

Report of Chief Officer Partnerships

Report to Director of Children's Services

Date: 30th January 2018

Subject: Children and Families Service Redesign



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input type="checkbox"/> No

Summary of main issues

1. Our ambition in Leeds is to improve outcomes for all children and young people and we know we need to do more to make a difference for children and young people who are particularly vulnerable. We have made significant changes and improvement in safeguarding outcomes, this proposal is focusing on how we configure our services to ensure we improve learning outcomes for our most vulnerable learners including children and young people with special educational needs and disabilities (SEND).
2. We are using our partners in practice status to drive the changes required to build an integrated early support offer. Progress in relation to the city's obsessions for children and families is dependent on a consistent Early Help approach and effective service delivery underpinned by the Leeds Practice Model.
3. A review was carried out working with the extended leadership team in children's services and these proposals reflect the feedback received with an emphasis on a more integrated leadership approach with matrix management arrangements more clearly defined where this is appropriate.
4. **Recommendations**
 - 4.1 The Director of Children and Families is asked to approve the proposed changes to the staffing structure including the deletion of 6 posts and application of the

Managing Staff Reductions Policy for the 6 members of staff identified as being at risk of redundancy.

- 4.2 To approve the creation of new roles of Head of Learning Inclusion (Dir 60%), 2x Early Help Service Delivery Managers (Dir 45%) and 2x Service Improvement Officers (PO6).
- 4.3 Approve the re-grading and re-designation of the Chief Officer Learning and Improvement post (Dir 80%) to Chief Officer Social Work (Dir 70%)
- 4.4 Approve the establishment on the Childrens and Families structure on a permanent basis, the post of Chief Officer Audit and to redesiante this post as Chief Officer Resources & Strategy (Dir 65%).
- 4.5 Approve the recruitment to the following posts:- of Learning Improvement (Dir 70%), Head of Learning Inclusion (Dir 60%) 2x Service Delivery Managers Early Help (Dir 45%) and 2 x Service Improvement Managers (PO6)
- 4.6 Approve the proposed re-alignment of teams and associated line management changes.

1 Purpose of this report

- 1.1 This report sets out the outcome of the review of the management structure of Children and Families Services. The purpose of the review was to ensure the service arrangements were appropriate to drive improvements in educational outcomes for vulnerable learners. This is the first review of the management structure since the Children and Families Directorate was established in 2011.
- 1.2 The report proposes staffing reductions in accordance with the Leeds City Council Managing Staff Reductions Policy. This decision has been subject to consultation with staff and trade unions.

2 Background information

- 2.1 In 2011 Leeds City Council brought education services, which had been provided by an arms-length company, Education Leeds, back into the council. Education services were merged with social care services for children creating a Children's Services Department. This involved around 2000 staff and was the biggest reorganisation in the history of the council.
- 2.2 The new Children's Services faced a number of challenges. Following two poor OfSTED inspections in 2009 & 2010, which concluded that 'children in Leeds are not safe' Children's Services were rated as 'inadequate' and subject to formal intervention by the Secretary of State. Only 66.5% of primary & 54% of secondary schools were rated as good or outstanding. In addition the Ombudsman had made a number of high profile judgements against the council in relation to services for children with special educational needs & disabilities.
- 2.3 The structure of the new service was established to reflect these challenges. Safeguarding and Targeted Services were brought together under a Deputy Director. This ensured that there was an integrated range of services available to support children and families designed to provide the right type of service as early as possible in the life of the problem.
- 2.4 In addition to Safeguarding & Targeted Services a Complex Needs Service was created. This brought together a range of services for children with special educational needs and disabilities, including the social work teams, residential homes, educational psychology, SENIT and SENSAP. This ensured that there was a joined up response to children with complex needs and a focus on improving services that had been poorly performing. This management structure was also designed to enable the education and learning part of the directorate to focus on school improvement and the children's social work service to drive improvement in Social care. However, the management structure of the new service did present some challenges. All schools have vulnerable learners but some of the services needed to support those children eg the educational psychology service were not within education and learning service and senior managers had to attend 2 sets of management meetings and managers in social work service received professional and managerial supervision from two different managers.

- 2.5 Since the establishment of Children's Services in 2011 considerable progress has been made. In 2012 the service came out of formal intervention and in 2015 were rated as 'Good' by OfSTED with 'outstanding' Leadership, Management and Governance.
- 2.6 Between 2010 and 2015, the percentage of schools and other settings judged to be good or better increased significantly. In 2010, just 66.5% of primary schools and 54% of secondary schools were good or better. The number of schools rated Good or Outstanding in 2017 has risen to 88.9% at primary and 69.8% at secondary.
- 2.7 At the start of the improvement journey, the Children and Young People's partnership identified 3 'obsessions' that they wanted to have a relentless focus on as there were issues that had a significant impact on the lives of children and young people.

- **Looked after children**

The number of looked after children has been safely and appropriately reduced from 1,450 (2011) to 1,255 (2017). A 13.4% reduction at the time when numbers nationally rose by almost 11%

- **Not in Employment Education or Training (NEET)**

The number of young people not in education employment and training has reduced from 2209 (2011) to 1,443 (2016), a 31.3% reduction

- **School Attendance**

The number of children not attending school at primary phase has reduced from 5.2% (2011) to 4% (2016). This has seen Leeds ranking rise from 92nd to 60th. Secondary absence shows a similar improvement over this period from 7.6% to 5.6% and our ranking has improved by 12 places

- 2.8 In recognition of this progress in 2016 Leeds was given Partner in Practice status by the Department for Education. As a partner in practice Leeds has been awarded £9.6m over 3 years to develop and disseminate innovations in practice. As part of this programme of innovation, children's services are establishing restorative early support teams to enhance our early help offer in clusters. Working alongside existing cluster services, the restorative early support team will provide support to families to reduce the need for more intensive intervention including the need to become looked after.

Leeds had a positive SEND local area inspection in December 2016, this highlighted many strengths in the approach we take in Leeds in relation to the voice of the child and our approach to working in partnership. We are supporting other areas in their implementation of EHCP and are a national demonstrator site for preparation for adulthood.

However, Leeds is ambitious for its children and wants all children in Leeds to be able to reach their potential. Despite the progress made outcomes for children with SEND are still not as good as in comparable authorities and Leeds

has not closed the attainment gap between vulnerable learners and the rest of the school population. Ofsted commented that academic progress is poor, particularly for secondary-age young people who require support for their special educational needs.

To address this Children and Family Services and partners have established a new focus on the three As; attendance, achievement and attainment. Leeds was the first in the country to establish a joint Social, Emotional and Mental Health strategy with the NHS and the local authority has invested £45 million to create world class education provision for children with SEMH.

To support these developments Children and Family Services have undertaken a review of existing structures and management arrangements with a focus on driving improvement for vulnerable learners and children with special educational needs and disabilities

2.9 The review was underpinned by the following principles:

- Service design; to deliver improved outcomes for children and young people in Leeds.
- Service alignment; to facilitate working in partnership within and outside the directorate maximizing impact on outcomes.
- This review will also be undertaken working restoratively with leaders and staff who will be impacted and those services affected by the changes.
- All aspects of children's services will be considered in terms of the impact of any changes.

2.10 The Children and Families extended leadership forum have been involved in the review. An OBA session was held focused on "what can we do differently to improve outcomes in Leeds?" Using the feedback from these session a draft structure was developed which was shared with the extended leadership team at a further session. Group and individual feedback was used to revise the proposals further and arrive at the proposals set out below.

2.11 Staff who may be affected by the proposed changes in the structure of the service, have been informed. The service review takes place in the context of corporate HR policies and procedures including the Flexibility Protocol and Managing Staff Reductions Policy.

2.12 The new structure will be implemented at the end of the formal process of consultation and will be formally reviewed with the extended leadership team and staff at the end of 6 and 12 months to ensure that they are working as anticipated.

3 Main issues

3.1 The new structure has been designed to strengthen and improve outcomes for vulnerable learners including those with special educational needs and disabilities and to ensure appropriate line management arrangements are in place for the new restorative early support teams. As the context in which the Children and Families directorate is operating is significantly different than that in 2011 the separate complex needs service was developed at the time with a

focus on establishing services with a focus on children with SEND and ensuring the statutory requirements of the Children and Families act were implemented. As our improvement journey has progressed, now is the time to review and re-shape with a new structure proposal with a greater focus on raising educational outcomes for vulnerable learners.

- 3.1.1 The increase in the number of children referred for EHCP and the shift of children with additional needs from mainstream into specialist provision is creating pressure on specialist places. This reflects the national picture- children with statements or EHC plans are now more likely to attend a special school than a mainstream school. This reflects rising numbers of children with complex needs over the past decade.
- 3.2.3 This proposal will also support the early help agenda of the REST teams. Early help support for clusters needs a coordinated response from the learning inclusion teams reducing duplication of resources and most effectively deploying resources for the most vulnerable learners. This will enable responses to be coordinated in relation to cluster area needs or specific schools in a planned way.
- 3.2.4 The proposal also includes transferring the Child Health and Disability social work service and services for disabled children in residential care into the social work service- there is a matrix management arrangement under the Head of Social work currently. This change formalises the professional line management arrangements bringing the service into the wider social work team, including the Occupational Therapy service.
- 3.2.5 The line management arrangements for SENSAP will remain reporting to the Chief Officer Partnerships and Health who will continue the strategic lead around specialist SEND provision for the city, working closely with the Deputy Director for Learning and Head of Learning Inclusion. The SENSAP lead will have a matrix management arrangement with the Head of Learning Inclusion.
- 3.2.7 Progress in relation to the city's obsessions for children and families is dependent on a consistent Early Help approach and effective service delivery underpinned by the Leeds Practice Model. There is a need to review the structure of the Early Help leadership team to achieve parity and clarity of roles and responsibilities. There are anomalies within the current structure that need to be addressed.
- 3.2.8 A greater emphasis is required on the quality of practice. The Early Help Leadership team must have the professional expertise, knowledge and experience to provide outcome focussed reflective supervision for workers at all levels to ensure robust risk management and effective individual case work. Historically there were three Area Head Targeted Services posts (Dir 52.5%) who covered Early Help and Targeted Services across the city. One Area Head left the authority in 2016 and was not replaced. It is proposed that the two remaining Area Head Targeted Services (Dir 52.5%) posts be deleted. Two Service Delivery Manager posts (Dir 45%) will then be created. This will bring greater equity of roles and responsibilities to the Early Help leadership team and deliver financial efficiencies. The two Service Delivery Manager posts will be

required to be social work qualified to meet the need that has been identified for a greater focus and scrutiny of frontline practice, the provision of professional supervision and the capacity for professional management of the social work qualified staff based in the RES teams.

- 3.2.9 There are a number of strategic priorities that must be reviewed and progressed in order for the service to be as effective and efficient as possible in achieving positive outcomes for children and families in Leeds. These include:
- The Cluster Offer / model / sustainability plan
 - Early Help workforce development / training / capacity and resilience building
 - Multi agency understanding and a partnership approach to the delivery of Early Help
 - Performance Management / Quality Assurance
 - Operational management and strategic development of RES Teams, MST, Rethink Formulation, Futures, internal and externally commissioned family support services, Families First, Stronger Families, Duty and Advice.

These priorities will be reflected in specific portfolios that will be held by individual Service Delivery Managers in the Early Help leadership team. The attendance service proposed to move into the Head of Learning Inclusion portfolio to ensure we have an integrated approach to children missing education.

- 3.2.10 Across the directorate in Social Work, Education and Complex Needs we have staff responsible for service improvement, practice improvement and best practice development. These proposals seek to bring all those staff together into one team to provide great focus and prioritisation for this crucial work. In doing so we can provide the resource to develop annual service improvement plans and target resources on the highest risk and/or areas of greatest priority as determined by the impact on outcomes. Evidence based and costed improvement plans should ensure we are focused on service improvements that generate the most in terms of outcomes. The team would also be fundamental in developing an annual self-assessment of efficacy and using this to plan for both service improvement and inspection readiness.
- 3.2.11 We have a gap in capacity around early years leading for the directorate on child care. This is a priority in the Inclusive Growth Strategy and the Leeds Talent and Skills Plan with regard to supporting parents into employment who have children and young people with SEND.
- To establish and promote a clear strategy and funding, for disabled children and young people, either to support the parents into employment.
 - To provide a lead in stimulating the early learning and child care market and to ensure necessary business advice of a suitable standard.
 - To provide a brokerage service available to parents who require additional support, specifically for parents of disabled children where the search for childcare can be more challenging.

We plan to recruit to a PO6 post to be part of the service improvement team.

3.3 Directorate Structure

In order to ensure we have the leadership capacity required to drive forward the changes required to improve learning outcomes and ensure we have sufficient senior leadership capacity to focus on the strategic priorities for the directorate; the following changes to the senior leadership structure are proposed:

3.3.1 Deputy Director- Children and Families Social Care

Deputy Director Post to be appointed to, Chief Officer Learning and Improvement post to be re-designated to Chief Officer Social Work, both posts are funded on the structure.

Head of Service for Safeguarding Quality Assurance and Practice to change reporting line directly to the Director of Children and Families services giving an independent reporting line to the Director.

3.3.2 Deputy Director Learning Services

Recruitment is underway for the Deputy Director for Learning (Dir 95%), the Head of Learning Improvement (Dir 70%) post will also be recruited, with the addition of the Head of Service for Learning Inclusion (Dir 60%), strengthening the learning leadership team. It is also proposed that the Chief Officer post which was temporarily re-graded and re-designated as Learning and Improvement will revert to the original post of Chief Officer Social Work and be permanently reinstated into the social work structure.

3.3.3 Chief Officer Partnerships and Health

Job title of Chief Officer to be amended to include Health, to reflect the strategic leadership role with health partners. Maintaining the strategic lead for specialist SEND provision in city and leadership around the statutory functions and requirements under the children and families act.

3.3.4 Chief Officer Strategy and Resources

As part of a Corporate Finance review, the post of Chief Officer Audit was transferred from Resources and Housing Directorate to the Childrens and Families Directorate. It is proposed to establish the post permanently on the Childrens and Families structure and re-designate the post to Chief Officer Strategy and Resources (Dir 65%). The current postholder will remain in post. The post is fully funded and will be part of the Childrens and Families Leadership Team. The Head of Traded Service is to move into this service as a direct report. Service improvement staff will be moved in to a team from across the directorate reporting to the Chief Officer Strategy and Resources.

3.5 Staffing Reductions

It is proposed to delete 7 posts from the structure in total, 6 members of staff would potentially be impacted. Details of these reductions are shown in Table 1 below. It is also proposed to create 5 new posts, re-designate one post and transfer one post from the Resources and Housing Directorate, which are also shown in the table below.

3.6 **Table 1 – Proposed staffing reductions**

Grade	FTE	Staffing cost (Full year)		Saving/Cost	FTE
		Post Deletions	New Posts		
<u>Post deletions</u>					
Dir 65 (Complex Needs)	1	102,170		-102,170	-1
Dir 52.5 (SEND area lead)	1	82,310		-82,310	-1
Dir 52.5 (SEND area lead)	1	82,310		-82,310	-1
Dir 52.5 (SEND area lead)	1	82,310		-82,310	-1
Dir 52.5 (Targeted Services area lead)	1	82,310		-82,310	-1
Dir 52.5 (Targeted Services area lead)	0.81	66,520		-66,520	-0.81
Dir 80% (Chief Officer Learning Improvement)	1	126,000		-126,000	-1
<u>New Posts</u>					
Dir 70% (Chief Officer Social Work) – Re-designated from Chief Officer Learning & Improvement	1		110,110	110,110	1
Dir 60% (Head of Service Learning Inclusion)	1		94,220	94,220	1
Dir 45% (Early Help)	1		70,380	70,380	1
PO6 (service improvement)	2	9	113,690	113,690	2

Total		623,930	388,400	-235,530	-1.8
Funded Posts					
Dir 65% (Chief Officer Resources and Strategy) – Post transferred from Resources & Housing Directorate	1		102,170	0	1
Dir 45% (Early Help)	1		70,380	0	1

3.7 The provisional timetable for individual consultation meetings for staff selected for redundancy is:-

- Individual Consultation Meetings week commencing 12th March 2018
- Decision Outcome Meetings week commencing 26th March 2018
- Appeal Deadline week commencing 9th April 2018

3.8 The provisional timetable for team consultation meetings for staff affected is:-

Team	Date	
Wider Leadership Team meeting	23 January 2018	
Acorn Lodge	29 January 2018	Sue Rumbold
Rainbow House	31 January 2018	Sue Rumbold
Educational Psychology team	7 February 2018	Sue Rumbold/Andrew Eastwood
SENIT	2 February 2018	Sue Rumbold/ Andrew Eastwood
SENSORY /STARS Meeting 1	31 January 2018	Sue Rumbold
Sensory / STARS Meeting 2	6 February 2018	Sue Rumbold
SENSAP	7 February 2018	Sue Rumbold
CHAD	1 February 2018	Sue Rumbold
OTs	1 February 2018	Sue Rumbold
EHE & Exclusions team	6 February 2018	Andrew Eastwood/Sue Rumbold
Head of Virtual School	6 February 2018	Andrew Eastwood
Attendance Service	8 February 2018	Andrew Eastwood/Julie Longworth
RES teams	8 February 2018	Julie Longworth
Signpost Teams	6 February 2018	Julie Longworth
FIS Teams	6 February 2018	Julie Longworth
LA employed Targeted Services Leads	6 & 8 February 2018	Julie Longworth
School Safeguarding Service		Dave Basker
Traded Services/Service Improvement (Meeting 1)	2 February 2018	Tim Pouncey
Traded Services/Service Improvement (Meeting 2)	5 February 2018	Tim Pouncey

3.9 Job descriptions

The majority of job descriptions remain relevant. Job descriptions for proposed new posts have been developed and are subject to job evaluation as follows;

- Head of Learning Inclusion (Dir 60%)
- Service Delivery Manager - Early Help (Dir 45%)
- Service Improvement Officer (PO6)

In addition, the job description for the post of Chief Officer Social Work which is to be re-designated, will be revised and again will be subject to job evaluation.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The proposal has been prepared for the following consultation with the Executive Member for Children and Families. The scale of the proposal has also been discussed with colleagues from Finance regarding the wider budget implications for the service.

4.1.2 A pre consultation meeting was held on 23rd November 2017 with the Children and Families leadership forum. The leadership team were asked to give feedback on how the service can be designed to be able to work better to improve the outcomes of children in Leeds and to realise budget savings. The feedback was taken into consideration when developing the final proposals as detailed in the table below:

Feedback	Service review considerations
<p>Early Help More integration between Targeted services/Restorative Early support/Early help. Assessments are streamlined and there is more action and support at point of EI with a single plan. A balance of family support vs social work and a defined local offer.</p>	<p>Creation of SDM roles to focus on the quality of practice, the Early Help leadership team must have the professional expertise, knowledge and experience to provide outcome focussed reflective supervision. This will enable the development of processes to develop a single plan</p>
<p>SEND Closer links across services and to have closer working with the school system for outcomes.</p>	<p>Creation of Head of Learning Inclusion post to be managed within the Learning Service.</p>

City wide organisation with clear leadership within the learning service.	Bringing together SENIT, Educational Psychology and EHE and exclusions services under the head of service enabling the development of professional working relationships and joint practice around case work, training and school knowledge.
Learning Services Move focus from universal to more vulnerable learners, to remove the siloes. More engagement and matrix working across services and for learning to be everyone's business.	Head of Learning inclusion and services described above to move into Learning services to focus on support for vulnerable children in schools to prevent the need for children and young people to access specialist provision unless that is specifically needed.
Budget savings Protect the frontline service from reductions, To use our PiP status to drive change Locate teams with closer integration, Spend more on early intervention and family support Streamline the number of teams within overall service.	 Savings proposed protect the frontline, all reductions in posts at JNC level. PiP funding to increase SDM capacity to give additional capacity to develop our early help offer. Proposal to bring together SENIT under the same line management and closer alignment of Early help services under Early Help SDM leadership. Thus reducing the number of teams and requirement for senior leadership roles.

4.1.7 A JCC meeting was held with trade unions on 6th December 2017 in which they were informed of the consultation which will be held to re-design Children and Families Services.

4.1.8 A second consultation with staff was held on 8th December 2017 for the extended leadership team in which they were asked to give their individual feedback on the new proposed structure plans. Issues raised by the complex needs team has been taken into consideration in the proposals, there is a commitment to ensuring the connection between with specialist and statutory functions and the learning inclusion services remains strong and productive. The proposed matrix management arrangements will ensure that there is a cohesive approach to service delivery whilst ensuring there is sufficient senior leadership capacity to lead on the wider ranging SEND agenda.

4.2 **Equality and Diversity / Cohesion and Integration**

An equality impact assessment tool and full report has been completed and is

attached at appendix 3

4.3 Council policies and Best Council Plan

4.3.1 The service change and re-design supports the refreshed Children and Young Peoples Plan. The proposals are designed to enable children and family services to maximise the impact of service delivery on outcomes with a particular emphasis on achievement and attainment reflected in the expansion of the 3rd obsession to attendance, achievement and attainment (the 3 A's).

4.3.2 The service changes and re-design will also support Best Council Plan priorities; to become a child friendly city, to give its citizens better lives and to build resilient communities.

4.4 Resources and value for money

The changes to service configuration and utilisation of external funding for key posts, also reducing the number of JNC posts in the structure and replacing with a smaller number of NJC posts will realise a saving of £235,530.

4.5 Legal Implications, Access to Information and Call In

This is a significant operational decision which will result in savings of £235,530. The decision will be recorded and published. The decision is not subject to call-in.

4.6 Risk Management

There are no significant risks arising from these proposals, the focus of all the changes are on aligning services to better improve outcomes for children and young people in Leeds, this has been done with full engagement of the senior leadership team and consultation with key partners.

5 Recommendations

5.1 The Director of Children and Families is asked to approve the proposed changes to the staffing structure including the deletion of 6 posts and application of the Managing Staff Reductions Policy for the 6 members of staff identified as being at risk of redundancy.

5.2 To approve the creation of new roles of Head of Learning Inclusion (Dir 60%), 2x Early Help Service Delivery Managers (Dir 45%) and 2x Service Improvement Officers (PO6).

5.3 Approve the reversion of the Chief Officer Learning and Improvement post (Dir 80%) back to Chief Officer Social Work (Dir 70%)

5.4 Approve the establishment on a permanent basis of the post of Chief Officer Audit and to re-designate the post to Chief Officer Strategy and Resources (Dir 65%).

5.5 Approve the recruitment to the following posts:- Head of Learning Improvement (Dir 70%), Head of Learning Inclusion (Dir 60%) 2x Service Delivery Managers Early Help (Dir 45%) and 2 x Service Improvement Officers (PO6)

5.6 Approve the proposed re-alignment of teams and associated line management changes.

6 Background documents¹

6.1 None

7 Appendices

- Appendix 1 Existing Staffing Structure
- Appendix 2 Proposed Staffing Structure
- Appendix 3 Equality Impact Assessment
- Appendix 4 Job descriptions

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.