

Cabinet
Scrutiny Co-ordination Committee

24 January 2017
18 January 2017

Name of Cabinet Member:

Cabinet Member for Education and Skills – Councillor Maton

Director Approving Submission of the Report:

Executive Director of People

Ward(s) affected:

All

Title:

Education Service Redesign

Is this a key decision?

Yes

Executive Summary:

Coventry City Council has a strong education partnership with the Coventry Family of Schools putting the needs of children and young people at the heart of everything we do captured in the vision for education services: “As champions of children: Successful partnership working enables children, young people and adults to access high quality education and learning, develop resilience, make positive life choices and contribute to a vibrant Coventry city; and to lift the cloud of limitation for children and young people with Special Educational Needs and Disabilities and enable their entitlement to an ordinary life.”

Coventry’s overall performance continues to improve and the city now has a higher percentage of pupils in good or outstanding schools (88%) than the national average. This local improvement is set in a context of a very challenging financial context for the local authority and for schools.

The redesign of Coventry’s Education Services, in collaboration with Coventry schools, is aimed at enabling services to be fit for purpose for our Coventry children and young people, offering services that schools value and dealing with grant cuts in a managed way.

Management proposals were outlined at the start of a consultation on 3rd October 2016 and the consultation ended on 23rd November 2016. This provided the opportunity for staff and other stakeholders to feedback views. The proposals for implementation outlined in this cabinet report take account of this feedback. There has been strong collaboration with schools on the development of the model throughout and the final proposals were discussed with the Primary and

Secondary Executive Headteacher groups who gave full support and agreement to the outline proposals.

Recommendations:

Scrutiny Co-ordination Committee is recommended to:

1. Endorse the recommendations to Cabinet
2. Identify any further comments or recommendations for Cabinet to consider

Cabinet is recommended to:

1. Consider any additional recommendations or comments from the Scrutiny Co-ordination Committee.
2. Note the collaborative approach with schools to develop this new Education Service model
3. Approve the implementation of the proposed new Education Service model.
4. Delegate authority to the Director Education, Libraries & Adult Learning in consultation with the Cabinet Member for Education and the Schools Forum, to identify and approve the usage of any over delivery in Dedicated Schools Grant savings pending the outcome of the current Dedicated Schools Grant funding consultation.

List of Appendices included:

Appendix A – Proposals for staff consultation

Appendix B – Summary of consultation feedback, management response and recommendation for implementation

Appendix C – Equality Consultation Analysis

Background papers:

None

Other useful documents

None

Has it been or will it be considered by Scrutiny

Yes – at the Scrutiny Co-ordination Committee meeting on 18th January 2017

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Education Service Redesign

1. Background

- 1.1 Coventry City Council and the City's family of schools, have together forged an education partnership that is based on the two key principles of; shared moral purpose and robust accountability. The partnership's primary aim "as champions of children" is to improve the life chances of all children and young people within the City. Partnership success will evidence that all children, young people and adults have access to high quality education and learning; develop resilience; make positive life choices and contribute to a vibrant Coventry City. This commitment extends to all vulnerable groups, including children and young people with Special Educational Needs and Disabilities and will enable them to access their entitlement to an ordinary life with a focus on 'lifting the cloud of limitation'
- 1.2 In this context, it is noted that despite the financial challenges faced by both the LA and schools, Coventry's overall education performance continues to improve. For example, the City now has a higher percentage of pupils in good or outstanding schools (88%) than the national average.
- 1.3 The redesign of Coventry's Education Services has been developed in full collaboration with Coventry schools. The design parameters agreed, were to ensure that services are fit for purpose, meet the current needs of schools, children and families within a value for money framework; and secure the impact of grant cuts in a managed way.
- 1.4 The following teams and services are in the scope of the service redesign: Coventry Extended Learning Centre; Hospital Education Service; Looked After Children Education Service; Minority Group Support Service; Performing Arts Service; School Improvement; Work Related Learning Service; SEN Management Service; Special Education Needs Support Services: (Communication and Interaction Service, Education Psychology Service, Integrated Early Years' Service (Pre-school); Learning and Wellbeing Service and Sensory and Physical Service). The staffing establishment across these services within the scope of this redesign is 246.44 Full Time Equivalents and the cost of these services is £19.8m funded by Dedicated Schools Grant (£10.8m), Education Services Grant (£0.9m), trading income (£4.1m), other grants (£1.7m) and core funding (£2.3m).
- 1.5 The staff consultation on the management proposals began on the 3rd October 2016 and ended on 23rd November 2016. The consultation included a whole staff briefing session, followed by a formal opportunity for staff and other stakeholders to submit responses. There has been strong collaboration with schools on the development of the model. The proposals were discussed with the Primary/Secondary and Special Executive Headteacher groups who confirmed their support of the outline proposals. Two consultation meetings with SENCOs and a whole school survey designed to test trading options and market capacity, compliment the evidence base. In summary, the proposals for implementation outlined in this report, take full account of the views of both staff and schools.
- 1.6 The financial strategy for Education Services includes the need to reduce expenditure to deal with the ending of the Education Services Grant, dealing with estimated funding fall out in the Dedicated Schools Grant and achieving core budget savings as part of the medium term financial strategy. The financial strategy has also focused on ensuring that the service is fit for purpose into the future, particularly in the context of:

- increased academisation of schools;
- a national schools funding formula currently out to consultation that will reduce funding for schools in Coventry;
- significant high needs demand pressure (including the challenges that schools face in funding high needs provision); and
- ensuring we can continue to trade with schools.

2 Options considered and recommended proposal

2.1 The proposed model that was subject to consultation between 3rd October 2016 to 23rd November 2016 was a hybrid approach that categorised services in the following ways:

<p>No significant changes</p> <ul style="list-style-type: none"> • Looked after Children (Education) Service • Outdoor Education Service • SEN Information and Advice Service 	<p>Increased income Generation or highly valued services:</p> <ul style="list-style-type: none"> • Education Psychology Service • Sensory Service • Assessment Moderation and Newly Qualified Teacher (NQT) Support • Governor Support Services • School Improvement enablement and oversight
<p>Re-aligning services to a demand-led model</p> <ul style="list-style-type: none"> • Traded SEN Support Services – e.g. Dyslexia and Autism • Complementary Mental Health Services • Elective home education • Minority Group Support Services • Statutory SEN Services 	<p>New Models of Delivery</p> <ul style="list-style-type: none"> • Delegation of Units in schools – e.g. Enhanced Speech & Language Provision • Demand led model of delivery for schools • Pregnant School Girls’ and Young Mothers’ if/as required
<p>Services the LA will not provide</p> <ul style="list-style-type: none"> • Primary behaviour support and transition work in its current form • Access & Technology – as a central service • Early Years SENCO in its current form • Dance and Drama • School Improvement Partners Model 	<p>For future review</p> <ul style="list-style-type: none"> • Admissions • School Organisation • Alternative provision

2.2 Appendix A, sets out detailed descriptions of the teams and services in scope, alongside the original proposals. Appendix B, sets out a summary of consultation feedback, the corresponding management response and the final proposals and recommendations for implementation, which reflect the outcome of the consultation process.

2.3 In summary the recommended proposals are:

2.3.1 **Hospital Education Service** (including Pregnant School Girls Unit). The number of pregnant school girls and young mothers accessing dedicated provision at the unit has decreased significantly over time. There are currently no pupils or babies accessing the provision. The evidence is that the majority of pregnant schoolgirls in Coventry choose to stay in their school and feedback from secondary headteachers is that these pupils should remain in mainstream provision in order to achieve the best possible outcomes. The proposal is to replace the current generic provision model for pregnant schoolgirls and young mothers with a bespoke programme for those who require it. To discontinue the provision of a central nursery and instead offer financial support to top up 'care to learn' funding, to enable young mothers accessing bespoke provision to utilise full time nursery provision if required.

2.3.2 **Coventry Extended Learning Centre.** The proposal is to appoint an overarching Head of Coventry Extended Learning Centre. Working in partnership with schools they will lead alternative provision across the city to ensure consistent and well managed pathways in and out of the provision.

2.3.3 **Coventry Performing Arts Service.** Feedback from schools about the need for significantly increased flexibility and value for money has been an important consideration in the development of the proposed model. 50% of schools currently buying in suggest they are looking elsewhere. The proposal is to develop a cost effective Music Service that maximises the Music Education Grant (MEG) and introduce a flexible model that:

- enables the development of a sustainable Music Service for Coventry
- enables a core staff to facilitate a music programme for Coventry schools provides a reduction in costs to schools.

The new Music Service will continue to be the Lead Organisation for the Coventry Music Education Hub, securing the Music Education Grant (MEG) for the city and delivering the National Plan for Music Education. A Coventry Music Service Lead, supported by a small team of core staff, will operate an enabling infrastructure with the direct delivery of music tuition in schools through self-employed tutors. Dance and drama will no longer be delivered. No schools indicated as part of the consultation that they want to buy back dance and drama provision from the service. There are a number of independent providers within the city that our schools and other organisations are already commissioning on an as and when needed basis and some schools have dedicated in school provision.

2.3.4 **Work Related Learning Team.** The proposal is to develop a fully traded model maximising grant income opportunities (European Structural and Investment Funds [ESIF]). A Lead supported by a core team will work closely with schools and the Coventry Extended Learning Centre (CELC) to develop integrated pathways for those at risk of exclusion/NEET.

2.3.5 **School Improvement.** The school improvement team will continue to provide the current service for schools for a further year. The termination of the Education Bill followed by a funding announcement from the Department for Education resulted in Local Authorities being required to continue to take responsibility for school improvement and schools causing concern for 2017/18. However, school to school support commissioning budget will be removed as originally proposed. Funding will be accessed through bids from a recently announced Department for Education £140

million fund for school to school support. Vacant posts within school improvement will be disestablished.

2.3.6 Minority Group Support Services. It is proposed that the service is renamed Ethnic Minority Achievement to reflect an increased focus on pupil outcomes in addition to providing community support. A Lead of Ethnic Minority Achievement will deliver a service designed to enable:

- the development of a citywide Ethnic Minority Achievement strategy;
- up-to-date guidance on issues of racial equality;
- focussed training programmes;
- an increased online resource;
- focused support for the settlement of newly arrived pupils in the city;
- effective support in relation to children missing education

The team will enable the sharing of best practice across the city. They will also develop a traded service for community languages, maintain support for newly-arrived pupils and provide a focussed traded service for the training of teachers and ethnic minority achievement leaders.

The direct generic support for teachers and leaders in schools will reduce. The delivery of free of charge multilingual support for Early Years Foundation Stage provision will stop, however, providers will have access to a traded facility.

2.3.6.1 To establish an integrated 0 to 25 Special Educational Needs and Disabilities (SEND) Support Service that includes the following team functions:

Special Educational Needs (SEN) Statutory Assessment and Provision Team: It is proposed that the current generic SEN Management Service is disaggregated and restructured to secure specialist posts for specialist functions. The proposed new structure, secures a focused statutory Education Health and Care Plan (EHCP) team with the capacity to transfer all SEN Statements of SEN to EHCPs by the statutory deadline of 31st March 2018; ensure that families that electively home educate their children are appropriately monitored in accordance with statutory requirements; scrutinises entitlement to SEN home to school travel assistance and ensures that students who are permanently excluded from school are admitted to an alternative provision within 6 days. The proposal also secures a dedicated educational resource within the Multi-Agency Safeguarding Hub (MASH) team.

Educational Psychology: In response to the consultation, it is proposed that the Educational Psychology offer, is expanded to include a specialist social emotional and mental health (SEMH) assessment and intervention programme, forming part of the SEMH pathway; and that the team in consultation with schools, continues to expand to meet traded demand.

SEN Early Years Foundation Team: It is proposed that the current SEN Early Years Service is restructured, to work in a close formal partnership with the Educational Psychology team. The team, will have a priority focus on the identification, assessment and support of pre-school children, working closely with families and settings. The

service will expand its reach to include a potential traded element working with children in reception, supporting transition and offering training. Provision will be delivered by a team of specialist early years practitioners consisting of both teachers and portage workers

Social Emotional Mental Health and Well-being Team: It is proposed that the new team will have a primary focus on SEMH and that the traded offer will reflect the current needs of schools. Following consultation feedback, the team will also offer elements of learning support including dyslexia assessment and intervention. The team will work in collaboration with other specialists within the service, including Educational Psychology ensuring appropriate signposting for schools and families and develop a close link with CAMHS, supporting the implementation of the to provide: support for the implementation of the Child and Adolescent Mental Health Services (CAMHS) dimension tool to ensure appropriate signposting for support and intervention. The team will maintain responsibility for the continuance of the delivery of the KEYs function including a potential service expansion, pending further consideration of long-term governance.

Complex Communication traded offer. It is proposed that the new traded, complex communication team form part of the identification, assessment, diagnosis and intervention pathway for children and young people age 2 to 25 experiencing social communication difficulties, irrespective of a diagnosis. The team would offer settings, schools and colleges a comprehensive service including training, advice, intervention strategies and direct support and intervention. Following consultation feedback it is not proposed that the team offer general support for learning difficulty.

Sensory Team offer. The sensory team will continue to provide the current service for children and young people with a hearing and/or visual impairment, with the potential to expand the offer to a traded service for further education providers. It is proposed following feedback from schools, that the LA ceases to provide the access and technology function. It is confirmed that advice on specialist ICT equipment can be accessed directly, through Coventry special schools.

3 Results of consultation undertaken

3.1 The consultation took place from 3rd October to 23rd November 2016, with additional time allowed for staff who had not received job descriptions for new posts relevant to them at the beginning of the process. The consultation was launched with one briefing event for all staff in SEN Services and one briefing event for staff in other services. This was followed up with team briefings describing the detail of the implications for specific teams. Documents about the consultation were uploaded regularly to the Council intranet site.

3.2 A wide range of opportunities were available to staff to give feedback and to ask questions about the consultation. These included: contacting Heads of Services directly, emailing the consultation mailbox and attending drop-in sessions. Several meetings were held with Trade Unions throughout the consultation. Generic questions were collated into a document which was uploaded regularly onto the consultation intranet page. There was regular dialogue with schools throughout the consultation. Every response received for the consultation was considered and collated into spreadsheets for each of the service areas and the relevant Head of Service systematically themed, considered and analysed these leading to an initial management response and consideration and challenge by the Education Service Leadership Team. The proposals

were discussed with the Executive Primary and Secondary Heads and the Special Heads group who gave positive feedback and agreement to the outline proposals and there has been continual engagement with schools throughout the consultation.

3.3 There was a range of feedback from staff and other stakeholders in response to the consultation. A total of 45 responses were received to the consultation, including joint responses from whole teams, groups and individuals.

3.4 Responses included the following:

- Questions/clarifications about HR processes following the consultation;
- Questions/clarification and challenge to the proposed new model including some case studies; and
- Suggestions and changes to the proposals.

3.4 Schools have been partners throughout the process of redesign. Consequently, the number of submissions from schools, to the formal consultation proposals were low but supportive. A summary of the feedback for each service area is shown in Appendix B.

4 Timetable for implementing this decision

4.1 This decision would be implemented from April 2017 to September 2017.

5 Comments from Executive Director of Resources

5.1 Financial implications

5.2 The implementation of the Education Services Redesign will enable the Council to deal with funding fall out (as a result of the known changes in the Education Services Grant, and estimated changes in the Dedicated Schools Grant). It also delivers core budget saving as part of the medium term financial strategy, and changes in levels of income for traded services. Dedicated Schools Grant is a ring fenced grant with clear restrictions on how it should be spent. This includes annual approval from the Schools Forum for certain areas of expenditure.

5.3 Further funding announcements have been made since the consultation which will impact on the level of Dedicated Schools grant reduction. This includes the National Funding formula consultation for Schools and High Needs, which closes in March and has revised levels of funding for central expenditure and high needs. The announcements made will impact on the wider Education system and if implemented Coventry schools will see reduced funding levels. Funding for High Needs would increase, but this is partly related to pupil growth, and will be needed to support high needs provision across the city. The outcomes of the consultation will not be known until Summer 2017, and a consultation response will form a separate report to Cabinet and Council in March.

5.4 Government have also announced £50M of funding for local authorities to continue to monitor and commission school improvement for low-performing maintained schools from September 2017. Local allocations are not yet confirmed but could result in approximately £250k (full year) for Coventry. At this stage the financial impact does not include this.

- 5.5 There continues to be a significant amount of uncertainty in relation to Dedicated Schools Grant funding for central services, and although the current financial position shows a small over-delivery of savings against target these all relate to Dedicated Schools Grant savings and therefore could be subject to change. The recommendations ask for delegated authority to the Cabinet Member (Education) in relation to the usage of any over-delivery, but this will need to be utilised within the grant regulations for the Dedicated Schools Grant.
- 5.6 The Redesign includes increased income generation for a number of services. The financial position therefore assumes a level of trading with schools is achieved to meet the target. If the level of trading with schools is lower than anticipated then costs relating to those services will need to be reduced.
- 5.7 The following table shows the current financial position for the Education Services Redesign. The forecast gross savings of £3.0m are achieved through reduction in posts with the service (£1.9m), increased income generation (£0.4m) and removal of the School Improvement commissioning pot (£0.7m). Appendix B details how savings have been achieved within each service area post consultation.
- 5.8 Decisions in relation to Dedicated Schools Grant expenditure that can be held centrally (either directly or through a pooled funding approach) will be finalised at the Schools Forum on the 19th January. The financial impact assumes that the Schools Forum agree our proposed approach.

Education Services Redesign - Estimated Financial Impact

	17/18	18/19	19/20
	£M	£M	£M
Estimated Grant Cut	0.6	1.1	1.7
Core Savings Target	0.4	0.5	0.5
Indicative Savings Target	1.1	1.6	2.2
Forecast Savings from Redesign*			
Grant Savings	(1.5)	(2.6)	(2.6)
Core Savings	(0.3)	(0.4)	(0.4)
Gross Savings	(1.8)	(3.0)	(3.0)
Adjustments**	0.4	0.6	0.7
Net Savings	(1.4)	(2.3)	(2.3)
Net Position	(0.3)	(0.7)	(0.1)

* The savings figures do not include any forecast for redundancy costs or salary protection as this will not be possible until HR processes are complete

** Relate to DSG that cannot be taken towards the savings target as it relates to the Early Years Block, restricted central expenditure or de-delegation . Review required in consultation with Schools Forum

5.8.1 Legal implications

5.8.2 The proposals outline a number of significant changes to the way in which the Council delivers services in doing so the Council must ensure that it continues to comply with its statutory responsibilities.

Public authority decision makers are under a non-delegable on-going duty to have due regard to the need to advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not (Public Sector Equality Duty – s.149 (1) Equality Act 2010. The relevant characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Decision makers must be consciously thinking about these three aims as part of their decision making process with rigour and with an open mind. The duty is to have “due regard”; not to achieve a result but to have due regard to the need to achieve these goals. Consideration must be given to the potential adverse impacts and the measures (if any) that are available to minimise any discriminatory effects.

The consultation and equality impact assessment is intended to enable the decision makers to consider the impact and response to the proposals and any alternative proposals raised. The product of consultation must be conscientiously taken into account when making the decision.

Section 17 (1) Children Act 1989 imposes on local authorities a general duty to safeguard and promote the welfare of children in their area who are in need by providing a range and level of services appropriate to those children’s needs.

Section 11 (2) of the Children and Families Act 2004 imposes a duty on the local authority to make arrangements for ensuring that its functions are discharged having regard to the need to safeguard and promote the welfare of children. The Act further places specific duties on the Local Authority in meeting the needs of children with special educational needs or disabilities and Looked after Children

Section 3 of the Local Government Act 1999 and the statutory guidance issued under it imposes a duty on a local authority to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”.

6 Other implications

6.1 **How will this contribute to the Council’s priorities?**
<http://www.coventry.gov.uk/councilplan>

The model for implementation is aimed at improving the quality of life for Coventry people by improving educational outcomes and delivery our priorities with fewer resources by making the most of our assets.

6.2 How is risk being managed?

Delivery of Education Redesign is part of the Education Transformation Programme. The Director of Education, Libraries and Adult Education is the lead for this programme and the service redesign is delivered by the programme team of Education Heads of Service, Programme Delivery Manager, Human Resources and Finance colleagues.

6.3 What is the impact on the organisation?

6.3.1 Financial impacts

The Education Services Redesign will enable reductions in funding to be managed without detriment to the council's medium term financial strategy. The proposals seek to ensure the education service is fit for purpose in the future against a national agenda of full academisation for schools. This includes resource to continue to manage the partnership of schools within the city regardless of school status, and to secure on ongoing dialogue between the city council and Coventry schools. These are set out in the financial sections above.

6.3.2 Staffing impacts

6.3.2.1 The staffing establishment across the Education Services in scope is 246.44 Full Time Equivalents (FTE). The model for implementation is 194.67 FTE. This is a reduction of 51.77 FTE compared to the current establishment. The model consulted on proposed a reduction to 171.95 FTE – a reduction of 74.49 FTE compared to the current establishment. The model for implementation proposes to retain an additional 22.72 FTE posts compared to the consultation proposal.

6.3.2.2 The headcount number at risk is 119 people. However, through implementation, the impact of this will be significantly reduced. Many of these people will be able to retain existing/similar roles and there will be new job opportunities for others.

6.4 Equalities / EIA

6.4.1 The strength of the Coventry Education System, of which the local authority is one key stakeholder, means that the impacts on individual children and young people will be minimised. Further details are shown at Appendix C.

6.5 Implications for (or impact on) the environment

6.5.1 There are no specific implication for (or impact on) the environment.

6.6 Implications for partner organisations?

6.6.1 Schools are the key partner organisation involved and they have been involved in co-designing this new model.

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