



# **Business Strategy**

**2011/12–2014/15**

## **Children, Young People & Families Directorate**

## Business Strategy Summary

### Introduction

Our directorate Business Strategy outlines how, in order to achieve the significant savings required by the spending review and to be confirmed within the detail of the local government settlement, we propose to redesign and reshape our services for children, young people and families.

As part of the Council's Medium Term Financial Plan (MTFP) for 2010/2011 our Directorate already had a total of £6.5m savings required in this financial year plus pressures from previous financial years of £2.5m. This equates to £9.0m. Following the Emergency Budget in June 2010, we have also had to find savings on the in-year reductions in Area Based and Specific Grants of a further £2.2m. Therefore for this financial year we must reduce our budget by £11.2m. To date we are on track with meeting this years financial reductions (see Financial Monitoring Reports to Cabinet).

The nature of the financial challenges for 2011 onwards, in addition to the existing MTFP requires significant further savings from our Directorate. In order to meet these we need to fundamentally change the way our services are delivered. This includes how they are structured, consolidated and reduced whilst at the same time shaping them in a more co-ordinated way, based on research of what interventions work and how the most cost effective use of resources can be made in order to ensure children, young people and families are supported effectively.

Equality Impact Assessments (EQIAs) have been undertaken for the savings outlined as part of our business strategy proposals (Annex 1). We have taken the assessments into consideration in shaping our business strategy and will continue to review our EQIAs as part of our Service and Resource Planning for 2011 onwards.

### 1. Context

1.1. Our Directorate Business Strategy context has and will continue to change over the coming years. Our business strategy takes account of the County Council Business Strategy 2010 – 2016 that was published in June 2010, the priorities in Oxfordshire's Children and Young People's Plan and the Oxfordshire Safeguarding Children Board Business Plan.

1.2. Financial changes, new policy direction and new regulation systems are likely to have a considerable impact on our directorate, the whole council and importantly on the children, young people and their families who live in Oxfordshire. There are considerable challenges ahead for us, but also significant opportunities to seize in order to ensure our support for families and their children. Our business strategy must:

- Deliver good outcomes for all children and young people
- Secure for the poorest and most vulnerable in society, the ability to improve their outcomes by effectively targeting resources to those most in need<sup>1</sup>
- Engage non-state providers, communities or partnerships in delivering those outcomes locally
- Improve the economic efficiency and effectiveness of our activities.

---

<sup>1</sup> HM Treasury Approach of Spending Review June 2010

- 1.3. The nature of our funding, which is predominately through grant funding either through the Area Based Grants (ABG) or Specific Grants, is radically changing. Appropriate planning has been undertaken in the last few months in order to develop draft plans for our Service and Resource planning for the coming financial years. We have developed scenario planning to support us in the detail of our final proposals which will become firmer as soon as the Council receives sufficient detailed information on our Revenue Support Grant and on the capital resources allocated to us.
- 1.4. At the same time as the financial changes there are a number of national policy changes, not least within the schools' system. The Government recently published the Schools White Paper 'The Importance of Teaching' and this outlines the proposals for Schools and Local Authorities (LA). The White Paper proposes that LAs will have a 'strong strategic role as champions for parents, families and vulnerable pupils; promote educational excellence, through ensuring a good supply of school places, co-ordinating fair admissions and developing their own school improvement strategies to support local schools' . This role will be set in a significantly different environment both across Schools and across health, with greater autonomy for individuals, whether they are Head Teachers, General Practitioners or through the personalisation agenda, for individual families and children themselves.
- 1.5. The policy changes affecting our directorate do not only come from the Department of Education (DfE). For our children, young people and families we must also look at the whole range of government departments that directly and indirectly impact upon them. Some examples to illustrate this are:
  - Communities & Local Government - Place Based Budgeting
  - Department of Work & Pensions - Benefit changes, Early Intervention Commission, youth unemployment
  - Ministry of Justice - Public law review
  - Home Office - Youth offending, drug strategy, changes to anti-social behaviour
  - Department for Culture, Media and Sport - review of music education
  - Department for Business, Innovation and Skills - Skills strategy, funding for Further Education, apprenticeships
  - Department of Health - Equity & Excellence for children's health, Kennedy Review
  - Foreign and Commonwealth Office - child trafficking, inter-country adoption
  - Ministry of Defence - service families' welfare and education.

Much of the legislation and change for children has yet to be announced in detail. For example:

- DfE have recently launched a consultation that will lead to a Green Paper on Special Educational Need (SEN). This is a significant area of financial pressure for us and we do not know how this will impact on us
  - The Munro Review of Child Protection (part one was published on 1<sup>st</sup> October 2010 part two will follow next year) is likely to have an impact on our practice and resources
  - Findings of the Early Intervention Commission – led by Iain Duncan Smith, Graham Allen and Sarah Teather which has in its remit financial resourcing.
- 1.6 We need to build our business strategy in a way that will be flexible and adaptable for the changes to come. Radically changing our resource allocation, getting the foundations right and continuing to meet our statutory responsibilities to give the most effective and efficient improvements in the outcomes for our children will require a redesigned approach.

## 2. Statutory Duties & Responsibilities (see Annex 2)

- 2.1 Our directorate is legislatively responsible and accountable for meeting the needs of children, young people and their families. The statutory and regulatory framework within which we operate is a complex one. Thresholds and interpretations of our duties are often the subject of challenge or judicial review. The Southwark judgement is an example which set a legal precedent affecting both our practice approach and our resource allocation. There are over 160 national indicators relating to the work of the directorate, we are aware that there is likely to be change to our national indicators in the coming few years. In the meantime we are required to submit data on these indicators and they form part of the statistical data releases that are scrutinised in the public domain.
- 2.2 We are responsible for ensuring that services meet the needs of children, young people and families across the entire spectrum of needs. The continuum of needs is best expressed as:
- **Universal** – for all children i.e. nursery education and school places with an emphasis on meeting universal needs in a way that provides good prevention for them and families to avoid their needs escalating
  - **Additional Needs** – for children who need more support than universal services provide in order to promote their wellbeing or who otherwise may become vulnerable children
  - **Specialist/Complex Needs** – for children in need of protection or with complex needs that require other specialist assessment and provision of services such as special educational needs. Annex 3 showing this continuum of needs as diagram, often referred to as ‘the Windscreen’.
- 2.3 As a directorate we have been reviewing our work, drawing on a number of sources to assist us including the Green Book (HM Treasury updated in August 2010), the framework of the Spending Review (HM Treasury June), knowledge reviews of research from the Centre for Excellence in Outcomes (C4EO) and Research in Practice to consider:
- What our statutory responsibilities are
  - How we are discharging our statutory responsibilities and how we might discharge them differently
  - Whether there are any activities that we are not statutorily required to deliver and how we might propose they are delivered differently
  - How to commission or provide services differently to ensure there is no duplication and that services are efficient and effective
  - Whether and how our activities might be provided by non-state providers, by citizens, wholly or in partnership
  - Whether we could commission our services differently using payment by results;
  - Where by changing our internal investment, savings could be achieved, service quality sustained or improved
  - How we can have a robust cost benefit approach to further improve our efficiency.
- 2.4 We have conducted staff seminars reaching over 400 staff and partners in our integrated teams (non-Schools FTE), setting out the challenges and opportunities facing us.
- 2.5 We have held a number of extraordinary Schools Forum meetings to discuss with our schools and governors the possible changes ahead. The changing landscape of commissioning requires us to prepare the ground and collaborate with a range of stakeholders to increase the likelihood of success.

- 2.6 Our draft business strategy will be circulated to all of our partners for comment and once the detail of our financial settlement is known further work will take place to finalise the budget proposals for the coming financial years.

### **3. Directorate Redesign (see diagrams in Annex 3)**

- 3.1 In order to get our foundations right and enable flexible adaptation of our business to the changes ahead, we are focusing on fundamental reshaping and redesign to:
- Eliminate duplication of service delivery
  - Consider how services can be re-commissioned internally or externally to reduce cost and ensure our statutory responsibilities are delivered effectively
  - Consider how we can consolidate and reduce similar functions across the directorate to give a more focused resource and capitalise on the partnership working that has been well established in our locality working
  - Enable our services to deliver in a cost effective way, ensuring the quality of service is maintained and continuously improved particularly for those in need of early support and our most vulnerable children in need of protection.
- 3.2 We have been focusing on the pathway for all children and young people (see diagram Annex 3) focusing on what research tells us about the most crucial points in children's lives to ensure they achieve best possible outcomes, how they can be identified early if they are not likely to achieve these outcomes and what evidence based support can be given to them and their families to enable them to recover and achieve those outcomes.
- 3.3 We recognise that all universal services available for children and families should promote their resilience offering effective preventative services to avoid needs from escalating. Where additional needs occur these are identified early to ensure that appropriate support can be provided to meet those needs. For children and families with specialist or complex needs services are provided to effectively meet their needs, reduce the risk of family breakdown and appropriately safeguard their welfare.
- 3.4 The recently published White Paper on Schools will be a key driver for business change in our role in education and schools and in shaping our services (See Para 6.1).

### **4. Children, Education & Families – Overview of Proposals**

- 4.1 As outlined in our corporate Business Strategy, from April 2011 the Directorate will be known as Children, Education & Families.
- 4.2 Our strategy for determining how best to use future and reduced resources has been to make sure that our proposals have been developed using a strong body of research evidence of what works best internationally, nationally and locally. We have taken into account our statutory responsibilities alongside the need to intervene earlier to prevent the need for more specialist and high cost services. Our priority has been to protect vulnerable groups and front line services above all else.
- 4.3 A significant part of our service re-design involves merging a number of teams into one new early intervention service. Our savings proposals therefore refer to the new team rather than titles of teams formerly used and understood such as Attendance Service, Inclusion Service, Youth service and Connexions. For further explanation please see section 7.
- 4.4 Our business strategy and Annex 1 are cross referenced LR = Line Reference to Annex 1 marked numbers 1-30.

Our proposals are grouped into four main headings:

- 1) **Management Review (including business & administrative functions)**
- 2) **Education (including School Improvement & National Strategies)**
- 3) **Communities (redesign of Early Intervention Services)**
- 4) **Social Care & Safeguarding**

## **5. Management Review (including business and administrative functions)**

- 5.1 Earlier this year we undertook a review of our management arrangements (above Team Manager Level). Our managers took part in the review and feedback has informed our proposals particularly around clear lines of accountability, spans of control and avoidance of duplication. We propose to reduce the number of managers in the Directorate whilst maintaining responsibility for high quality service delivery and accountability for improved outcomes which would mean a reduction from 50 to around 36. Associated administrative and business functions will also be affected accordingly. Where management and administrative savings arise these are included in the service specific budget proposal to avoid any double counting. (LR 13-23)
- 5.2 We propose to share business support functions with the Social and Community Services Directorate which will enable us both to become more efficient and make further savings in our Directorate of around £400,000. (LR 22).
- 5.3 The Family Information Service is also proposed to become part of our wider customer service offer from the council and savings are also expected to be made there through more efficient staffing structures of £10,000 in year 1 rising to £40,000 by year 4. (LR23).

## **6. Education (including School Improvement & National Strategies)**

- 6.1 In proposing to reshape these services we have taken into account the following assumptions:
- Headteachers and Governing bodies will be primarily responsible for school improvement
  - The LA will remain a local champion for children ensuring that children have a place in a good local school or early years provision, admissions are fair and vulnerable children supported
  - Parents/carers will be able to exercise greater choice in the provision for their child
  - Education commissioning (Nationally & Locally) will ensure high quality provision
  - Schools/Settings will need to be able to innovate and will have more curriculum freedoms
  - Services around schools and settings are determined by need
  - The most secure schools; our outstanding and good schools will be enabled to become autonomous and will be expected to support other schools/settings
  - Bespoke support to be brokered in from other strong schools, outside providers or necessary services.
- 6.2 **We propose:**
- Review Governor services with a view to either a) retaining a core service or b) potentially traded service or c) commission externally (LR16)
  - Ensure Schools Forum is presented with other options for services they may choose to commission and pay for from their funding (LR 16-18)
  - Reduce the supply of school improvement services to a proportional offer with outstanding and good schools receiving less support than satisfactory schools. (LR 16)

- Open discussions with Schools and Governors on expanded use of their school buildings.
- Outdoor education centres move to become self financing (LR 17)
- Rationalisation of other service structures in Equality & Diversity Achievement Service and 16-19 teams to reduce management and support costs (LR 18 – 19)
- Renegotiate contracts with transport companies for home to school transport alongside the impact of phased introduction of changes agreed in previous years (LR20). A £2.2m saving has been proposed in home to school transport up to 2015. However, £1.5m of this is already on course to be achieved through driving down the costs of contracts with suppliers of transport such as bus companies. The remainder of the money would be saved via the phased introduction of new arrangements for home to school transport, as extensively covered in the media in early 2010. Oxfordshire County Council was providing home to school transport to a level beyond its legal obligations. Cabinet approved a revised policy and the savings proposed are based on our implementation of that revised policy in the coming financial years.
- Review our contribution to Schools Budget to bring in line with government regulations and statutory levels (LR24). The county council currently makes an additional contribution of £3.3m per annum to the Schools Budget above the level required by government regulations. £1.2m of this additional contribution relates to providing places for pupils aged above 16 in the county's special schools, this budget is proposed to increase for 2011-12. The remaining £2.2m supports several functions within the Schools Budget including behaviour support and support for ethnic minorities. Government regulations anticipate that these budgets will be fully funded from Dedicated Schools Grant without an additional contribution from the local authority, therefore it is planned to withdraw the additional contribution of £2.2m over the four year period. Since June we have been discussing and updating Schools and Schools Forum in the light of the Emergency Budget and subsequent Spending Review. At the last Schools Forum they were made aware of the need for these issues to be considered, alongside other historic anomalies.
- Schools Forum retains a statutory function and as such any proposals will be taken through to Schools Forum for consideration.

## **7. Communities (Redesign of several existing services into integrated Early Intervention Service)**

### **7.1 In reshaping these services we have taken into account:**

- That further changes to early intervention will be made following the Early Intervention Commission and SEN Green Paper
- Prevention and early intervention is more cost effective and leads to better outcomes for children that prevent their needs escalating until they require more expensive and specialist service delivery
- The direction of travel outlined in the NHS consultations for Children, primary care and public health
- A review of Early Years Foundation Stage is currently underway and likely to lead to changes that will affect children's centres, early year's settings and link to the Allen Review of Early Intervention.
- A stronger evidence base of what interventions work with children, young people and their families continues to develop to enable more effective and cost efficient commissioning
- Significant resources have been developed to support learning, development, practice and management skills to support integrated working across disciplines and agencies.
- Enabling reductions in duplication of parts of existing job roles, enabling better use of capital resources to deliver cashable savings

- We have appraised the weaknesses and strengths of our current early intervention/youth service delivery

## 7.2 We propose:

- To re-design our existing resources to provide at a reduced cost a **single integrated Early Intervention Service. (LR13)**
- Base the new service on evidence from research about the most effective way of working with children, young people and their families to support their achievement of good outcomes.
- Add a locality to our service delivery model from 13 to 14 localities to be co-terminus with our 14 corporate localities.
- To work with our parents, carers, children and young people to help explore key features of the overall service design, to name the new teams and also to assist in the design of the services.
- The service will be capable of working locally with children, young people and families in all parts of the county, providing enhanced universal prevention/early intervention support to children and families with additional to complex needs; flexibly providing the right length, type and intensity of intervention. Provided by multi-disciplinary professionals. We have already had initial positive discussions with some colleagues in health, the police and schools and we will engage with them more formally about the service design and the possibilities of multi-agency professionals within these teams starting by sharing with them our draft Business Strategy.
- The services will be provided from seven hubs across the county, utilising youth centres and maximising the assets within our portfolio. Delivery of the service will be deployed out from the hubs as well as providing venues for activities, training, mobile working bases. Other resources would become spokes to the hubs to ensure that every locality was able to access services. Spokes would include Children's Centres and potentially GP surgeries, Schools and other locally provided services.
- To re-commission the services formerly provided by Connexions at the end of March 2011. We have considered three options assessing how to re-provide with a reduced sum of £1.9m including; 1) extending the contract and re-negotiating a reduced total amount let 2) ending it completely with a view to tendering a reduced cost service and 3) extending the contract for a few months more to ensure the existing provider is able to taper the reduction in order to protect service delivery for the most vulnerable NEET population.
- Some of our other current services would be recast in order to deliver the savings required and enable the services to be re-commissioned to improve the service offered. Other services/teams/workers making a contribution to delivery of the Early Intervention service and reducing their central function include behaviour, attendance, educational psychologists, children's centre outreach, youth offending pre-court prevention and diversion, integrated youth support.
- Once the total quantum of the financial resources is known (through the Local Government Settlement) we will then be in a position to outline the total number of staff that can be employed to provide the new Early Intervention Service.

## 7.3 Hubs would:

- Provide a platform from which frontline staff are deployed to deliver services locally, and from other sites or/and on an outreach basis
- Provide a venue for supervision, meetings and training
- Be managed by an experienced Manager based in the hub.



- Be staffed by a team with a mix of experience and expertise from each of the professional backgrounds below, able to respond to identified needs and draw upon available resources:
  - **Early Years Development and Parenting**
  - **Health and Wellbeing (Physical, Mental, Sexual)**
  - **Education, Employment and Training (EET)**
  - **Youth Justice/Anti-Social Behaviour**
- Include additional staff /resources from partner agencies (subject to our discussions with them)
- Harness additional resource through local volunteers; building on aspirations around community investment

#### **7.4 Challenges and Opportunities for Delivery of this Model:**

- It will be a significant challenge to have our new Early Intervention Service all in place for financial year 2011-12. We anticipate that we will need to phase in the service to ensure that existing statutory services are appropriately transferred into the new arrangements.
- Capacity of existing managers to manage processes alongside business as usual will be challenging although we have a significant number of managers who are experienced and looking to develop services in a new and innovative way for the benefit of local children, young people and their families.
- Practice, managerial and cultural change will be essential to support our new ways of working and we propose to invest in appropriate training, development and support for our new model of service delivery, including thresholds for support, procedures and redesigned business processes. Research on integrated practice is clear that it is essential to invest in on-going training and support to enable practice and cultural change to embed. We have identified an amount in next years budget (LR 5) for this purpose.

#### **7.5 What would the revised Early Intervention Service hubs look like?**

- The Early Intervention Service would be delivered through seven hubs across the county. This would mean a reduction in youth centres and maximising the assets within our portfolio, this needs to be in line with proposals from other Directorate Business Strategies and the corporate asset strategy will outline the approach across the county.
- Service delivery will be deployed from the hubs into localities as well as the hubs providing venues for activities, training, and mobile working bases.
- Other resources would become 'spokes' to the hubs to ensure that every locality was able to access services. Spokes would include Children's Centres, potentially GP surgeries, Schools, colleges and other provision. The work of the following will be included in the design of the new service:
  - Youth service
  - Youth offending service
  - Connexions service
  - Early years
  - Children's Centres
  - Parenting services
  - Substance misuse
  - Attendance and behaviour
  - Inclusion, Early Intervention, localities & extended services
- The Seven proposed hubs for the delivery of early intervention service will be capable of doubling up and delivering youth work in the evenings and weekends. The proposed hubs are:

- Banbury Young People's Centre - Wood Green
  - Bicester Courtyard
  - Witney Young People's Centre
  - Abingdon Net
  - Didcot Vibe
  - Two centres in Oxford – most likely to be East Oxford Union Street Young People's Centre and one other venue yet to be proposed
- We would continue small staffing eve/weekends in other centres in particular areas of need for example:
    - Blackbird Leys
    - Rose Hill
    - Barton
    - Berinsfield
    - Kidlington
  - We propose to continue with Riverside at Donnington Bridge as it generates income, and continue to run Duke of Edinburgh Award Scheme from that base, possibly seeking to align Princes Trust activity with this as well.
  - Most other youth work will need to be delivered through a community led and funded approach or would be de-commissioned and face closure. These include Eynsham, Wheatley, Wantage, Chiltern Edge and Thame on school sites and at Wolvercote, Saxon Centre (Headington), Cutteslowe, Carterton, Bampton, Standlake, Chipping Norton, Burford, Faringdon, Wallingford, Henley, Cholsey, Chalgrove, Chinnor and Watlington.
  - We have conducted a review of all of our youth centres, taking account of the needs of the local population of young people, premises information, condition of buildings, lease arrangements, use of by young people and other groups and what other youth activity takes place locally. This audit has informed our proposals.
  - A wide range of organisations including schools are being encouraged to enter into discussions with the council with a view to developing innovative community partnerships to run these centres.
  - We are in the process of developing a single children and young people's website. The current IYSS site will be incorporated into that; it will continue to provide up to date, interactive signposting services, advice and guidance and some resource will be required to support it.

#### **7.6 What would ex-Connexions provision – Information, Advice & Guidance (IAG) look like?**

- We plan to ensure that schools, special schools and colleges will continue to receive an IAG service pending the central government policy changes heralded around creating an all age careers advice and guidance service.
- A web site and advice line & data facility linked to single children's web site will provide IAG on line.
- One drop in centre retained – potentially Gloucester Green, other centres to be incorporated into hubs.
- Resource to support post 16 NEET would be incorporated into the hub teams.

#### **7.7 What changes would we see in support to Early Years and Children's Centres? (LR 21)**

Our strategy is to protect frontline services whilst streamlining central services to integrate current field and specialist roles and functions, this will mean;

- Funding for frontline services funded through formula (NEF and Children's Centres) would be protected, where possible, in accordance with any changed funding methodology through the Local Government Settlement and articulated by the Department of Education. Formula funding changes will be addressed through the separately announced national review of Dedication Schools Grant, Single Formula funding.
- We will be de-layering central management; this will involve redesign of support services and integration of a range of currently separately managed teams (Childcare Development, Advisory Teachers, Workforce Development, Children's Centre support, Parenting development, EY SEN Inclusion Teachers etc.)
- We will align centrally managed early years and children's centre teams with the overall Directorate re-design and shaping of the early intervention service, avoiding duplication and creating a seamless management structure
- We will create more efficient administrative processes
- Any consultation on changes to existing grants or subsidies to providers will be undertaken as part of our service and resource planning in accordance with appropriate legislation.

## **8. Social Care & Safeguarding**

### **8.1 In reshaping our services we have taken into account:**

- All the services provided by social care and safeguarding are for children with specialist/complex needs and include:
  - Contact, referral and assessment of statutory social care and child protection
  - Family support for children and families assessed under the Children Act as Children In Need (CIN)
  - Child protection services including services to children with a child protection plan
  - Support and services for children at risk of significant harm
  - Disabled children's services including respite care (day & night)
  - Looked After Children (LAC) regulated provision and support
  - Asylum seeking children and families
  - Leaving care services (depending on age of accommodation until the age of 25)
  - Children who are carers, parents who are carers
  - Adoption
  - Fostering
  - Children's Homes.

Within our new arrangements all of these services are to be retained but will be managed differently.

Following the death of Baby Peter Connolly in Haringey there has been both nationally and locally a significant increase in demand for child protection services from the Local Authority and partner agencies. Detailed data is available about this if required. Our revised arrangements proposed will seek to support our staff in continuing to meet these demands and support them in ensuring there is sufficient supervision, support and training for them.

### **8.2 We propose:**

- To reconfigure our management arrangements of the service (above Team Manager level). These changes will maintain clear accountability, improve spans of control and ensure effective prioritisation of workloads. At Team Manager Level and below we are not proposing a reduction of the number of staff responsible for the delivery of services. (LR 15)

- Further discussions with our statutory partners Police and Health to consider how we jointly can support more multi-agency assessment across our safeguarding responsibilities. To date we have had a number of positive discussions on how we might work more closely together to support child protection services.
- Initiate further work to drive down unit costs, ensuring internal resources consistently maintain occupancy; recruit and retain foster carers at less cost than externally commissioned placements; consider how further efficiencies and value for money can be achieved. (LR 15).
- We have received as part of the previous Government's Aiming High for Disabled Children's programme significant financial resource to expand the available short breaks for disabled young people and promote new ways of working across health, social care and other partners. This funding was due to end next year with resources to maintain provision to be given within the Local Government settlement. In developing the revenue budget for 2011/12 and beyond we have planned that the total available Aiming High funding would be available.
- Given the overall budget position and the need to meet a £500k reduction within Children's Social Care it is proposed that a total of £300k is found within the overall provision of contracts. This will leave a significant level of resource to provide continuing support for disabled children. Within 2011/12 we propose to explore the possibility of whether a charge (based on ability to pay) could be considered. The balance of £200k will be met from the agency placement budget currently utilised to make out of area placements. (LR15).

## 9. Capital, Contracts & Service Level Agreements

9.1 We are still awaiting the DfE's decisions on a number of capital schemes and once the entire capital allocations are known along with the revenue grant funding for the LA and for schools we may need to consider our options. This may include the need to explore the continuing viability of small schools across the county.

### 9.2 Overview

- The top priority is keeping existing schools 'safe, dry and warm' i.e. essential Repairs and Maintenance and Health and Safety
- Next is 'Basic Need' i.e. ensuring sufficiency of school places: c£18m (made up of specific 'Basic Need' allocation, Primary Capital Programme funding and temporary classroom programme)
- Other pressures include: major housing developments c£40m not funded through development requiring 15+ primary schools and 3 secondaries.
- Programmes dependent on funding 'left over': secondary modernisation, primary modernisation.

### 9.3 Early Intervention Service – possible capital implications

We propose to:

- Retain 6 young peoples centres as premises for 'hubs' and select another City location
- Review existing lease arrangements on other premises
- Dispose of or make new arrangements for running & maintenance responsibility of 20 Oxfordshire County Council owned sites
- Options include:
  - A community led model with robust short term lease arrangements
  - Further develop co-location opportunities to rationalise premises with partners and voluntary and private sector
  - Disposal with capital receipt

#### 9.4 Invest to save proposal to reduce Residential SEN expenditure on Out of County (OOC) placements by utilising existing but decommissioned capital asset

- We currently have 23 children with Autistic Spectrum Disorders (ASD) placed in OOC SEN residential placements at a cost of £2.7m per annum. ASD diagnosis/prevalence is increasing and we have recently had a tribunal upheld against us that illustrates the difficult position the LA have under current SEN regulations. (LR14)

#### 9.5 Opportunities

- If we could utilise an existing OCC capital asset (one that is proposed for decommissioning) we could provide an 8 bedded ASD residential unit in county.
- Outline Costs:
  - **CAPITAL:** Assume use existing council building
  - 350m2 for 8-bed unit @ £1,000 per m2 = £350,000
  - Add in furniture & fittings + contingency = **£400,000**
  - **REVENUE:** £60k per unit cost x 8 = £480,000
  - Potential Saving full year effect around **£1.5 - 2m**

#### 9.6 Contracts/Service Level Agreements (SLAs)

- The majority of our contracts and SLAs are grant funded. We have outlined above where we are proposing changes to particular contracts that are due to cease at the end of March 2011. We will be discussing the process of how best to review our existing contracts and SLAs with Oxfordshire Community and Voluntary Action (OCVA). In addition we have commenced a review of other contracts and SLAs to:
  - Profile and confirm the contracts/SLAs ending March 2011 and onwards.
  - Identify contracts where efficiencies are feasible through service re-design
  - Review remaining contracts and SLAs against the Business Strategy and consider whether further re-commissioning is needed.
  - Assess whether or not the service provided is statutory.
  - If statutory, assess whether reductions can be made in the volume purchased
  - Negotiate with the provider to reduce costs/charges against existing provision and/or introduce other efficiencies.
  - Consider alternative ways of delivering the services with the community, voluntary, independent or business sector.
- The volume of our contracts and SLA's will be a challenge for the directorate, compliance with statutory procurement requirements and the Voluntary Sector Compact (National/Local) will mean that this process will take time to complete. Engagement with the community, voluntary and independent sector will be essential to manage this process.
- In addition to items referred to above as part of early intervention and social care services we are proposing to save £137k in year 1 based on contracts already renegotiated or ending (LR25).

### 10. Proposed Policy Changes

- 10.1 In order to support the above proposals there are a number of policy changes that would be needed. The main ones are listed below:
- Changes to our School Improvement offer for Schools following the recent publication of the white paper 'The Importance of Teaching' (LR16)
  - Reshaping of integrated youth support, inclusion and other early intervention services to create a single early intervention service with consequential changes to youth centres (LR13)

- Re-visiting eligibility criteria and charging policy (based on ability to pay) for access to some specialist services including respite care for disabled children, looked after children's services where children are accommodated at the request of their parents (S.20 Children Act 1989) (LR15)
- Revise our policy on providing financial support to those where All Rights have been Exhausted (ARE).

## **11. Conclusion**

Our business strategy aims to continue to deliver high quality services within a smaller financial envelope and to focus on the children, young people and families in greatest need whilst at the same time investing in preventative work to prevent their needs and the costs of meeting their needs escalating.

Given the significant changes to the ABG and Specific Grants outlined we cannot simply take the funding of those grants out and leave the rest of the Directorate as it is. Many of the grants are supporting activities which have a statutory basis and some of our core budget is supporting activities with lesser or no statutory requirement. In order for us to achieve the savings we must take a directorate wide approach and our business strategy set out what our radically re-designed service that will deliver the statutory requirements, at a reduced cost, taking into account evidence of what we know works best for children, young people and their families and what provides best value for money.

We propose in our business strategy simpler structures , combined teams to significantly streamline our management and administrative functions; creating lean teams, with decision making closer to the front-line, capable of acting swiftly rather than signposting to others and reducing duplication for children, young people and their families. This will make better use of our limited financial resources and uses multi-disciplinary and multi-agency working to best effect.

We plan to work closely with communities, our partners to broker new ways of working to deliver some aspects of our services that we can no longer fund in the same way as before. We have existing consultation routes to children, young people and their families through our sounding boards within Oxfordshire Children & Young People's Trust Board and will use these and other ways to ensure that those who use our services are consulted about the changes we propose and on how we can best design services to meet their needs. Our business strategy will go to all of the staff working with the Directorate and they too will be involved in the development of our strategy.

We are aware that until the financial envelope for the coming years is known we cannot give a definitive number of how many jobs will be changed or precisely how many staffing reductions will have to be made. We are awaiting the financial settlement which will ultimately determine the level of resource available to us.

**Meera Spillett Director for Children, Young People and Families  
& Directorate Leadership Team**

| Line Reference | BS Reference | Proposed Change to Budget  | 2010/11 Gross Budget (Original Estimate) £'000 | 2011/12 £'000  | 2012/13 £'000  | 2013/14 £'000  | 2014/15 £'000  |
|----------------|--------------|--|--|----------------|----------------|----------------|----------------|
|                |              | <b>Savings Proposals (-) &amp; Changes to Pressures (+)</b>  |  |                |                |                |                |
|                |              | <b>New Pressures</b>   |  |                |                |                |                |
| 1              |              | External Contributions to Youth Offending Service ceasing  | 4,175  | +259           | +259           | +259           | +259           |
| 2              |              | Speech & Language and Paramedical Services   | 656  | +135           | +65            | +65            | +65            |
| 3              |              | Post 16 Special Educational Needs  | 1,126  | +137           | +137           | +137           | +137           |
| 4              |              | Deferred Interest Loans  | 7,134  | +34            | +52            | +72            | +90            |
| 5              | 7.4          | Training and staff development towards new ways of working   | n/a  | +300           | +200           | +0             | +0             |
| 6              |              | Premature Retirement Compensation (Severance Panel)  | 3,435  | +350           | +350           | +350           | +350           |
| 7              |              | All Rights Exhausted (ARE) - continuation of support to asylum seeker children following Appeal Court case | n/a  | +500           | +500           | +500           | +500           |
|                |              | <b>Savings arising from past decisions / external events</b>   |  |                |                |                |                |
| 8              |              | Building Schools for the Future - project funding no longer required remove all future budgets             | 835  | -996           | -996           | -393           | -393           |
| 9              |              | City Schools Reorganisation - savings realised post repayment of costs                                     | 597  | -413           | -594           | -594           | -594           |
| 10             |              | Cessation of National Strategies within School Advisory Services   | 1,227  | -672           | -672           | -672           | -672           |
| 11             |              | Cessation of Contactpoint and Play Pathfinder (full year impact)   | 166  | -166           | -166           | -166           | -166           |
| 12             |              | Cessation of spend on Huntercombe - Youth Offending Service  | 55   | -55            | -55            | -55            | -55            |
|                |              | <b>Savings Proposals</b>   |  |                |                |                |                |
| 13             | 7            | New Early Intervention Service replaces a number of previous services                                      | 16,042   | -3,700         | -4,200         | -4,200         | -4,200         |
| 14             | 9.4&9.5      | Special Educational Needs - out of county placements   | 6,823  | +0             | -1,000         | -1,000         | -1,000         |
| 15             | 8            | Children's Social Care   | 36,349   | -500           | -500           | -500           | -500           |
| 16             | 6            | School Improvement   | 7,939  | -318           | -680           | -798           | -1,150         |
| 17             | 6.2          | Outdoor Education Centres - move to self financing model   | 1,913  | -100           | -200           | -300           | -400           |
| 18             | 6.2          | Equality & Diversity Achievement Service reduced   | 2,531  | -240           | -330           | -380           | -380           |
| 19             | 6.2          | Restructure 16-19 Teams  | 564  | -250           | -500           | -500           | -500           |
| 20             | 6.2          | Home to School Transport - procurement and route efficiencies  | 16,559   | -1,556         | -1,556         | -2,056         | -2,256         |
| 21             | 7.7          | Early Years & Children's Centres   | 37,575   | -1,500         | -3,000         | -3,500         | -4,000         |
| 22             | 5.2          | Commissioning, Performance & Quality Assurance will become a cross directorate service with S&CS           | 7,887  | -400           | -400           | -400           | -400           |
| 23             | 5.3          | Family Information Service   | 356  | -10            | -20            | -40            | -40            |
| 24             | 6.2          | Review existing local authority contribution to Schools Budget   | 2,195  | -1,000         | -1,500         | -2,000         | -2,195         |
| 25             | 9.6          | Termination of some external contracts (ending 31.03.11)   | 137  | -137           | -137           | -137           | -137           |
|                |              | Less:  |  |                |                |                |                |
| 26             |              | Estimate of potential double counting within above   | n/a  |                | +500           | +600           | +750           |
|                |              | <b>Total Savings Proposals net of new pressures</b>  | <b>156,276</b>                                 | <b>-10,298</b> | <b>-14,443</b> | <b>-15,708</b> | <b>-16,887</b> |
| 27             |              | Delegated Schools Budgets - protected  | 363,740  |                |                |                |                |
| 28             |              | YPLA Funding for FE Colleges - no longer OCC   | 41,327   |                |                |                |                |
| 29             |              | Inter-Directorate recharges  | 15,535   |                |                |                |                |
| 30             |              | Other Services   | 4,992  |                |                |                |                |
|                |              | <b>Total Directorate Original Budget 2010-11</b>   | <b>581,870</b>                                 |                |                |                |                |

## CYP&F Summary of Current Statutory Duties & Responsibilities

N.B. a number of these are already scheduled to change due to recent legislative proposals.

### Main Areas of Statutory Duty:

Education  
Social Care/Youth Services

### Education

There are four main areas of statutory responsibility relating to schools:

1. **Strategic Management**
2. **Special Educational Needs, Behaviour & Education**
3. **School Improvement, Inclusion & Attendance**
4. **Access**

#### 1. Strategic Management:

- Planning for the education service as a whole
- The administration of committees dealing with education
- Revenue budget preparation, the production and publication of accounts and central/internal audit
- Administration of grants to the authority
- Authorisation and monitoring of expenditure which does not form part of schools' delegated budgets
- Recruitment, training and personnel management of staff funded by expenditure not forming part of schools' budget shares
- Investigations which the authority carries out on employees or potential employees of the authority or governing bodies of schools
- Functions of the authority as employer in relation to superannuation which it is not reasonably practicable for another person to carry out
- Advice, in relation to the authority's statutory functions, to governing bodies in relation to staff employed at a school
- Determination of conditions of service for non-teaching staff and advice to schools on the grading of such staff
- Consultation with governing bodies and persons employed at schools or their representatives
- Compliance with the authority's duties under the Health and Safety at Work Act 1974 through functions delegated to the governing bodies of schools
- Legal services relating to the statutory functions of the authority
- The preparation and review of plans involving collaboration with other local authority services or with public or voluntary bodies
- The preparation and review of plans involving collaboration with other local authority services or with public or voluntary bodies
- The preparation, modification and revision of an Early Years Development Plan and Children & Young People's Plan
- Provision of information to or at the request of the Crown and the provision of other information which the authority is under a duty to make available
- SACRE (Standing Advisory Council for Religious Education) expenditure



- Expenditure on establishing and maintaining electronic computer systems, including data storage, in so far as they link, or facilitate the linkage of, the authority to schools which they maintain, such schools to each other or such schools to other persons or institutions
- Expenditure on the appointment of governors, the making of instruments of governance, the payment of expenses to which governors are entitled and which are not payable from a school's budget share and the provision of information to governors
- Advice and approval regarding the provision of extended services and Governors exercise of community facility powers
- Duties under the Childcare Act 2006 including adequate integrated early years provision and facilitating access to that provision
- Arrangements for the sufficient provision of Children Centres
- Duties to provide assistance to and to assess those who provide Childcare.

## **2. Special Educational Needs, Behaviour and Education**

Every Local Authority must ensure appropriate assessment provide for the needs of children with a Special Educational Need (SEN). The LA is responsible for behaviour support and education out of school. The legal definition of SEN:

- To promote high standards of educational achievement and ensure fair access to educational opportunity
- The quality of teaching
- The quality of leadership and management
- School Improvement Partners
- Monitoring of home education arrangements
- Governor Support Services supporting and advice for governors and governing bodies. Governing bodies have a crucial role to play in school improvement. This involves setting the direction for their school
- Serve notices and School Attendance Orders under Section 437 of the Education Act 1996 on the parents of a child who does not appear to be receiving suitable education
- Institute and conduct proceedings under Section 443 of the Education Act 1996 against parents who have failed to comply with the requirements of a School Attendance Order
- Institute and conduct proceedings under Section 444 of the Education Act 1996 against parents where a child fails to attend regularly at school
- Issuing of penalty notices for school non-attendance
- Making applications for and supervising parenting orders
- Conduct proceedings under Section 36 of the Children Act 1989 for an Education Supervision Order to safeguard the child's welfare
- Prevent breakdown of discipline in schools by exercise of powers conferred by Section 62 of the School Standards and Framework Act 1998 following the issue of a warning notice under Section 15(2) of that Act
- Determine for the purposes of the regulations whether any person is to be treated as a parent of a registered pupil at a school (Section 41 School Standards and Framework Act 1998)
- Make arrangements under section 67 and Schedule 18 of School Standards and Framework Act 1998 for enabling the relevant person to appeal against any decision of the governing body of a school under Section 66 of the School Standards and Framework Act 1998 to reinstate a pupil who has been permanently excluded from a school maintained by the Authority
- Make arrangements under section 52 Education Act 2002 to enable a relevant person to appeal against a decision of a headteacher of a maintained school to permanently exclude a pupil

- In conjunction with the governing bodies bring proceedings to remove any person from educational land or property who causes or permits nuisance or disturbances to the annoyance of persons who lawfully use the premises (Section 547 Education Act 1996)
- Serve notice on employers or parents to prohibit or restrict employment of school children in such a manner as to be prejudicial to health or from obtaining the full benefit of education (Section 559 Education Act 1996)
- Proposing the making and amending of byelaws relating the children

Each LA must establish a Parent Partnership Service to provide parents with a whole range of advice and information about the special educational needs process.

The local authority must publish information about the services it provides for children in need and their families. This must be made available to the people who might benefit from the services.

The LA must establish a mechanism for resolving disputes about the assessment and statementing process.

## **2. School Improvement, Inclusion and Attendance**

- To promote high standards of educational achievement and ensure fair access to educational opportunity
- The quality of teaching
- The quality of leadership and management
- School Improvement Partners
- Monitoring of home education arrangements
- Governor Support Services supporting and advice for governors and governing bodies. Governing bodies have a crucial role to play in school improvement. This involves setting the direction for their school.
- Serve notices and School Attendance Orders under Section 437 of the Education Act 1996 on the parents of a child who does not appear to be receiving suitable education;
- Institute and conduct proceedings under Section 443 of the Education Act 1996 against parents who have failed to comply with the requirements of a School Attendance Order
- Institute and conduct proceedings under Section 444 of the Education Act 1996 against parents where a child fails to attend regularly at school
- Issuing of penalty notices for school non-attendance
- Making applications for and supervising parenting orders
- Conduct proceedings under Section 36 of the Children Act 1989 for an Education Supervision Order to safeguard the child's welfare
- Prevent breakdown of discipline in schools by exercise of powers conferred by Section 62 of the School Standards and Framework Act 1998 following the issue of a warning notice under Section 15(2) of that Act
- Make arrangements under section 52 Education Act 2002 to enable a relevant person to appeal against a decision of a headteacher of a maintained school to permanently exclude a pupil
- In conjunction with the governing bodies bring proceedings to remove any person from educational land or property who causes or permits nuisance or disturbances to the annoyance of persons who lawfully use the premises (Section 547 Education Act 1996)
- Serve notice on employers or parents to prohibit or restrict employment of school children in such a manner as to be prejudicial to health or from obtaining the full benefit of education (Section 559 Education Act 1996)
- Proposing the making and amending of byelaws relating the children

#### 4. Access

Responsibility to provide an “Education infrastructure” of school places, buildings and facilities; for ensuring that children can take up a place at school and ensuring that pupils attend school.

It includes the following activities:

- Securing sufficient schools for providing primary and secondary education to meet the needs of the population
- Management and implementation of the LA’s Asset Management Plan and capital programme
- The planning and supply of school places, including the preparation of the School Organisation Plan
- Admissions, including appeals arrangements, for Community and VC schools
- Servicing school organisation committees and admissions forums
- Administrative costs involved in the exclusion of pupils from schools including advice to parents of an excluded pupil and provision of tuition
- Processing applications for Home to school transport, making transport provision and arranging for appeals against school transport decisions
- Provision and administration of clothing grants and board and lodging grants. Provision and administration of educational maintenance allowances (i.e. scholarships, exhibitions and bursaries or other allowances for pupils over compulsory school age to enable them to take advantage of any educational facilities available to them), where such expenditure is not supported by grant
- The Education Welfare Service and other expenditure arising for school attendance functions
- School meals and the maintenance and repair of kitchens at primary and special schools which have elected not to receive delegated funding;
- The assessment of eligibility for Free school Meals
- The provision of milk in any school, including expenditure supported by EU subsidies

Other Educational statutory responsibilities:

- The identification of children of compulsory school age who are not enrolled at a school or being satisfactorily educated otherwise (section 436A Education Act 1996)
- Arranging for the provision of education for those pupils unable to attend school (section 19 Education Act 1996)
- Dealing with certain complaints as to the exercise of statutory responsibilities
- secure that the facilities for primary and secondary education provided for the area include adequate facilities for recreation and social and physical training for children who have not attained the age of 13 (section 507A Education Act 1996)
- Secure for qualifying young persons in the authority's area access to sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities
- Make arrangement to promote cooperation between the authority itself, its relevant partners and such other persons or bodies as it considers appropriate to improve the well-being of children (section 10 Children Act 2004)

- Promote cooperation between partners for those involved in provision of education or training for 14 – 19 year olds
- Promote the effective participation in education or training of persons of persons over compulsory school age but under 18 and identify those not so participating
- Make available to young persons and young adults with learning difficulties for whom it is responsible such services as it considers appropriate to encourage, enable or assist the effective participation of those persons in education or training

## **Social Care/Youth**

There are 8 main areas of responsibility:

1. Children in Need
2. Family Support & Well Being of Children
3. Safeguarding, Accommodation and Looked After Children
4. Assessment and provision on support to specific groups of children
5. Information, Advice, Guidance (IAG) and assistance
6. Consultation & Views
7. Safe management of young offenders and prevention of offending/re-offending
8. Secure so far as reasonably practicable access to sufficient educational leisure-time activities and sufficient recreational leisure-time activities

### **1. Children In Need**

- Every local authority (LA) must protect and promote the welfare of **children in Need** in its area. To do this it must work with the family to provide support services that will enable children to be brought up within their own families

The legal definition of **Children in Need** includes children under age of 18 years old who need local authority services to:

- Achieve or maintain a reasonable standard of health or development
- Prevent significant or further harm to health or development or where they are disabled.

### **2. Family Support & Well Being of Children**

As a LA we have a 'general duty' to provide family support services for all children in our county. We have broad discretion about how to use resources to best meet the needs of the most vulnerable children and families. We also must improve the well-being of young children, reduce inequalities between young children. The Apprenticeship, Skills, Children and Learning Act 2009 defines wellbeing to include:

- Physical, mental health and emotional well-being
- Protection from harm and neglect
- Education, training and recreation
- The contribution made by them to society
- Social and economic well being

### **3. Safeguarding, Accommodation and Looked After Children**

As a LA we have a duty to safeguard and promote the welfare of children and undertake child protection enquiries with our statutory partners Health and the Police where risk of significant

harm is suspected. Once looked after we have responsibilities to our looked after children. Depending on when they become looked after these duties can extend to the age of 25. We must also comply with regulations governing inspected social care services including fostering, adoption, children's homes and domiciliary care for children. We have specific legal duties to provide post adoption support to any children adopted

#### **4. Assessment and provision of support to specific groups of children**

As a LA we have duties to assess particular groups of children, these include:

- Disabled children
- Children/parents who are carers
- Children affected by HIV/Aids
- Asylum seeking children
- Families without recourse to public funds

#### **5. Information, advice, guidance (IAG) and assistance**

As a LA we have duties to ensure information, advice, guidance and assistance is provided to:

- Parents or prospective parents on childcare, other services, facilities or publication that may be of benefit to them;
- Publish services provided (by us or other providers) under the above legislation;
- Ensure particular groups including parents/carers of disabled children or young people have access to IAG and assistance through assessment of their needs;
- Young people, including publishing information about positive leisure time activities and keep this information up to date
- publicise up to date information about positive leisure-time activities, and facilities for such activities, in the authority's area

#### **6. Consultation and Views**

As a LA we are required to 'have regard' to information about the views of young children in making arrangements for early childhood services.

We have duty to consider the 'wishes and feelings' of children and young people as part of any assessment of their needs.

For young people we also must take steps to ascertain the views of young people about positive leisure time activities and facilities.

#### **7. Safe management of young offenders and prevention of offending/re-offending**

The YOS meets the local authority's statutory responsibilities to reduce offending and reoffending in accordance with the 1998 Crime and Disorder Act and the 2008 Criminal Justice and Immigration Act. This includes a wide range of interventions to prevent offending and where appropriate to divert young people from the youth justice system, as well as to supervise, support and enforce statutory pre-court and post-orders and together with a wide range of partners to meet responsibilities in relation to safeguarding, risk and vulnerability management and public protection.

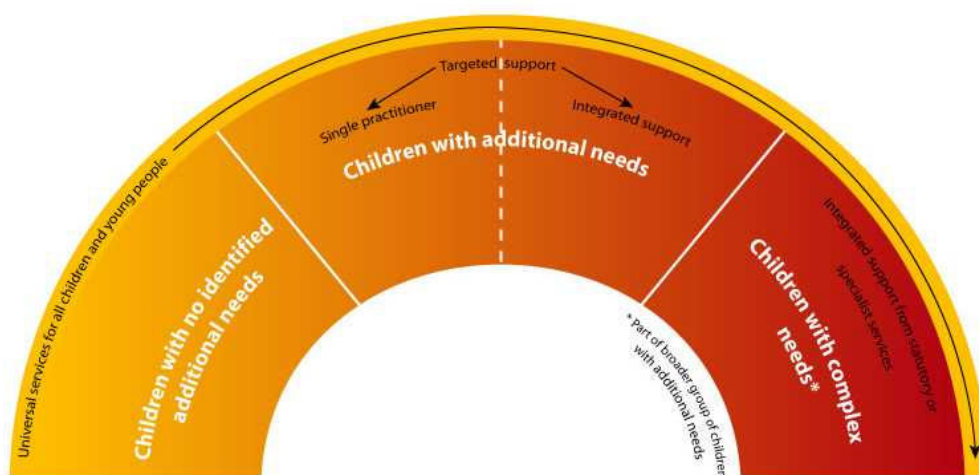
## 8. Sufficient educational leisure-time activities and sufficient recreational leisure-time activities

Education Act 1996; we have a duty to secure so far as reasonably practicable access to sufficient educational leisure-time activities and sufficient recreational leisure-time activities for young people aged 13 to 19 and up to 25 for those with disabilities.

## Annex 3

### Our Service Re-Design Pathways

#### Universal to Specialist Services



The diagram above helpfully illustrates the range of services provided by our Directorate from universal services at the left hand side of the 'windscreen' accessed by all, to more targeted services aiming to prevent problems from worsening in the middle sector. Evidence tells us that intervening early is essential to prevent problems escalating for children young people and families and reduces the need for more specialist services at the right hand side of the windscreen.

The diagram below outlines the pathway we have used to form the basis of our re-design template. Periods of transition are key for our children and we have used evidence of what works best at each stage of a child's life to inform the shape of our future approach.

# Continuum of Provision

