and maintain a stable, talented, and confident workforce which is key to supporting the Council to be judged 'good to better' by Ofsted. The strategy included a range of proposals including service redesign, stronger performance management, workforce initiatives and the application of market rate supplements. Implementation of the strategy has led to a reduction the staff turnover. However, nationally there is a growing shortage of children's social workers in the UK, this in turn has led to nationally councils' spending on agency staff has increased sharply in five years. Whilst number of agency workers has not reached levels it has in many councils Manchester has had to increase its use children agency workers this year, the current position is not sustainable. To attract diverse and experienced social workers the city is looking to recruit from abroad. Social Work Vacancy Factor - In 2022/23 the Council proposed an additional 1% workforce saving. This saving was arrived at by increasing budget assumptions on rate of vacancies and not assuming employees would be at the top of their salary scale. The budget assumptions applied to Children's Social Work need to be adjusted	748			748	

Children's Safeguarding	Family Group Conferencing - Is a family-led meeting in which the family and friends network come together to plan for a child. The process is supported by an independent coordinator who helps the family prepare for the family group conference. Children are usually involved in their own family group conference, often with support from an advocate. It is a voluntary process and families cannot be forced into one. Where successful it helps children remain within their families whilst improving their lived experience. Research confirms that placing children in kinship foster care helps them maintain important family and community connections. The Directorate is looking to set-up another FGC team.	250			250	8
Children's Safeguarding and Education	Foster Care Recruitment and Project Management - Mockingbird scheme enables foster parents are to support other foster parents, this is a critical strategy for foster parent retention. Carers cite that they quit because they feel a lack of support for the responsibility they have taken on. FGC and Mockingbird outlined in are just two measures the Fostering service is looking to develop to promote kinship care and increase the number of internal foster care placements over a period. The service plans that future recruitment campaigns will focus on utilizing existing foster parents to help recruit additional foster homes. Rather than relying on general marketing campaigns and setting up tables at fairs – which increase public awareness but have not always been effective recruitment strategies. The service's focus is on supporting existing foster parents as partners to recruit prospective foster parents from their own networks. This is known to work. Additional budget is required to publicise, and project manage this approach.	98			98	1
Children's Safeguarding	Family, Drugs, Alcohol Courts - Parental substance misuse is a common reason for families becoming involved with children's social care in England. FDAC aims to help parents address their substance misuse issues, improve family functioning and reduce the need for children to enter care. This is a multi-disciplinary service model which aims to improve the coordination of services for families, such as social services, substance abuse treatment,	164			164	Appendix 2, Item 7a

	therapeutic services, domestic abuse intervention, employment, and housing. This package of support is overseen by a court, which monitors parent's compliance and administers rewards and sanctions. Manchester is looking to invest in this alternative to traditional care proceedings with other Greater Manchester Combined Authorities.					
Children's Safeguarding	Placement and Home to School Transport pressures - Due to national shortage of placements the Local Authority where appropriate is having to place children in external residential provision, this is adding pressure to the placement's budget. Manchester is looking to increase capacity through Take a Breath and development of local residential provision. Delay in implementation of route planning software may lead to pressures in bringing the HTST budget back into balance.	1,000			1,000	
Total		3,300	0		3,300	24
Inflation						
Education	Home to School Transport – This is a statutory service and provides transport to eligible children at the start and end of the school day. The total budget for this service is £9.7m p.a. The increasing number of pupils with Education, Health, and Care plans (EHCP) because of increasing levels of need have resulted in more individualised and specialised packages of support being put in place. In addition, the extension of Education, Health, and Care Plans (EHCPs) to young people aged up to the age of 25 has seen an increasing number of young people eligible and requiring transport for longer. The service is currently overspent by £2.5m, of which £1m is inflation, relating to: fuel costs, driver availability and vehicle maintenance costs. The full year effect of inflation is expected to be an additional £0.5m next financial year. The service is planning to manage the balance of the pressure, estimated to be £1.1m, by working with parents and carers to co-design the response and through route planning, re-commissioning of routes, and the promotion and support of independent travel training, where appropriate. In order to balance	500			500	

	the budget next year, it is of paramount importance that the route planning software is implemented in time for the new academic year.					
Children's Safeguarding	Internal placements - Manchester has always sought to internal foster carers. Current inflation and cost of living pressures will need to be recognised in order to support carers.	1,966			1,966	
Children's Safeguarding	First Home Grant for Carer Leavers - is aimed to help young care leavers establish themselves independently for the first time. Currently the grant can be to a maximum of £2k, the impact of inflation has not been recognised for several years. Following an assessment on the rising cost associated with the move to independence it is the Directorate's view that the grant be uplifted to £3k, the impact of this proposal is estimated to be £113k. Winter Payment for Care Leavers - about 413 Care Leavers live in their own tenancy and or are responsible for paying utility bills. It is proposed that they would receive £10 per week for 6 months winter payment, at cost of £108k. Feedback received from Care Leavers that received this payment this year and is that it has made a huge difference to young people. This payment has been paid this year from a grant, at this stage MCC is not expecting the grant next year.	221			221	
Total		2,687			2,687	
Demography						Appendix 2, Item 7a
Children's Safeguarding	Budget identified for demographic growth in Children's and Education Services. The demand has been determined based on the demographic numbers on which the 2020/21 budget was set compared to the current	2,072	2,125	2,174	6,596	
Education		285	294	305	884	

	position and potential increase in demand informed by 3% population growth predictions.					
Total		2,357	2,419	2,479	7,225	

Appendix 3: Indicative Medium-term budgets by service

Service Area	2022/2023 Budget	2023/2024 Indicative Budget	2024/2025 Indicative Budget	2025/2026 Indicative Budget
	£'000	£'000	£'000	£'000
LAC Placements	48,433	51,593	50,508	49,945
LAC Placement Services	7,210	7,478	7,478	7,478
Cared 4 Children & Leaving Care	14,533	15,623	15,623	15,623
Children Safeguarding Service Areas	36,723	37,477	37,127	37,127
Education Services	6,668	6,793	6,442	6,091
Home to School Transport	11,883	12,668	12,853	12,852
Targeted Youth Support Services	841	841	841	841
Children's Strategic Management and Business Support	5,761	5,761	5,761	5,761
Total	132,052	138,234	136,633	135,718

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Appendix 4: Indicative Medium-term budgets by type of spend / income

Children and Education Services Budget	2022/2023 £000	2023/2024 Indicative £000	2024/2025 Indicative £000	2025/2026 Indicative £000
Expenditure:				
Employees	64,395	70,814	70,850	70,535
Running Expenses	463,552	530,011	527,848	522,964
Capital Financing Costs	358	358	358	358
Contribution to reserves	1,402	1,748	48	48
	529,707	602,931	599,104	593,905
Sub Total Subjective Expenditure				
Less:				
Other Internal sales	1,109	1,109	1,109	1,109
Gross Expenditure	528,598	601,822	597,995	592,796
Income:				
Government Grants	386,955	451,144	451,512	448,361
Contributions from Reserves	2,966	4,760	2,166	1,033
	5,162	6,221	6,221	6,221
Other Grants Reimbursements and Contributions				
Customer and Client Receipts	1,415	1,415	1,415	1,415
Other Income	48	48	48	48
Gross Income	396,546	463,588	461,362	457,078
Total Net Budget	132,052	138,234	136,633	135,718

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Appendix 5: Grant Summary

Grant Description	Service Area	2022/2023 £000	2023/2024 Indicative £000	2024/2025 Indicative £000	2025/2026 Indicative £000
Dedicated Schools Grant	Schools	342,750	365,990	382,990	382,990
Pupil Premium	Schools	24,099	24,646	24,646	24,646
School Improvement Grant	Schools	424	-	-	-
Universal Infant Free Schools	Schools	3,798	3,748	3,748	3,748
Youth Justice Board	Children's	1,161	1,419	1,419	1,419
Unaccompanied Asylum Seekers	Children's	9,693	9,683	9,683	9,683
LASPO – Remand	Children's	687	657	657	657
Childrens Workforce Dvpt Council	Children's	25	-	-	-
Troubled (Supported) Families Grant	Children's	3,782	3,782	3,782	3,782
Key Stage Two Stat Moderation Grant	Education	17	-	-	-
Staying Put Grant	Children's	517	517	517	-
Adoption Support Fund	Children's	-	3	3	3
Assessed and Supported Year of Employment Grant	Children's	-	116	116	116
Devolved Formula Capital (DFC)	Schools	-	637	637	637
Extended PA Grant	Children's	-	191	191	191
Family Hubs	Children's	-	1,546	1,895	1,895
Keeping Children & Young People Safe: Drama Therapy	Children's	-	73	73	73
Mainstream Schools Additional Grant (MSAG)	Schools	-	17,000	-	-
Music Grant incl. Add Funds Re TPS Relief	Schools	-	967	967	967
National Probation Service (NPS)	Children's	-	10	10	10
NIHR 302070 Fellowship Award	Children's	-	31	31	31
PE & Sports Grant	Schools	-	1,889	1,889	1,889
PFI Grant Wright Robinson	Schools	-	3,290	3,290	3,290
PFI Grant Oasis Temple	Schools	-	373	373	373

Post-16 Pupil Premium Plus - Virtual Schools Pilot	Education	-	325	325	325
Pupil Premium Grant (PPG) LAC	Schools	-	2,415	2,415	2,415
Recovery Premium	Schools	-	3,541	3,541	3,541
Rough Sleeping Grant	Children's	-	116	116	
Reducing Parental Conflict	Children's	-	96	96	
Safe Taskforce	Schools	-	1,427	1,427	
School-led Tutoring Grant	Schools	-	5,682	5,682	5,682
Staying Close	Children's	-	471	490	
Transformation Grant (YJ)	Children's	-	100	100	
Turnaround Grant	Children's	-	376	376	
Young Women's & Girls Fund	Children's	-	29	29	
Government Grants Totals			386,955	451,144	451,512
				448,361	

Manchester City Council Report for Resolution

Report to: Children and Young People Scrutiny Committee – 8 February 2023
Executive - 15 February 2023

Subject: Schools Budget 2023/24

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

Summary

Dedicated School Grant (DSG) is a ring-fenced grant of which the majority is used to fund individual schools budgets in maintained schools and academies in the city, early years nursery entitlement and provision for pupils with high needs including those with Education Health & Care Plans (EHCPs) in special schools, special provision and mainstream schools in Manchester and out of city.

Councils receive and manage the DSG within four blocks: schools, central school services, high needs and early years. A large proportion of it is paid directly to schools and other settings to provide the majority of education services. A proportion of the DSG is provided to the Council to deliver education services.

Most of the DSG arrangements for 2023/24 remain unchanged with the grant continuing to be allocated to councils in four blocks based on a national formula, but councils can continue to fund schools on the local formula.

This report provides a summary of the confirmed DSG allocation from the 2023/24 settlement announced in December which was reported to Schools Forum on the 16th January 2023. Schools will receive a new grant from April 2023, this grant is also outlined in the report.

Recommendations

The Committee is recommended to:-

Consider the content of this report and comment on the proposed changes which are relevant to the remit of this scrutiny committee

The Executive is recommended to approve these budget proposals.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget
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proposals.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti Poverty Assessment.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the City; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The changes included within this report are officer proposals and, subject to Member comments and consultation, these will be included as part of the 2023/24 budget preparation.

Financial Consequences – Capital

None directly arising from this report.

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Background documents (available for public inspection):

Not applicable

1. INTRODUCTION

- 1.1 Dedicated Schools Grant (DSG) is a ring-fenced grant. A new additional funding grant is also outlined in the report. DSG is made up of four blocks: schools (SB), central school services (CSS), early years (EYB), and high needs (HNB). Table one sets out the number pupils and of school/providers DSG supports.

Table One: Schools/Provider supported by DSG

Dedicated School Grant (DSG)	Schools/Providers	Pupil Numbers
Nursery Schools	2	88
Private, Voluntary and Independent Sector	460	15,013
Primary Schools & Academies	135	53,877
Secondary Schools & Academies	31	35,293
Special School Schools & Academies	17	2,618
Mainstream Education, Health and Care Plans	165	2,605
Post 16 EHCPs	36	602
Out of City Places	54	643
	Full Time Equivalents	
Council Staff	126.5	

- 1.2 This report which for ease of reference is structured as follows:

Section 1 Introduction
 Section 2 Outline of the 2023/24 DSG allocation
 Section 3 Additional Schools Grant 2023/24
 Section 4 Schools Forum

2. DEDICATED SCHOOLS GRANT (DSG) 2023/24 ALLOCATION

- 2.1 The 2023/24 DSG notification was received 16th December 2022 and totals **£671.364m**. Table two provides a breakdown of the grant across the DSG blocks and sets out why the grant changed between 2022/23 and 2023/24. The overall increase in DSG since last year is £37.930m, table two also sets the movement since last year.

Table two: DSG settlement 2023/24 compared to 2022/23

	Schools £m	Central Services School £m	High Needs £m	Early Years £m	£m
2023/24	503.271	3.753	122.847	41.494	671.364
2022/23	475.054	3.868	114.540	39.972	633.434
Difference	28.217	-0.115	8.306	1.521	37.930
The difference is a result of the change in £m:					
Formula	21.344	-0.160	7.338	1.521	30.044
Pupil Numbers	7.398	0.044	0.968	0.000	8.411
Growth Fund	-0.525				-0.525
Difference	28.217	-0.115	8.306	1.521	37.930

- Above excludes the additional funding of £22.250m detailed in section 4: Mainstream schools (£17.241m) and High Needs Block (£5.009m), Schools Block
- 2.2 The Schools Block allocation of £503.271m has been calculated bottom up on the basis as if the national funding formula (NFF) was applied at school level. On average the DfE has increased the formula determined by pupil level data by 3.5%.
 - 2.3 This part of the grant will fund 82,492 pupils aged 5-16 years. Primary pupil numbers have marginally increased in 2023/24 (+46 pupils), while secondary numbers continue to grow (+1,006 pupils).
 - 2.4 The Council will allocate funding in line with the locally agreed formula. Based on previous decisions and affordability all Manchester primary and secondary schools should receive between a minimum increase of 0.5% and maximum of 3.2% increase on a per pupil basis.
 - 2.5 Individual schools funding is based on pupil numbers and their characteristics, such as whether pupils are eligible for free school meals plus premises related characteristics. Pupil related and other funding within most of the local formula allocation has been increased by 3.25%, the only significant change is the funding allocated to schools that are subject to Private Finance Initiative (PFI).
 - 2.6 Manchester has two PFI schools, where buildings for the schools have been procured and facilities managed under the scheme. Under the scheme, responsibility for building and managing infrastructures and services has transferred to a private consortium, including banks, financiers, and a construction company. Payments for the building and facilities are uplifted year on year in line with inflation, due to the significant increase in the rate of inflation the costs associated with PFI charges have increased more than expected, the overall impact of this is **£331k** on the schools funding block.

Central School Services Block (CSSB)

2.7 The CSSB allocation is **£3.753m** and supports the Council's role in education. It comprises two elements:

- 'On-going Responsibilities' - funding for this is determined by number of pupils and deprivation. It funds the admissions service, copyright licenses, servicing of Schools Forum and duties local authorities have for both maintained schools and academies
- 'Historic Commitments' (previously known as Combined Services) - funding for this is based on past actual costs.

2.8 The per pupil amount for 'On-going Responsibilities' has reduced by 2.5% which equates to per pupil reduction of £1.08 to £42.02 per pupil. The impact of the reduction in the rate per pupil has been partly mitigated by an increase in Manchester's pupil numbers, resulting in an overall net reduction of £44k, this on-going reduction will need to be managed going forward.

High Needs Block (HNB)

2.9 The HNB allocation is **£122.847m** and provides increased funding for children and young people with special educational needs and disability from early years to age 25 years. The DfE has allocated an additional £0.97bn to the HNB nationally. Manchester's additional HNB grant is **£8.306m**, an increase of 7.25% compared to 2022/23, this is £1m higher than previously expected.

2.10 The Council has also received an additional £5.009m of funding for high needs, this was following the Government's autumn statement, announcing additional £2bn funding for schools. Council plans to allocate the £8.306m and £5.009m, total of an **£13.315m** increase in the following way:

Table three: High Needs Budget Outline

Budget	£000's
Special School and Resource Units –	5,090
Mainstream Education, Health and Care plans Including post 16	3.764
Out of City and Other Council	1.838
Recovery Plan and in-year growth	2.623
Total	13.315

2.11 The HNB is currently in deficit and has a recovery agreed with Schools' Forum on the 19th November 2022. Following the Schools' Forum meeting a steering group has been established to have oversight of the delivery of this plan, actions to reduce the deficit along with the associated risks. The group comprise officers from education, finance, commissioning, and Schools' Forum representatives.

2.12 If the plan does not address the deficit the gap in the HNB increases year on year over the next three years, and give the significant risk if demand is not managed the deficit will increase significantly.

- 2.13 Included in the recovery plan is the option to request a 0.5% transfer from the schools block to the HNB, this would contribute c.£2.4m to the HNB recovery position. At this stage given the settlement and recovery made to date, Manchester does not intend to propose a 0.5% transfer in 2023/24.
- 2.14 However, the work to strengthen special educational needs support and prevention of needs escalating and will need time to embed before the desired impact of reduced requests for an Education, Health and Care plan requests is felt. It would also seem counter intuitive to take funding out of school budgets at a time when this funding is required to support these developments.

Early Years

- 2.15 The early years funding £41.494m and is provisional, this reflects the 2023/24 early years national funding formula (EYNFF) rates for all councils published in December 2022. Funding will be finalised at later date.

- 2.16 Key changes are:

- Two-year-old rate is increasing by **6p** (1.06%).
- Three and four-year-old rate is increasing by **22p**.

This includes the rolling in of the teachers' pay and pension grant (TPG) and teachers' pension employer contribution grant (TPEGC) into the EYNFF. Excluding this, the rate increase equates to 0.93%. of the 22p per house, 5 p per hour will be passed onto all providers, 17p will be earmarked for settings that have teachers.

3. ADDITIONAL SCHOOLS FUNDING 2023/24

- 3.1 Manchester has been allocated £22.250m from the Government's £2bn additional schools funding, on-top of the 2023/24 DSG. This additional funding provides support for schools (reception to year 11) for pay and inflation increases. The funding does not include any allocation for early years or post-16. For 2023/24 this is in the form of a separate grant, the DfE intend to incorporate this funding into core budget allocations for 2024/25, so for schools 5 to 16 years, this will mean the funding being rolled into the schools national funding formula (NFF) from 2024/25.

- 3.2 The £22.250m allocation to Manchester is made up of:

- **£17.241m** for mainstream schools. This funding, Mainstream Schools Additional Grant (MSAG) is formula based and consist of three elements, within the NFF.
- **£5.009m** for special schools and alternative provisions, will be added to the HNB. Councils are required to pass on a 3.4% funding increase on top of the average place and top-up rates, following DfE formula.

4. SCHOOLS FORUM

4.1 The proposed Schools Budget has been agreed in consultation with Schools Forum on 16th January 2023 and included the following changes:

- All Manchester primary and secondary schools should receive a per pupil increase between 0.5% minimum and up to 3.2% on pupil-led funding.
- Manchester does not intend to propose a 0.5% transfer from the school block to high needs 2023/24.
- Early year rates two-year-old base rate increase by 6p. Three and four-year old 22p increase, to be passed onto providers by increase base rate by 5p per hour and adding a new quality supplement (17p per hour) to reflect the rolling in TPG and TPEGC funding into the funding formula.
- Central services school block (CSSB) funding has reduced on a per pupil basis by 2.5% despite there being additional burden due to the new admission code, with no reduction in other functions councils are required to provide.
- Additional Schools Funding 2023/24 will be allocated as a separate grant for mainstream schools. Special schools will receive a 3.4% funding increase on top of the average place and top-up rates, following DfE formula.