

Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 13 July 2022
Subject:	Children's Services Restructure Proposals	
Report of	Cabinet Member for Children and Young People	

1. Introduction

- 1.1 This report is to seek Cabinet approval to progress with transformation of Children's Services.
- 1.2 The proposal requires additional investment of £2.633m to fund an additional 56.75fte posts, within a proposed service restructure, which would therefore require the department to formally consult with the affected employees. This includes estimates for associated costs including parking permits, retention payments, and ICT and telephony.
- 1.3 It is proposed that there will be two phases to the transformation, phase 1 is set out in this report and focuses primarily upon Early Help, Early Years, statutory social work, our duties to care leavers and placement sufficiency. A further Cabinet report setting out further detailed proposals for education, referred to as phase 2 will follow
- 1.4 Phase 2 will then focus on the transformation of services in relation to education and skills. The recently published schools white paper sets out a significant agenda for change, impacting on the role of the local authority. The Government has now published its schools bill setting out proposals for legislative change, re-defining the future role and responsibility of the local authority. Phase 2 will focus on increasing the effectiveness of Bury Council's Statutory Education functions and also a review of the non-statutory functions.
- 1.5 In phase 2 of the restructure, there still remains a need to review education functions which have historically been financed by the High Needs Block and therefore the expectation is that the education transformation agenda will require either limited or no additional financial investment at this time.

2 Background

- 2.1 This proposed restructure and request for additional funding is informed by the Inadequate findings from the recent ILACS Inspection and the need to re-align Education statutory functions within the Education Directorate. This restructured service will support the deliver our statutory requirements, it will improve our effectiveness and provide a service which delivers sustainable outcomes for our children and young people.
- 2.2 The proposed restructure redefines the areas of Early Help, Social Care, Education and Skills in order to provide a system wide focus on driving improved service delivery and transformation. The proposed team structures reflect the wider corporate strategic

intention of flatter organisational tiers and spans of control of 1 – 6 in most areas and recommends the disestablishment of 11 assistant team managers and 3 service managers in most areas within Social Care. This will strengthen management lines of accountability and promote stronger staff relationships, and where relevant reduce social work caseloads. This will support improved practice and are in line with expectations from Ofsted.

- 2.3 The strategic approach is aligned to our Let's Do It Strategy, and is a phased approach of initially doing the basics well focusing upon the statutory responsibilities and functions of Children's Services to evolving into more ambitious transformation, reflecting the public services reform agenda – effective early help services delivered within localities, strengths based approaches that includes the establishment of specialist teams that are asset based and re-negotiate our relationship with the community, by empowering and enabling families to grow in confidence and make sustained change that improves the lived experience of children and thereby their outcomes through childhood and beyond whilst seeking to reduce service dependency.

3 Early Years

3.1 Early Years Current Position

- 3.2 During the 2019 restructure all Early Years workers were aligned to the Early Help (EH) locality teams. The EH teams are case holding teams, supporting targeted EH support for families with emerging needs at a neighbourhood level, in line with Working Together 2018 and our Let's Do it approach.

- 3.3 As all staff in early years were moved to targeted support, we need to strengthen services delivery in fulfilling our duties within early Years, particularly given that previously, some of the key roles in the early years' service were moved into other divisions and directorates, which has left the early years delivery fragmented. The risks in terms of school readiness are apparent and we need to build back an offer that provides for our families in line with more effective delivery of statutory requirements.

- 3.4 The Local Authority also has a duty to provide a universal offer as part of its early years delivery as set out in the Children Act 06 and set out in related guidance 2013. This places duties to '*improve the wellbeing of young children*' and includes the requirement to have services locally to parents including access to recreation, education, and protection to reduce inequalities and provide the best start in life.

- 3.5 The early years offer is regulated by Ofsted and whilst inspection activity was suspended this has not been discharged and the current government drive to re-focus on early years, the first 1001 days of life to ensure the best start in life leading to children who are school ready, suggests that there will be some form of inspection framework agreed to test this. We need to be ready for this potential inspection framework.

3.6 Early Years Proposal

- 3.7 The restructure will create an additional project post (Grade 12) to link with the national agenda for early years and support the development of programmes such as speech and language pathways, 1001-day support as well as interfacing with GM to embed

our 8-stage delivery model. The post will also provide some additional support to horizon scan and bid for additional monies to both increase our offer. And improve sustainability.

- 3.8 The restructure will create three early years workers (grade 8) to start to deliver a more coherent universal offer to families in line with our statutory responsibilities around our parenting offer which is one of our duties.
- 3.9 The restructure will allow the opportunity to move some of the resource back from other directorates to enhance and coalesce the early years offer. This will include the Family Intervention Service, lead.
- 3.10 The proposed costs of the Early Years element of the restructure in respect to the 4 additional posts outlined above is £0.148m

4 Early Help

4.1 Early Help Current Position

- 4.2 The Early Help Division was created in 2019 and included three new locality teams each with an early help manager, early help social workers and early help workers. Since the creation of the division and associated teams, there has been a renewed focus from central government and national focus on effective early help through the Family Hub initiatives, the Strengthening Families agenda as well as government's expectation that LAs develop system maturity in respect to our targeted early help support to families means that we need to build on the original model of the locality early help teams and extend this to provide an integrated offer at a neighbourhood level.
- 4.3 The statutory guidance as set out in Working Together 2018 clarifies the requirement under the Children Act 1989 and enhanced by the Children Act 2004 to promote inter-agency cooperation to improve the welfare of children through a coordinated early response to needs. This includes a duty on all practitioners to provide services to children as well as to those adults with children to ensure that we are identifying problems early and through assessment providing services to reduce concerns. The regulatory framework includes inspection of children's early help services.
- 4.4 Intervention at the earliest opportunity is the least intrusive way to support families and deflect from accessing specialised and more expensive services. This is a key component principle of our Let's do it for Children Improvement Plan, and as such we are revising our Early Help Strategy and our threshold document to support to both strengthen accountability, increase wider partnership agency delivery of early help and further develop our local early help system where services are targeted, monitored and delivered within communities.
- 4.5 The Early Help Teams are starting to evidence impact with a reduction in referrals into social care from our schools by 22% since inception. We are also seeing rising levels of satisfaction by families in receipt of early help and low levels of re-referrals into the service (At 4% compared to national averages of over 20% of re-referrals into social care). The current evidence suggests that further investment in line with the national

agenda will potentially lead to an even greater at grade reduction in numbers of families and children being referred into expensive and intrusive social care services

4.6 The proposal will support the development of a new team that will bring together the resources under one management span and support a single approach to intervention. Moving resource into the Early Help Division so that we focus on early intervention and prevention, reducing demand into specialist services.

4.7 **Early Help Proposal**

4.8 The restructure will create a senior lead role (Grade SM1) who will lead on building integrated systems across the Council and wider partnership and oversee the delivery of support services with a stronger outcome framework by establishing a new resource panel to oversee the allocation of support and provide support and advice to practitioners as well as moving some resources

4.9 Included in this is a new Family Group Conference Service which will be created and will provide assurance and respond to Public Law recommendations. This will include

- Creation of a Family Group Conference Service
- Coordination of Family support
- Holiday Activities & Food (HAF) Programme
- Victoria Family Centre

4.10 The post will also allow some capacity to horizon scan and bid for additional monies as appropriate to our needs. This post will allow us to develop a strategic approach to our family offer and ensure that we are responding to our data and outcomes and providing services that best meet needs and reduce demand on more expensive specialist services. To realise our ambition to reduce costs over three and five years we will need a robust, coherent offer to families to meet needs as they emerge and support children quickly to de-escalate concerns.

4.11 In addition, as the Multi Agency Safeguarding Hub (MASH) will locate into the Early Help Division to support early intervention prior to referral to social care we are building an early help element in the MASH to include a manager and three workers.

4.12 The Service Manager Post will be uplifted to Head of Service to recognise the additional span of control

4.13 The proposal will also see the establishment of a family group conference service, to deliver a restorative approach to support change in families and to explore the capacity of wider family to care for children and prevent them from coming into our care. It will allow us to be compliant with expectation in respect of the Public Law outline, and early permanence planning for children.

4.14 The proposed additional costs of the Early Help element of the restructure are £0.581m total to additional staffing of 15.2 fte.

5 **Social Care**

5.1 **Social Care Position**

5.2 Children's services were subject to an Ilaacs inspection in October and November of 2021- Services were deemed to be inadequate, with sub judgments of Inadequate for leadership and the progress and experience of children in need of help and protection and Requires Improvement in relation to the progress and experience of children in care and care leavers.

5.3 As a result, Bury Council is now subject to DfE (Department for Education) intervention and has been issued with an Improvement Notice. The proposed restructure is necessary to support improvement

5.4 **Social Care Proposal**

5.5 In response to the findings a comprehensive Improvement plan has been written which was agreed and approved by Ofsted and the DfE on 4 May 2022. Investment is required to ensure children and young people are happy, healthy, safe, and supported to lead independent and successful lives.

5.6 The focus of the plan is to create the conditions for good practice by strengthening the effectiveness of the multi-agency partnership arrangements and the support provided to children, young people, and families:

- Establish a stable and effective leadership and management team,
- Build a skilled and confident workforce
- Improve performance management, quality assurance and management information systems to develop and support good social work practice
- Improve the Quality of Practice by:
 - Ensuring our structure supports a clear line of sight on to social work practice and enables effective management supervision and oversight.
 - Identifying and effectively supporting children in need of help and protection
 - Ensuring purposeful and timely care planning that directs proportionate and effective interventions for children and improves their outcomes
 - Developing a strategic and co-ordinated approach to providing support for care leavers to improve their outcomes
 - Strengthening our quality assurance arrangements enabling us to drive practice development and improvement.

5.7 The functions and scope of social work teams will be realigned to meet service demands and to develop skills and expertise and drive practice development and improvement. Our primary aim is to deliver an effective safeguarding response and improved outcomes for children via a skilled, stable, and confident workforce.

5.8 Create five new Head of Service roles in place of the current three Strategic Lead and three Service Manager posts, this will provide additional capacity, offer a flattened structure, and provides more manageable spans of responsibility and an improved line of sight to social work practice. Given our current staffing position it is not anticipated that there will be any redundancy risk arising from this proposal.

- 5.9 Provide permanent funding for the new dedicated Principal Social Worker (Chief Officer Band A) role to develop and lead a new Social Work Academy that will deliver objectives of our workforce development strategy including supporting of newly qualified social workers, implementation of a career development pathway, arrangements for 'growing our own' social workers and leading our workforce learning and development offer.
- 5.10 Head of Strategy, Assurance and Reform (Band A)
- 5.11 Further development of co-ordination, analysis of performance and data is required to support and inform the transformation plans across Children's services, this is necessary to provide the Exec Director, the Improvement Board and our regulators with a detailed analysis of performance, and will support and develop effective systems, policies whilst provide expert opinion and challenge to colleagues and partner organisations and to support improvement and strategic planning, and support with the mainstreaming of Project Safety Valve
- 5.12 Children's Improvement Manager (SM2) to support the implementation of the transformation plans across the directorate and to increase capacity to respond to the schedule of monitoring visits by Ofsted and DfE reviews within social care and DfE submissions within SEND and Project Safety Valve, and delivery of HAF
- 5.13 Increase team manager capacity from 8 to 19 which affords the opportunity to create more manageable spans of responsibility, improve and strengthen the quality and effectiveness of management supervision which is critical to driving improved practice and outcomes for children and cited as an area of weakness. It is proposed that this increased capacity will be delivered in part by the disestablishment of 11 Assistant Team Manager roles.
- 5.14 Increased social work capacity from 65 to 73 will enable us to reduce caseloads to average of 15, in order to provide Social Workers with the capacity to deliver good quality practice, improve social worker retention and meet the expectations of Ofsted.
- 5.15 The establishment of 23 Advanced Practitioner (2 in each frontline social work teams and 1 in each of the CASS and fostering teams) posts across the service will support complex case work, social work career progression, whilst providing the most experienced social workers to continue to practice and support the development of team members.
- 5.16 The additional capacity described above will enable:
- the Initial Response Team undertaking statutory assessments and support under the auspices of Section 17 Children Act 2004 duties will be strengthened with increased capacity.
 - The establishment of the multi-agency Family Safeguarding Model within the Safeguarding team
 - The proposed restructure and growth will enable the Council to have a dedicated children in care service that supports effective care planning, practice plans and arrangements for children and young people.

- Develop a strategic and co-ordinated approach to providing support for our care leavers to improve their outcomes is a strategic priority within the improvement plan, we have extended duties to our care leavers up to the age of 25 years. As a result of trauma suffered some care leavers require high levels of support. We are proposing that similar to other authorities we establish a dedicated Care Leavers service with a senior Personal Advisor role which will be established at Grade 10 that offers increased capacity and improved focus ensuring we meet our statutory requirements to care leavers, improve the quality of pathway planning with the intention of more successful transition to adulthood.
- The growth of our internal fostering capacity is central to achieving cost avoidance, via reduced spend on commissioned placements and to meeting our sufficiency duties.
- Our proposal is that the expansion of and development of our fostering services would be progressed via an invest to save approach. The department is currently challenged by escalating costs of commissioned placements. Internal fostering brings a number of benefits and is more cost effective. The reduction in costs, for example, by increasing internal foster care places by 20, would realise £0.417m savings when compared to the cost of 20 Independent Foster Agency (IFA) placements. The department would have a stronger influence upon the care afforded to our children, fostering as a career provides our community with the opportunity of increased economic prosperity.

5.17 We propose to establish a business case that would transform our fostering service by initially improving the offer to foster carers to ensure that we are competitive, for example and that offers improved out of hours support via an out of hours on-call rota. We have the support from the DfE to engage Stockport via Sector Led Improvement partners in establishing a Mockingbird model of fostering, which is an award-winning model, evaluated by the DfE Innovation unit, originally led by The Fostering Network in the UK, delivers sustainable foster care. It is an evidence-based model structured around the support and relationships an extended family provides. The model nurtures the relationships between children, young people and foster families supporting them to build a resilient and caring community.

5.18 The growth of the fostering service offers the opportunity to increase our internal fostering capacity to offer dedicated teams to support stronger recruitment strategies and higher levels of support to Bury foster carers (including family and carers) with the aim of improving placement stability and better outcomes for our children. We are committed to our children maintaining relationships, promoting their right to live in their home community where it is safe to do so and ensuring continuity of the services that support them.

5.19 The cost of in-borough fostering places is on average £350 per week. Based on increasing capacity by bringing onstream an additional ten fostering households, approved for two children, this would cost on average for twenty children placed in-borough of £0.365m.

- 5.20 Compared to the lowest IFA placement cost of £750 per week, which would therefore cost £0.782m, the saving / cost avoidance to be secured through twenty in-house fostering placements would be **£0.417m** in a full year.
- 5.21 Additional investment into Bury's Fostering Team has been incorporated into the proposed CYP restructure at a cost of £0.128m for enhancement to this service. This additional proposed cost of Bury's Fostering Team would be covered by savings / cost avoidance if only **six** children were placed in-borough rather than in IFA placements.
- 5.22 We propose to provide an out of hours phone support service to offer advice to foster carers, this will be provided in service by the team, and will enhance the support offer to carers outside of normal office hours, to respond to queries and provide guidance. This will not replace the Emergency Duty Team (EDT) system which provides a crisis response if needed in the evenings and weekends but will enhance the support offer. It is proposed that the telephone support offer will be provided daily across 52 weeks of the year. This will be delivered within the Council's existing on call arrangements and will cost £30 per session (£10,950 = 365 days).
- 5.23 The development of an Edge of Care service has been approved by the DfE, who have agreed in principle to fund support from Essex County Council via Sector Led Improvement. It is proposed that the team would operate within the safeguarding service. The team would be trained in brief solution focused therapies and work intensively with children over 8 years of age who are thought to be on the edge of care, and provide capacity to ensure that children, and young people are supported to remain in their own families whenever it is safe to do so and will reduce the need for statutory intervention in family life. This team will consist of 1 Team Manager, 3 Social Workers and 3 Family Support Workers at a cost of £307,870. Family Support Workers will come from existing resources.
- 5.24 The business case for this is funded upon the evidence base of better outcomes for children, where others have implemented this model, they have seen a reduction in entry to care of this age group of children by 20% to 25% which would provide a cost avoidance of between £0.506m to £1.238m dependant on the individual cost of placements that are reduced, and level of overall reduction achieved. Bury will prioritise targeting the highest cost placements and aim for achieving the maximum percentage reduction from year 2. If approved, we expect the team to be operating from January 2023.
- 5.25 The Local Authority Designated Officer (LADO) is a statutory role that exists to oversee the management of allegations against adults who work with children in a paid or voluntary capacity. Inspection and review have highlighted gaps in capacity that was hindering effective oversight. The proposal is an increase from 0.85 to 1 FTE which will enable a job share arrangement to be established at an additional cost of £8,405.
- 5.26 Business Support, additional capacity of 7 is required on a permanent basis to ensure we can meet our statutory responsibilities to children in need of help and protection, management of allegations and review arrangements for children in care. These roles would sit within the corporate Business and Executive Support service and have already been established on a fixed term basis and will, in particular, provide additional capacity to ensure the accurate minute taking of statutory meetings at pace which will, in turn, avoid any delays for our Children following Child Protection meetings. The

increased Business Support incorporates 1 Team Leader Grade 8, 5 Support staff at Grade 7, and 1 at Grade 5 at a total annual cost of £0.201m.

- 5.27 The re-configuration of the services -
- The location of the MASH within the Early Help Portfolio
 - The location of the Children with Disabilities service within SEND
 - The location of the Virtual School in Education and Skills portfolio.
- 5.28 The proposed cost of the Social Care & Safeguarding aspects of the restructure, including the additional Business Support capacity is estimated at £1.598m covering an increase of 34.55fte posts (7 Business Support plus 27.55 fte Social Care).

6 Education

6.1 Education Current position

6.2 The Government has recently published its Schools White Paper, which has now been followed by the publication of a Schools Bill, setting out a programme of legislative reform in response to the White Paper, elements of which impact on the respective roles and responsibilities of local authorities, its schools and the multi academy trusts that serve the children and young people of Bury. The changes will re-define the statutory duties of the local authority, and the manner in which it must fulfil them, and set out a clearer accountability framework for local authorities, Trusts and DfE.

6.3 It is clear that the future role of the local authority will very much focus on its strategic role with responsibility for place, influencing the evolving educational landscape across the borough as all schools move to function within strong Trusts; it will be, instrumental in the strategic planning of the education system to support communities; and acting as champion for all children, and ensuring the most vulnerable are supported effectively, particularly those with Special Educational Needs. In focusing in on this core purpose, increasingly the LA will withdraw from the provision of discretionary and traded services, as these activities are delivered directly by Trusts

6.4 The Local Authority role will be defined in a much clearer way. Its core purpose, driven by its statutory duties, will focus on a number of key areas:

- Safeguarding
- Vulnerable children including SEND
- Children Missing in Education and those not in full time education
- Transport/travel assistance
- Virtual School
- Attendance
- Exclusions
- Special Educational Needs
- Electively Home Educated CYP
- Behaviour/Exclusions
- Pupil place planning/sufficiency
- Admissions
- Special Educational Needs and Disabilities

- 6.5 All of this outlines the important role of the LA in supporting the most vulnerable; and in the strategic leadership of the local area, promoting growth and economic regeneration, through a strong local school system, all linked to a wider skills agenda.
- 6.6 Currently, a number of the Education statutory functions are not within the line management of the Director of Education & Skills but are located in other parts of the directorate. The Virtual School and the education safeguarding officer are both in Children's Social Care, whilst the School Attendance team (which focuses on education welfare services), Children Missing Education and Elective Home Education, are currently within the Early Help line management structure.
- 6.7 Currently the Director of Education and Skills has two direct reports; Strategic lead for Education Services and Strategic lead for SEND and Inclusion.
- 6.8 The Government's levelling-up White Paper places increased emphasis on the importance of the skills agenda, and this theme is carried forward into the schools white paper.
- 6.9 The Local Authority has a key role in driving the skills agenda and will need to lead on the development of a skills strategy across children and young people and adults, working closely with key partners and stakeholders to ensure that provision matches need and future employment opportunities.
- 6.10 There is very limited management capacity focussed on Skills in the Education Directorate, and with a small team of 1.5fte staff to support current activity, and also the Connexions Team is currently located within the Early Help Service. The work of this team needs to be re-focused on post 16 education and skills, but effectively supported with additional management capacity.
- 6.11 **Education Proposal**
- 6.12 It is proposed to move these education statutory functions to the line management of the Director of Education & Skills.
- 6.13 Once the statutory functions are within the directorate it will then be possible to re-focus on improving educational outcomes for all our children including the most vulnerable. Following this alignment there will need to be a review of the functions in light of any of the legislative changes expected following the Schools White paper and Education Bill. The need to review all Education functions and increase their effectiveness will form phase 2 of the restructure proposals.
- 6.14 It is proposed that the Director of Education and Skills will have four direct reports. A revised management structure will be put in place to accommodate the change in the line management of the virtual school, education safeguarding, school attendance, Children Missing in Education and Elective Home Education and the connexions team.
- 6.15 It is proposed that the Virtual School Children's Social Care line management structure to report to the Education Directorate. It is proposed that this will be a 'lift and shift' approach with the Virtual School Headteacher reporting directly to the Director of Education & Skills to focus on improved educational outcomes. In addition, the line

management of the Safeguarding in Education function will transfer into the Virtual School. Statutorily there has been an expansion of role regarding Virtual Schools to cover all children known to Childrens Social Care including CP and CIN; the Virtual School Head will therefore lead on Education Safeguarding strategy and it is proposed that the Education safeguarding officer will move from safeguarding to the Virtual School and be a direct report of the Virtual School Headteacher.

- 6.16 A skills service manager post (Grade SM1) is required to be created and to report directly to the Director of Education & Skills; this will be a new post but is key to delivering a council priority. This service manager will lead on skills strategy across the council and wider partnership and this post will also manage the current 14-19 team, together with the Connexions team which is currently in Early Help. This manager will closely liaise with colleagues across the council and wider Bury partnership to develop a skills strategy and lead on the implementation.
- 6.17 The Strategic lead for SEND and Inclusion will remain as a direct report. Although in the current structure charts the Children with Disabilities Team reports into this post, this has not previously been actioned. It is proposed to now move the CWD Team to ensure a multi-disciplinary team approach to SEND. In addition, it is proposed to move the Home Tuition service, which currently sits within the School Attendance Team, to this portfolio to ensure effective delivery of the Council's statutory duty under section 19, to provide education for children not able to access education due to health needs. There is no financial impact of these proposals as they are purely realignment of teams.
- 6.18 The Strategic lead for Education Services will remain as a direct report to the Director of Education & Skills. This post will retain accountability for the Education statutory operational functions including place planning, sufficiency, admissions, transport and retain oversight of the Children's Services capital programme. To ensure oversight of all statutory operational functions, the statutory officer, currently located in Early Help will move to this line management structure.
- 6.19 In addition, the Schools Quality Standards team are also within the Education Service Lead portfolio. Traditionally in Bury there has been a narrower focus on outcomes and school performance and, and less focus on the wider assurance of the school system which includes attendance, exclusions, safeguarding and governance. This has begun to change, but it is important to ensure clear accountability and so the line management activity linked to school attendance, Children Missing Education and Elective Home Education will transfer to the Education Services portfolio. This will include a proposal to change the line management of the officer who predominantly works on Elective Home Education. It is proposed to review the Attendance team manager role and to recruit to the revised role as it is currently vacant.
- 6.20 With the school white paper setting out the intention that, over time, all schools will operate as part of a strong trust, there are significant challenges in respect of governance of the LA role, and the changing nature of governance across schools and trusts. It is proposed to create a Governance lead post (Grade 14) which will be important moving forward as Governing Bodies are the key decision makers within the school's white paper.

- 6.21 The proposed cost of the education and skills aspects of the restructure is £0.195m with an increase of 3 fte posts

7 Recommendations

That Cabinet:

1. Approve the proposed structural changes, including an additional 56.75fte increase to posts, as set out within the body of this report as a basis for consultation with affected staff.
2. Delegates authority to the Executive Director of Children and Young People and the Cabinet Members for Children's Services and HR and Corporate Affairs in consultation with the Director of People and Inclusion and Monitoring Officer to consider responses received from the consultation, produce a final version of the structure and to determine whether the final version is to be implemented or returned to Committee for approval prior to implementation

8 Reasons for recommendation(s)

- 8.1 The proposal is sets out a plan of transformation of Children's Services, necessary to both integrate and align services to improve the delivery of our statutory responsibilities across early help, social care, education and SEND.
- 8.2 As Executive director of Children's Services this proposal is in my view necessary to improve outcomes for children and families in Bury and to meet the requirement to improve and imposed upon us by the DfE and to deliver transformation on SEND.
- 8.3 The proposal will;
- Enable the delivery of the social care improvement plan
 - Support the role of the Bury in its duties to vulnerable children and education, and begin to lay the foundations to support the Education White Paper implementation
 - Given the scale of change proposed, the work leading up to this proposal has been developed and supported by colleagues across the executive.
 - As Children's Services is currently subject of an Improvement notice, imposed by the DfE, the support of our DfE advisor is required, I am pleased to report that the outline proposals have been shared with both the DfE and Ofsted who are supportive of the plan.

9 Alternative options considered and rejected

The rationale for the proposal is driven by the requirement upon Bury Council to improve Children's Services, which includes the need to ensure compliance with statutory responsibilities and deliver the improvement plan - Bury Children's Services are held to account by Ofsted and the DfE on the delivery of this. Given the seriousness of this, the proposal has been the result of collaboration within the council resulting in the proposal presented.

10 Financial considerations

- 10.1 To further support the improvement journey for Children's services and in order that the wider Council can gain new insights through contextual and budget information and

identify areas for further exploration or improvement, an independent review has been carried out by the LGA.

10.2 This review has used comparative benchmarks to provide insight and intelligence into local issues and cost drivers.

10.3 The proposed restructure and the development of new posts will result in the following impact:

<u>Area</u>	<u>FTE Current</u>	<u>FTE Proposed</u>	<u>Cost</u>
<u>Social Care & Safeguarding</u>			
Senior Management	7	8	£127,483
SC Fostering	21	23	£128,073
SC CASS	26.2	34.6	£468,735
SC Safeguarding	35	46	£307,420
SC IRT	24	28	£294,594
SC Practice Improvement	2.85	4	£61,764
SC EDT MASH	10.5	10.5	-£2,648
Sub-Total Social Care	126.55	154.1	£1,385,421
Proposed Increase	FTE	27.55	
<u>Education & Skills</u>			
Senior Management	0	1	£67,934
ES School Attendance	1	1	£2,648
ES Skills	0	2	£123,970
Sub-Total Education	1	4	£194,553
Proposed Increase	FTE	3	
<u>Early Help & School Readiness</u>			
Senior Management	2	3	£67,934
EH Family Support	1	12	£384,576
EH Early Years	0	4	£147,707
EH EDT MASH	6.8	10	£128,111
Sub-Total Early Help	9.8	29	£728,328
Proposed Increase	FTE	19.2	
Restructure	137.4	187.1	£2,308,302
Foster Care on Call	out of hours rota		£10,950
Business Support	0	7	£201,275
Associated costs where applicable - e.g., Retention Payments, ICT, Telephony, Parking permits, Priority Car User, Mileage			£112,000
TOTAL CYP Restructure	137.35	194.1	£2,632,527
Proposed Increase	FTE	56.75	

Note:

- EDT MASH net proposed cost of restructure is £125,462 with an overall proposed increase of 3.2fte aligned to Social Care and Early Help Teams. The reduction of cost for the Social Care EDT MASH is in respect to a reduced Grade for 1 position on the new structure.
- Social Care Safeguarding recognises the fte capacity of the proposed structure encompassing the support required to deliver the Family Safeguarding developments, the costs of this (£0.337m) are not included above as this is covered on the separate report for Family Safeguarding.
- The associated costs linked to increasing the establishment included above cover the retention incentive payments to support the permanent recruitment to Social Care staff at £2,000 subject to qualifying timelines for individuals to be eligible.
- ICT and Telephony costs take into account recycling existing equipment currently assigned to agency staff that will be replaced post restructure implementation and permanent recruitment.

10.4 The final proposed costing for the restructure is £2.306m. Including the development of the Foster Care on call telephone helpline (£0.011m) referred to in the Social Care overview, increased Business Support capacity (£0.201m), and associated increased establishment costs (£0.112m) is currently estimated at **£2.633m**.

10.5 The restructure proposals outline an invest to save transformational strategy and delivery model that will achieve significant future savings in parts of the service. These savings will be realised from developing internal foster placements and ceasing high-cost Independent out-of-borough placements. The savings / cost avoidance referred to in the report initially include £0.417m on Foster Care and up to £1.238m through Edge of Care placements reviews for children aged 8 and above.

10.6 Increasing the capacity and establishment of the permanent structure to address caseloads will also remove the requirement for high-cost Social Worker managed teams that are currently being delivered through over-establishment agency packages. The forecast cost of these packages supporting Safeguarding and Initial Response Teams is currently £0.990m estimated to December 2022 on the assumption these will be removed once Bury's structure is approved and implemented.

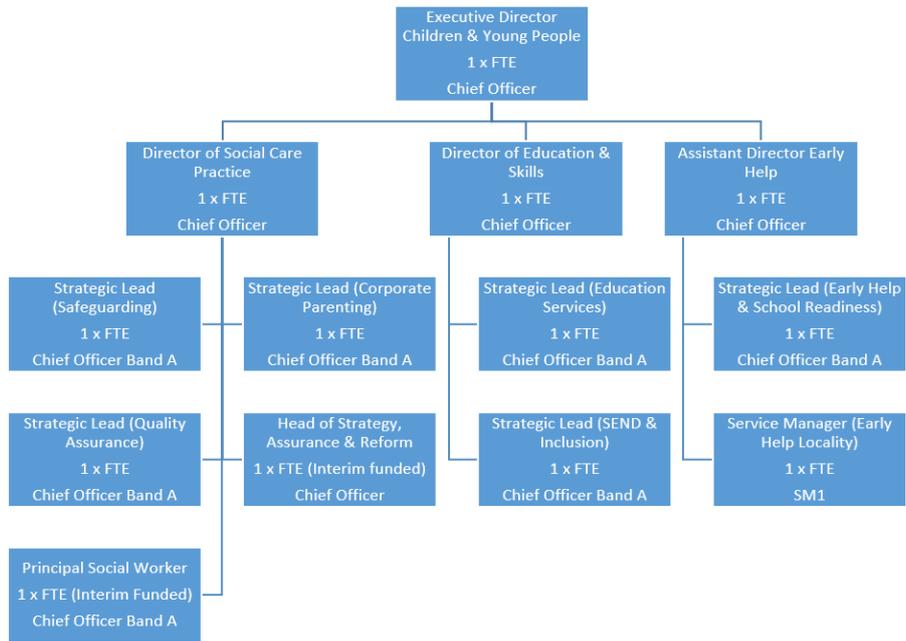
10.7 Permanent recruitment will also ensure the current costs of agency cover are mitigated. Children's Social Care, incurred a net cost, including the managed service costs, of over £2.143m in 2021/22 which can be avoided subject to permanent recruitment and retention to the revised structure.

11 Service Restructure Proposals

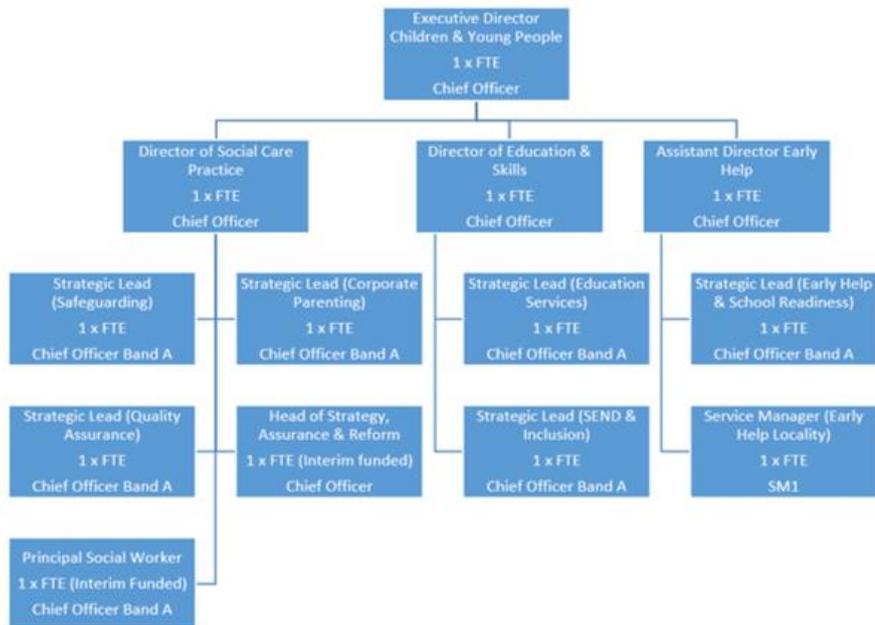
11.1 The embedded documents below outline both the current Structure and the details of the proposed restructure of Children's Services.

11.2 **Current Structure** (Below and a larger version as Appendix 1)

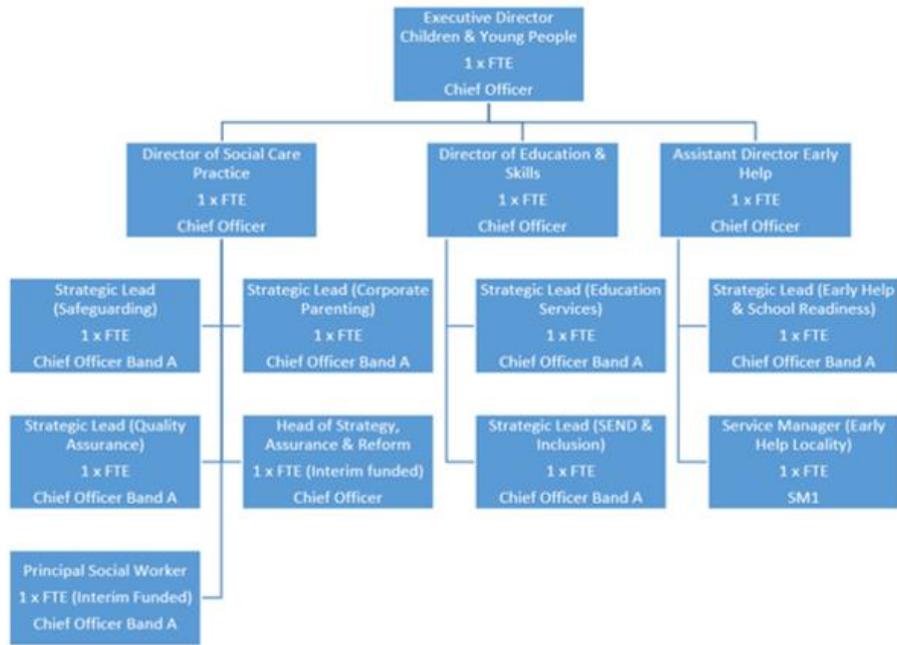
Children & Young People - Senior Management



Children & Young People - Senior Management



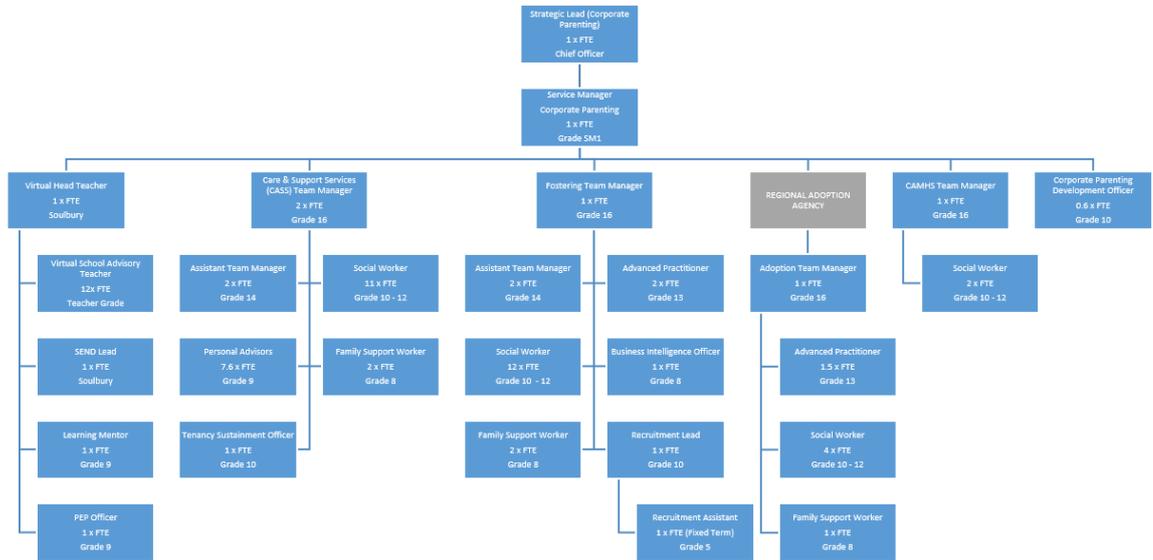
Children & Young People - Senior Management



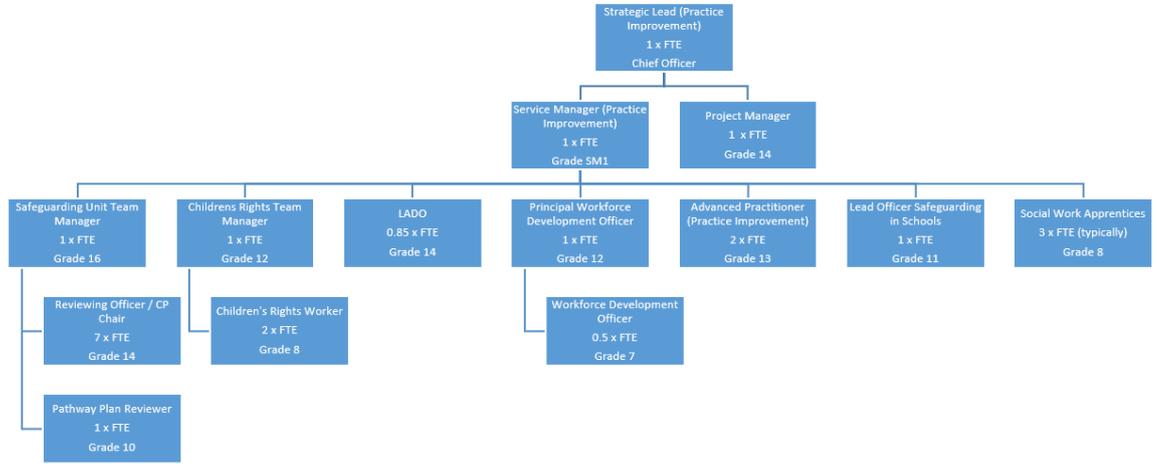
1

Children & Young People Directorate Structure Charts June 2022

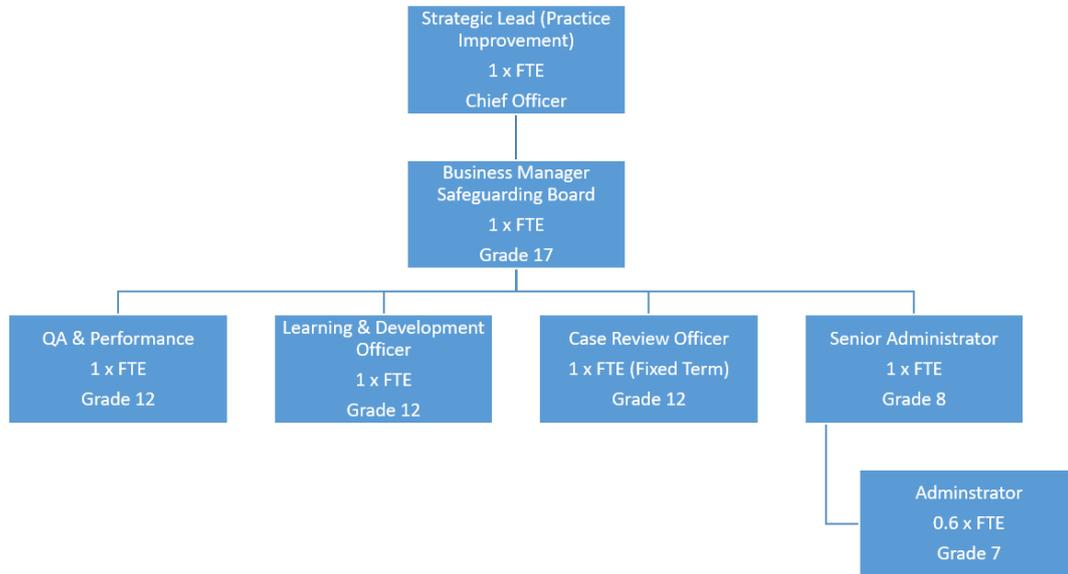
Social Care & Safeguarding: Corporate Parenting



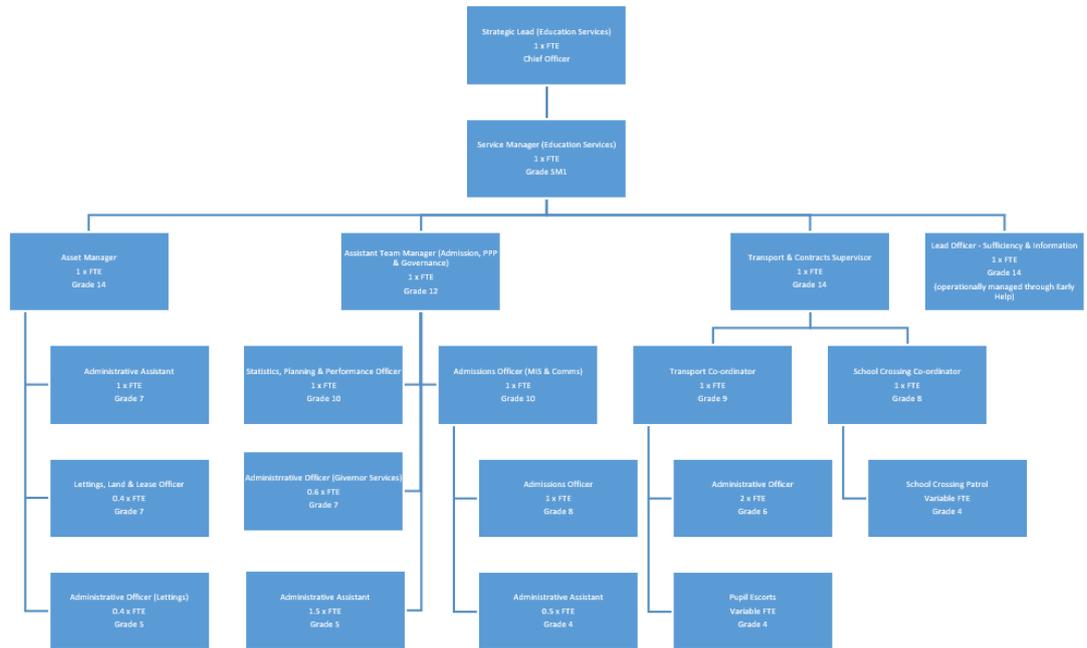
Social Care & Safeguarding: Practice Improvement



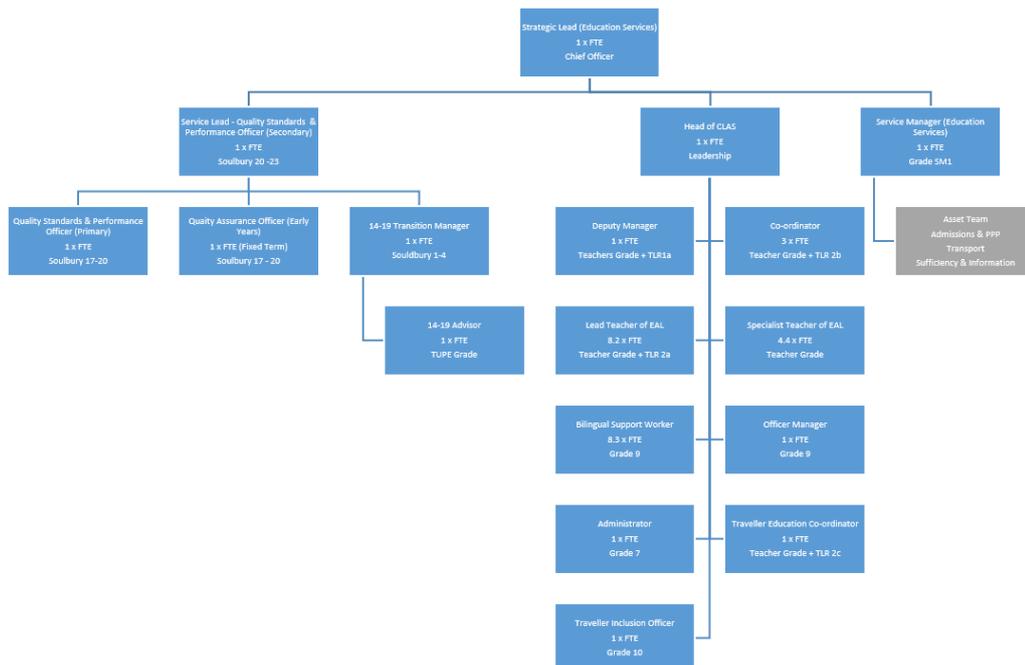
Social Care & Safeguarding: Integrated Safeguarding Board



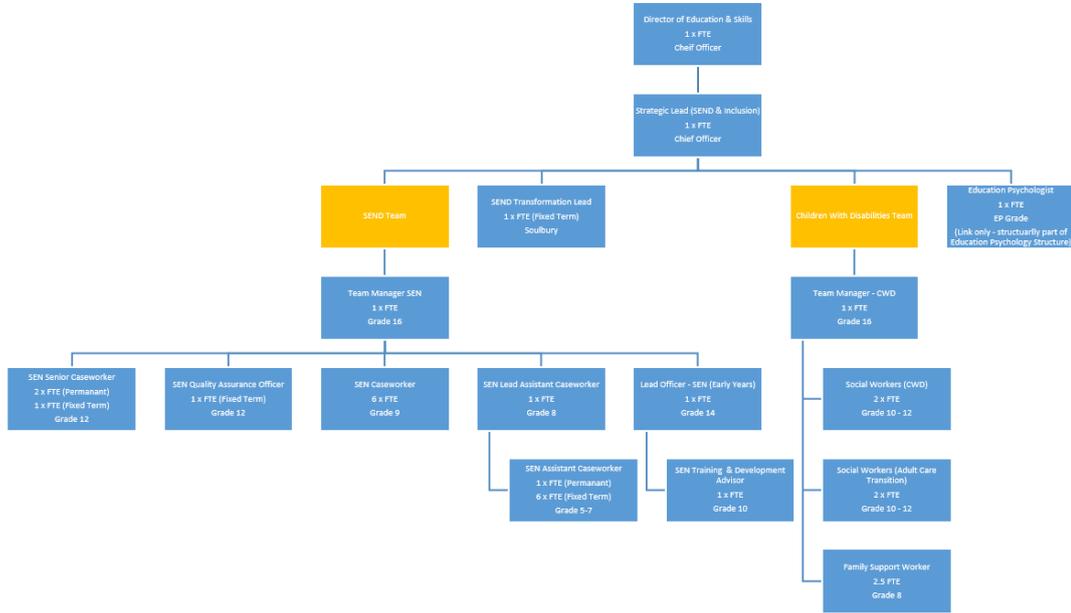
Education & Skills: Education Services (Part 1)



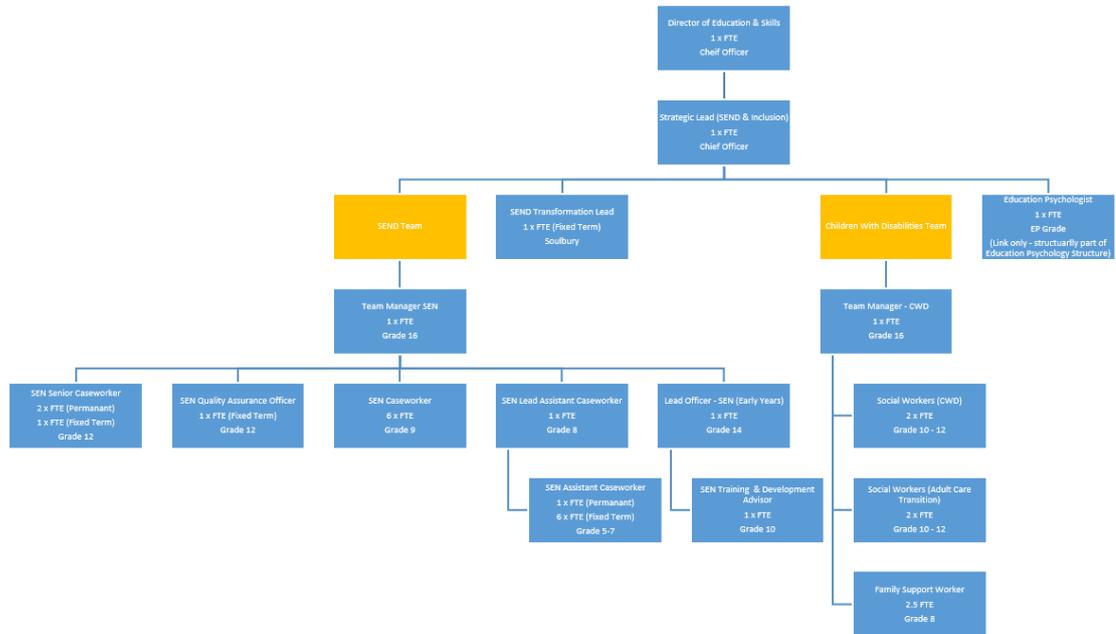
Education & Skills: Education Services (Part 2)



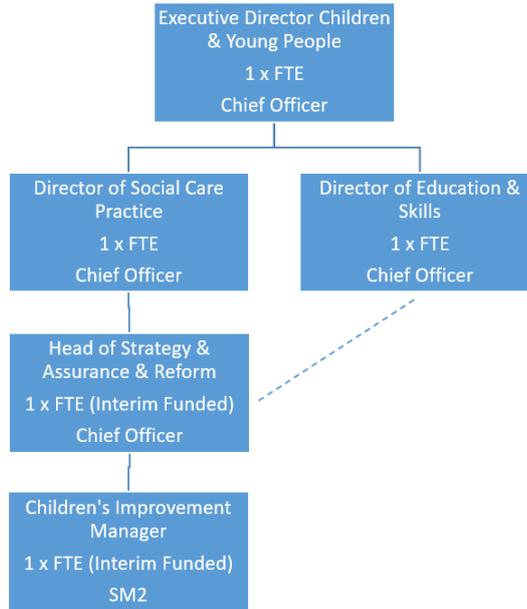
Education & Skills: Special Educational Needs



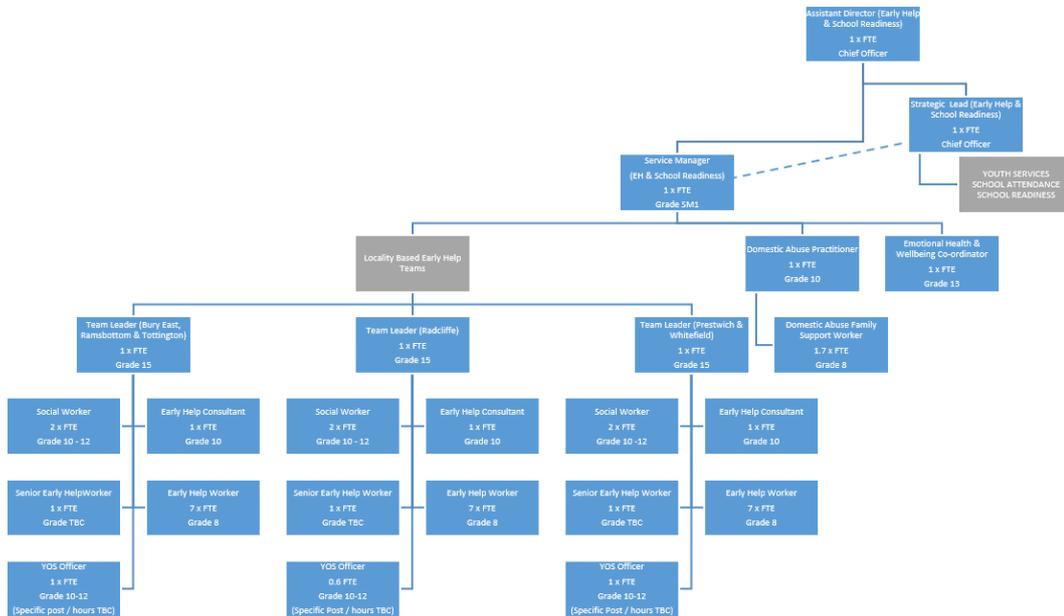
Education & Skills: Special Educational Needs



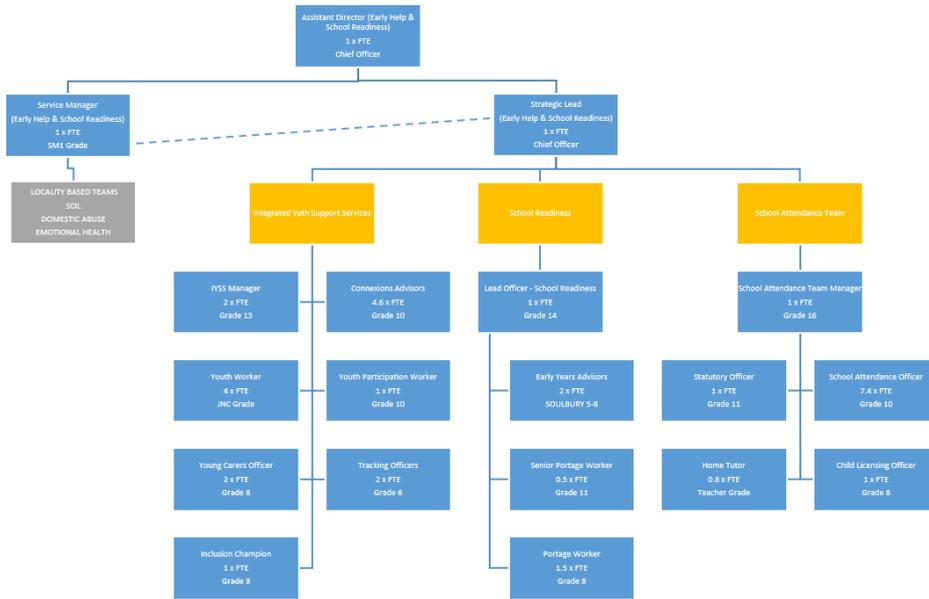
Strategy & Improvement



Early Help & School Readiness (Part 1)



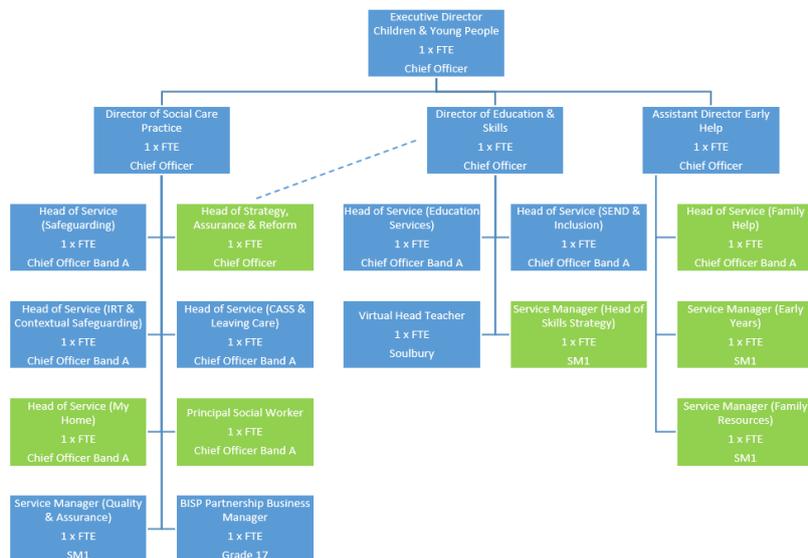
Early Help & School Readiness (Part 2)



11.3 Proposed Structure (Below or larger version as Appendix 2)

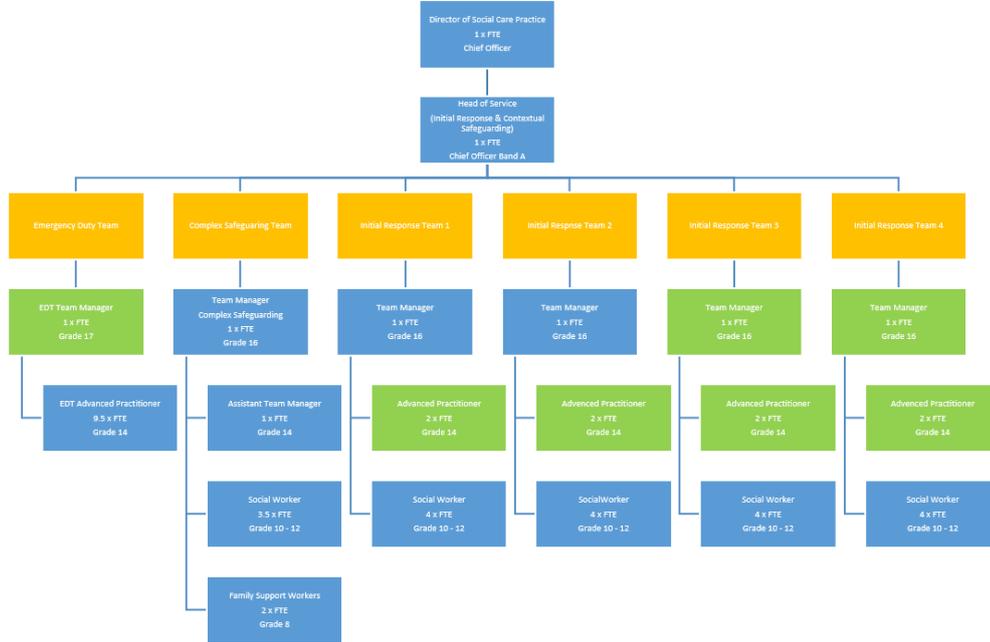
- Posts highlighted **Blue** are unchanged
- Posts highlighted **Green** are proposed new or significantly changed posts
- Posts highlighted **Red** are proposed transferred from other areas of the Directorate or Council
- Posts highlighted **Purple** are proposed developments where specific details are being co-produced or remain in development

Children & Young People Senior Management



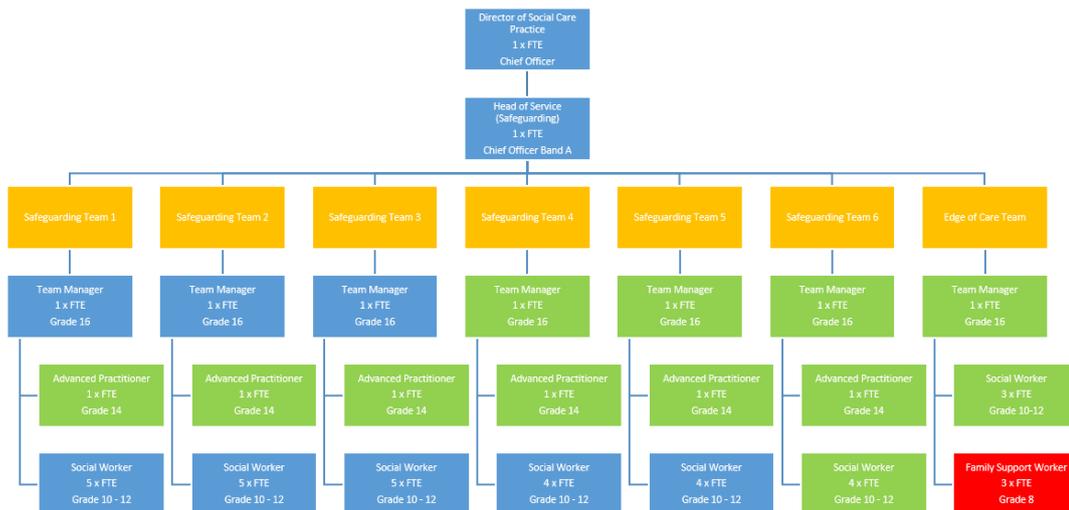
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: Initial Response & Contextual Safeguarding



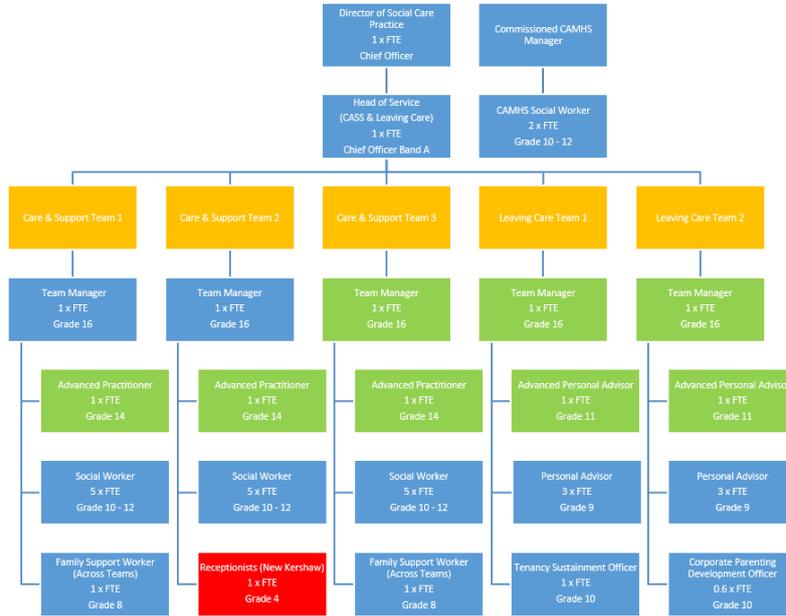
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: Safeguarding Service



Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

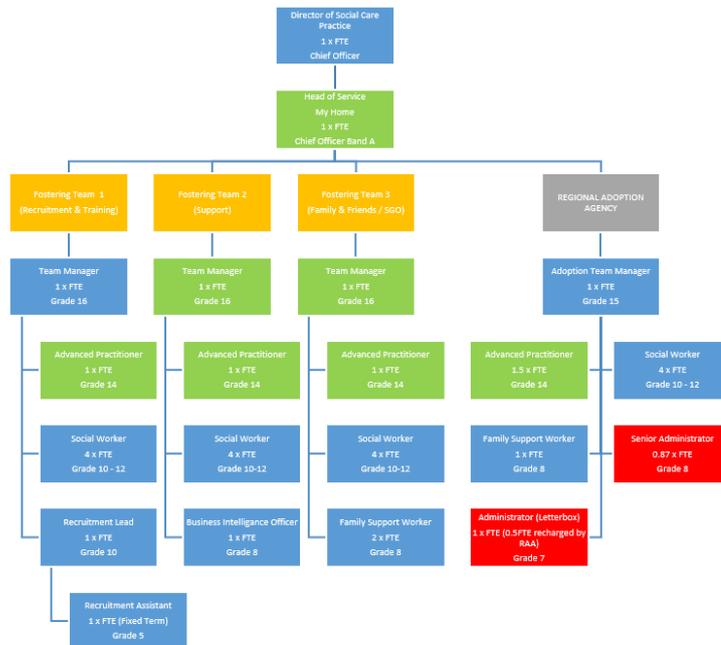
Social Care & Safeguarding: Corporate Parenting



5

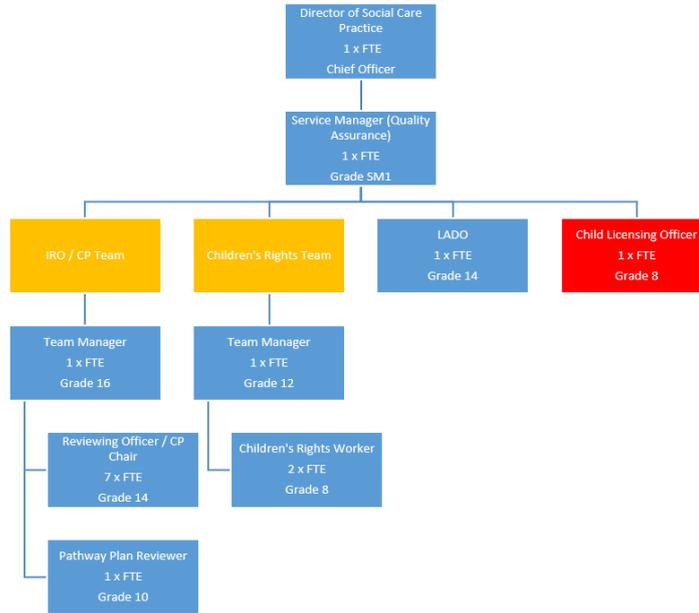
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: My Home



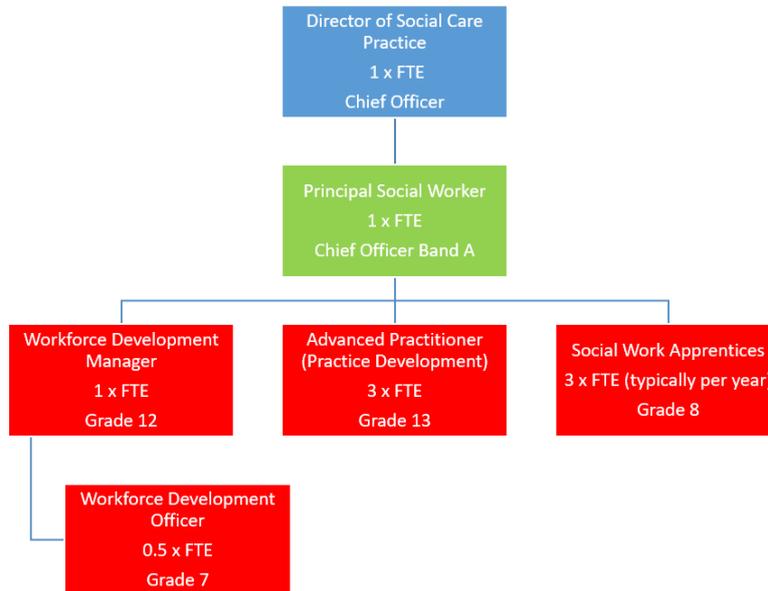
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: Quality & Assurance



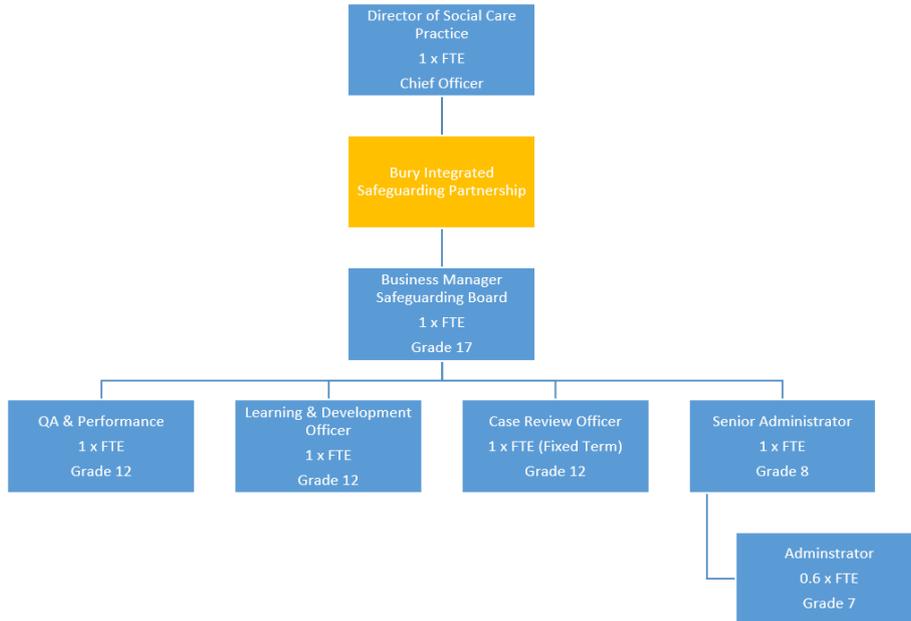
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: Social Work Development



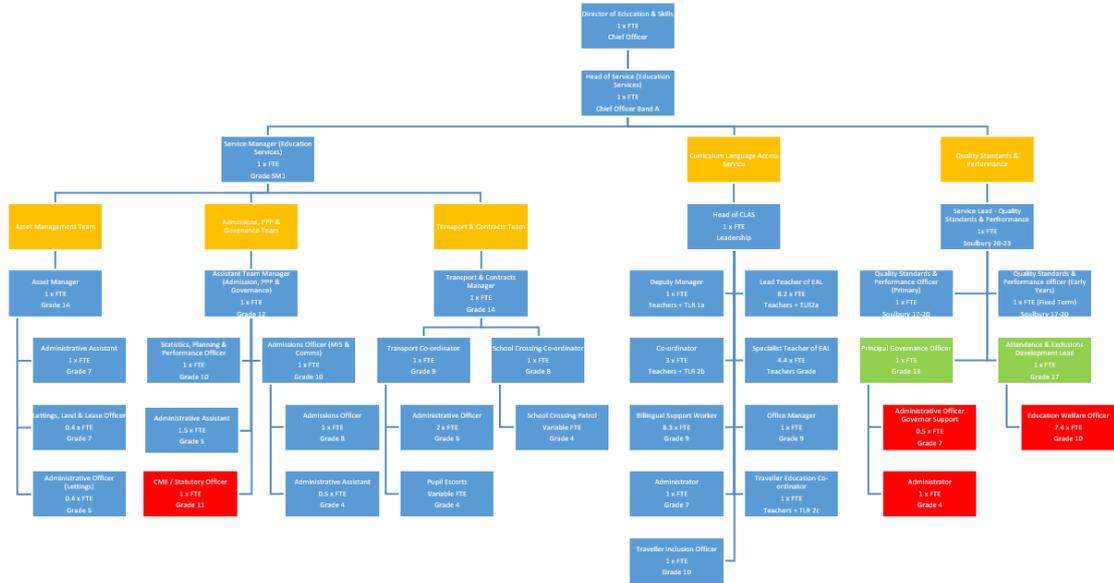
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Social Care & Safeguarding: Integrated Safeguarding Board



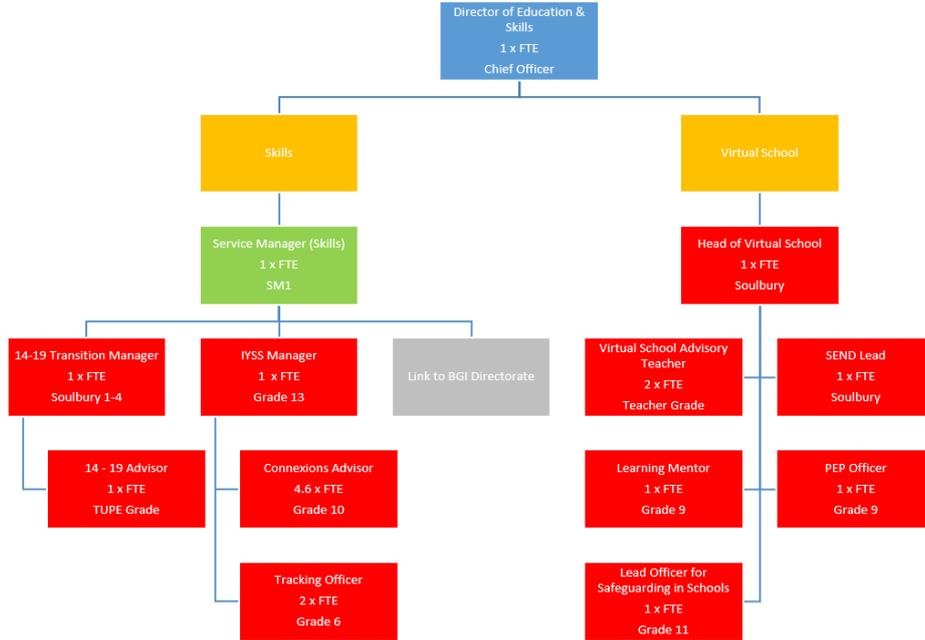
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Education & Skills: Education Services



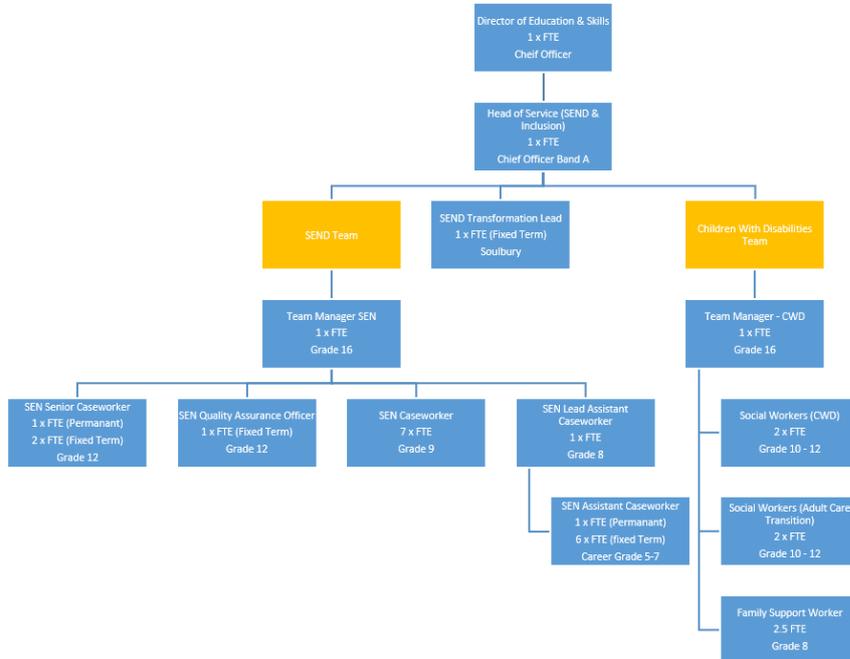
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Education & Skills: Quality Standards, Skills & Virtual School

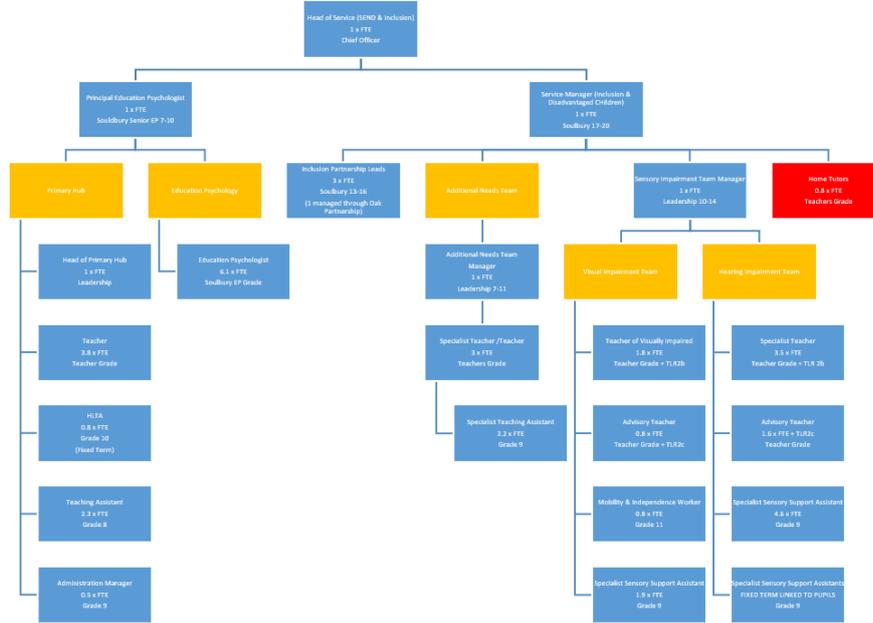


Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

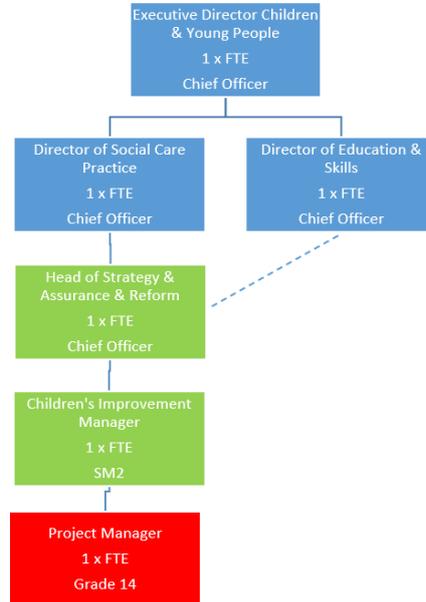
Education & Skills: Special Educational Needs



Education & Skills: Inclusion & Disadvantaged Children

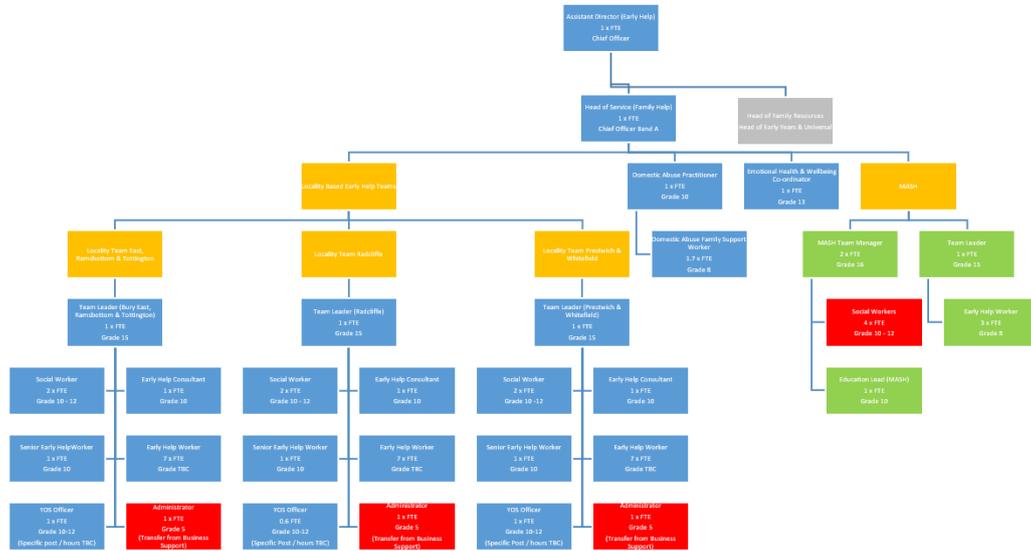


Strategy & Improvement



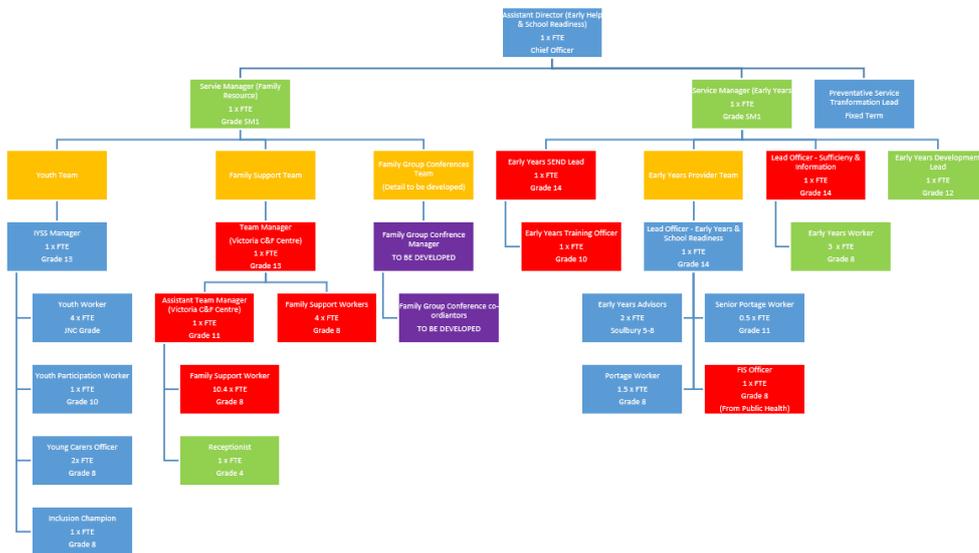
Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Early Help (Part 1)



Children & Young People Directorate Structure Charts PROPOSED RESTRUCTURE

Early Help (Part 2)



Report Author and Contact Details:

Name: Jeanette Richards
Position: Director of Children's Services
Department: Children and Young People
E-mail: j.richards@bury.gov.uk

12 Links with the Corporate Priorities:

- 12.1 Our vision for Children’s Services links to the Let’s Do It Strategy and our values and principals.
- 12.2 With the support of the wider council and its partners we have set out a plan of transformation which is ambitious and seeks to improve the lived experience of children and therefore their outcomes during childhood and beyond, to achieve this a focus upon an effective offer of help and support to those families who face complex issues is required.
- 12.3 A full departmental restructure is necessary to drive forward our transformation and improve the lived experience of children and young people.

13 Equality Impact and Considerations:

A full equality impact assessment (appendix 4) has been drafted and awaits quality assurance in order that we deliver inclusive and equitable outcomes for staff and service users will be central to the operation of the expanded service The proposed restructure will deliver:

- Longer term financial benefits
- Compliance with our Statutory duties
- Reduction in children coming into the care of the Local Authority
- Families remaining together at home where it is safe to do so
- Families receiving the right help and support to meet their needs to improve the care and protection of their children. Families experiencing issues relating to domestic abuse, mental ill-health and/or substance misuse receive better and more timely support.
- Improved engagement in school and improved academic attainment
- Professional collaboration across partnership organisations which provides a holistic joined up service for children and families.

14 Environmental Impact and Considerations:

- N/A

15 Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Failure to deliver timely improvement in the quality of services will result in the DfE recommending an alternative delivery model for	This proposed restructure will ensure the service has the resources to drive forward the Improvements identified within the Let’s do it for Children Improvement Plan

<p>Children's Services and Council control will be lost.</p>	
<p>Our current staffing structure does not provide sufficient capacity to effectively respond to our statutory duties in a timely way.</p> <p>Additional staffing capacity is required across the directorate to support a more effective model of delivery.</p> <p>In relation to case holding practitioners, caseloads are currently too high, this has been identified by Ofsted. Failure to address this will be a barrier to improvement and will result in negative future monitoring visit.</p> <p>Remaining with the status quo will fail to address practice deficits outlined in our improvement plan.</p>	<p>Agreement to move forward with the proposed restructure will provide improved and focused leadership and management, along with sufficient capacity across the directorate to support effective delivery of services. The proposed realignment of services would establish a more coherent and Children's services.</p> <p>It will provide additional capacity in critical areas with the additionality of new services coming on stream to deliver more inclusive and effective services in a timely way, preventing escalation and dependence, with the aim of improving outcomes for our children and families.</p>

16 Legal Implications:

The proposal is compliant with the statutory duties of Children's services as set out in Children Act 2014, The Children and Social Work Act 2017 and Working Together 2018. Members are asked to agree to the proposed significant changes to the Children and Young Persons Directorate. Members will note that there is another report on this agenda relating to a proposed new family safeguarding model. These proposals constitute significant changes. The report sets out how this will involve the realignment of existing roles alongside the addition of new roles. If Members are minded to agree, a staff consultation will take place. The outcomes will be reviewed and inform the structure. Legal advice will be provided at all stages with adherence to the council's consultation tool kit, policies, and procedures.

17 Financial Implications

This restructure represents significant investment into Children's Services of £2.633m once fully recruited to. The part year implementation costs will be funded from the Children's reserve that was created in 2021/22 following the OFSTED judgement in recognition of the investment that would be required to reduce caseloads and commence the improvement journey. This reserve is already funding the managed services teams and interim staff that are supporting the department at the present time. The recurrent costs of the restructure will be built into future years budgets and the medium-term financial plan and as a consequence will increase the financial gap in 2023/24 that officers are currently working on identifying schemes to close.

There are two service areas referenced within this paper which through the increased capacity and investment will deliver savings in future years. These are the fostering service and the edge of care service. Early modelling has informed the figures within this paper which identify that placing 20 children with Bury Council in house foster carers could deliver £0.417m of savings per annum, further work is required and will take place over the next few weeks to

determine the phasing of when these savings should be achievable from. The savings from the edge of care work with children over the age of 8 could deliver savings of £1.238m from year 2 if we reduce the number of children entering care by 25%.

There is a further paper on this agenda, the family safeguarding model, which if implemented also has potential to deliver significant savings from year 3 of implementation which ranges from £105k up to £2.3m at the higher level of aspiration.

18 Background papers:

- Appendix 1 – Current Structure
- Appendix 2 – Proposed Structure
- Appendix 3 - CYP Proposed Restructure Costings
- Appendix 4 – Equality Impact Assessment

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
CASS	Care & Support Service
CIN	Child in Need
CYP	Children & Young People
CP	Child Protection
CWD	Children with Disabilities
DSG	Dedicated Schools Grant
EDT	Emergency Duty team
DfE	Department for Education
EH	Early Help
ES	Education and Skills
HAF	Holiday Activity & Food
ILACS	Inspection of Local Authority Children's Services
LA	Local Authority
LADO	Local Authority Designated Officer
MASH	Multi-Agency Safeguarding Hub
FTE	Full time equivalent
LGA	Local Government Association
SC	Social Care and Safeguarding
SEND	Special Educational Needs and Disability