



The long-term review of education support services

London Borough of Southwark and DfES

Final report
November 2003

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Executive summary

Introduction

OPM was commissioned by the London Borough of Southwark with the Department for Education and Skills (DfES) to carry out a long-term review of education support services, with a view to making recommendations for the future organisation of services and advising the authority on how services should be managed from July 2004.

This report covers the process of the review and details our recommendations for a long-term option, and the steps the authority and other stakeholders should take to progress towards it.

At the start of the review, Cambridge Education Associates (CEA) had just been appointed to provide interim management of education support services and to lead school improvement. The services had previously been provided through an out-sourced contract.

Our approach to the review was designed to build ownership of the results, through engaging a wide range of local stakeholders in the process in an interactive way. The process included: building shared understanding of the factors and issues that are unique to Southwark (the Southwark essentials); learning from models in operation elsewhere; and involving stakeholders in assessing possible options.

During the course of the review, the Green Paper '*Every Child Matters*' was published. While not unanticipated, the timing of this national policy consultation and its focus on a wider range of children's services has affected both the review process and the proposed way ahead for Southwark.

This review has been an organisational development process, and has engaged local stakeholders in the beginning of a further change process, taking account of the national policy developments. Continued high levels of participation will be important when moving forward.

In carrying out this work we have been supported by a project team comprising officers from the London Borough of Southwark and DfES. The wider direction and context of our work has been challenged and supported by a reference group that included members and officers of the authority, staff of DfES, representatives of the Diocese, governors and head teachers. We are grateful for their help and significant contribution to this work, and we are confident that they will see their involvement reflected in this report.

The review has also benefited from input from the Commissioner for London Schools.

Key requirements

Analysing local history and issues in Southwark and participants' understanding of the challenges, we identified that a successful way forward will have to provide:

- Coherent and consistent leadership for and within education;
- Sustainable capacity in education services to meet the needs of schools and individual children;
- Enhanced collaboration between schools to promote exchange of good practice and provide peer support for school improvement;
- Co-ordination and joining up of services for children and families – a focus on the whole child.

There are also strong local concerns about stability (*'stop re-starting'*), and avoiding 'experimentation'. In staging our recommendations across different timeframes, we address the most urgent issues first, most notably educational leadership and service sustainability, as they are vital to improving schools and raising attainment. Thereafter we propose a progressive building of the capacity to achieve further change and build the solid foundations that will be needed to make that change a success.

Our recommendations also allow the long-term option to respond to local demand and national policy developments by focusing on the whole child (attainment, wider achievement and support to enable each child to fulfil his or her potential).

The recommendations are an inter-dependent and mutually reinforcing package, intended to reduce risk and avoid over-dependence on any one element. 'Cherry picking' among the recommendations would seriously undermine the whole package. Given the importance of attracting and keeping good people in key posts, the timing and inter-relationships between specific appointments are also set out in detail. The DfES should have a role in making the appointments we propose during the transition period.

Recommendations

By March 2004

1. To provide leadership within the system and continue the current process of ensuring that services are fit for purpose, the interim management contract with CEA should be extended for a year (as allowed in the contract). This contract extension would include taking on responsibility for early years and adult education services and a specific focus on supporting collaboration between schools. There should also be a contractual requirement progressively to transfer staff to the authority (as has been applied in other interim management models): this may require consideration of a further extension.

2. An Education Partnership Board should be created, with two main purposes:
 - To provide a leadership group for education that: is visible; is focused on continuous improvement; monitors progress; and ensures that education strategies are coherent and linked to wider corporate strategies;
 - To lead the involvement of education stakeholders in the further development of the long-term option for Southwark's education and children's services.

Membership and remit of the Board are detailed in the body of the report. It is intended that the Board should be advisory and time limited.

3. In order to support school-to-school collaboration, the interim management contract should require CEA to work with schools to develop geographically based networks that involve all schools. These collaborative groups should build on the existing effective work in some areas of the borough.
4. The development of stronger representative forums for governors and parents should be supported, as part of the contract extension to CEA.
5. A Transition Director for Children should be appointed (through national advertisement) on a fixed-term contract for two years. The post-holder would be responsible for co-ordinating the Council's planning for children, leading the Council's consideration of how to integrate services for children further, and managing the change process. This work would build on the positive developments in social care and health in Southwark, on the progress already made by the Children and Young People Strategic Partnership Board, and on the recommendations of this report. The Transition Director would report to the Chief Executive, be responsible for the contract management of the interim management provider, and take on the statutory role of Chief Education Officer.
6. The first task of the Transition Director will be to work with local partners and colleagues to arrive at the preferred local view for children's services, by December 2004. We suggest a possible children's trust model that includes a Director of Children's Services, an integrated planning function, and strong but separate strands for school improvement and services to individual children. This is intended as a starting point for discussion; we recognise that there will need to be further debate at national and local levels. (We do not assume that this model would be entirely self-sufficient in terms of all school improvement services: for reasons of scale in a small authority, external partnerships or contracts may be needed to access specialist skills and additional capacity.)

By December 2004

7. The authority and local partners should have agreed the preferred arrangements for integrating children's services in Southwark.

By August 2005

8. A Director of School Improvement, or equivalent, will have been appointed to lead education and schools services within the chosen option. This recognises the continuing need for strong education leadership.

By August 2006

9. The children's trust model adopted by the authority, partners and wider stakeholders will be in place. We expect that a substantive Director of Children's Services will have been appointed.

Further developments

This package of recommendations should position Southwark to strengthen education services, further integrate children's services, and move forward flexibly from a position of greater strength. We expect that subsequently there will be further scope for delegation of responsibility and resources to school networks/clusters, for growth in extended schools as a focus for access to other services, and for working on a cross-authority or sub-regional basis.

Background

OfSTED inspected Southwark Local Education Authority (LEA) in 1998 and again in December 1999. The second report concluded that the LEA lacked the capacity to make the required improvements. The authority was directed by the DfES to provide all education functions (with the exception of early years and adult education) through an out-sourced contract, awarded to Atkins Education, a division of WS Atkins.

The latest OfSTED inspection of July 2002 concluded there had been a marked improvement but that there were still significant areas of weakness in the education service. Specific functions that performed particularly well at that time included: support for literacy; support for raising standards at key stage 3; support for Traveller education; support for attendance; and advice to elected members. Weaknesses included: support for information and communications technology in the curriculum (ICT); support to management provided by human resources services, property services and ICT; aspects of strategic planning for special educational needs; support for improving behaviour; and procedures for reporting racist incidents in schools.

Subsequently, in March 2003, Atkins requested an early termination of the contract, which was agreed by the authority in July 2003.

In taking on this commission, we recognised the wider context within which any viable option would have to operate, given that a Green Paper on services for children had been expected since the spring. Any potential solution would also have to acknowledge other developments in national policy, and the London Challenge and its work with inner London secondary schools, including those of Southwark.

In parallel with this review, CEA (Cambridge Education Associates) were appointed as interim managers for the education service (post Atkins) with a remit to manage and develop the service in light of the progress made by Atkins and the remaining issues identified by OfSTED.

Service structure baseline

At the beginning of the review process, education support and related services were organised in the following way.

Within the authority, on the 'client side', the Strategic Director is the statutory Chief Education Officer and has responsibility for monitoring contracted services, and directly for the following services:

- Strategy and Commissioning
- Directorate support
- Performance and Resources
- Information Systems
- HR

- Early years, After School and Play Services

- Library and Adult Services
- Youth and Connexions Services
- Arts, Museums and Culture

On the 'supplier side', CEA are responsible for the interim management of a range of education support services, with an initial team of managers who oversee the following activities and services of the authority:

- Performance and Achievement
- Secondary School Improvement
- Primary School Improvement
- Access and Inclusion (including Admissions, Inclusion, mainstream support and SEN)
- Strategy and resources (including asset management, finance, student support and management information)
- Human Resources
- Strategy support and Communications
- Business infrastructure.

We were commissioned to look at education support services, but in doing so it has been necessary to consider the whole system of services to children. In this respect, it is important to recognise that in Southwark there have been developments in integrating health and social care. The Director of Social Services is also Chief Executive of the Primary Care Trust. A range of positive work has been done through a Children and Young People's Strategic Partnership Board (CYPSPB), involving over 30 representatives from different agencies and the voluntary sector, although education has not hitherto been strongly represented.

In addition, an *Every Child Matters* sub-group of the Chief Officer Team has been set up to pursue the agenda of the recent Green Paper.

Approach

This section summarises our activities, with a brief description of each stage of the process and the numbers and types of participant involved.

In specifying our approach to the tender we recognised a number of key features that we felt the review would require.

The most important of these was that the review was a design process, which needed to understand the local issues, use learning from elsewhere, take account of the changing national and London policy picture, and create a solution to address Southwark's needs (as opposed to simply transplanting a model from elsewhere).

Given the context of Southwark, there was a particular need for any solution to be acceptable to the range of stakeholders who would be involved in its operation. We therefore employed a deliberate policy of open engagement, to ensure that all parties had an opportunity to express their concerns and ideas throughout the process. Although the summer break affected some of our efforts, the great majority of stakeholder groups have had an opportunity to contribute and to influence the recommendations presented in this report.

Stage One

In this stage, we:

- Created a project management group, including representatives of LB Southwark, DfES and OPM. This has met seven times during the course of the project.
- Set up a reference group to challenge and support our work, including members and senior officers of the authority (including CEA staff), head teachers, community representatives, governors and representatives of both the Diocese and DfES and trade unions (for the last meeting). This has met three times during the course of the project.
- Prepared *The Southwark Essentials* paper (included at Appendix One), a narrative of the history and context of Southwark that draws out the key issues. We reviewed key documents and held a total of 32 interviews, the majority face to face. Participants included senior members of the authority, senior officers of the authority and relevant related services, head teachers, community representatives, governors, and representatives of both the Diocese and central government (DfES and ODPM). This paper was developed with the input of the project group and the reference group, before being presented at the stakeholder event on 23 September.

Stage Two

In this stage, we prepared the *Dimensions of service options – Learning from elsewhere* report, describing seven dimensions of models of delivery and/or intervention that were judged to be relevant and appropriate to Southwark's needs (as identified through the *Essentials* report). A total of nine authorities were examined, building on a literature review of evaluations and assessments of LEA interventions and new models. In total 29 interviews were held, a mixture of face-to-face and telephone, involving members, senior officers, head teachers and departmental staff (DfES).

Stage Three

A whole-day event for stakeholders was held on 23 September. The event considered the *Essentials* report, setting out what any future option would need to be capable of addressing; success criteria for what the system should be able to achieve (the ends); and success criteria for how it should operate (the means), based upon the seven dimensions. Over 70 participants from across the education 'system' attended, from a total of over 120 invited. Participants included parents, governors, community representatives, head teachers, education and other authority staff, senior officers and elected members of the authority. A summary report of this event was produced for the Reference Group.

Stage Four

In light of the findings of the *Essentials* paper, the *Dimensions* report and the findings of the stakeholder conference, we worked up a number of options for further consideration in a second round of stakeholder events.

A series of workshops were held to feed back and discuss outline options for the future arrangements of the service. Workshops were held with staff, involving personnel from school improvement and access and inclusion, schools management support, early years, adult learning, libraries & culture and youth services. Stakeholder workshops were held with governors, parents, trade unions, youth workers and young people. A presentation was made to the Heads conference and separate meetings were held with groups of head teachers. In all, over 150 individuals attended the second series of workshops.

Other

In addition to the core activity of the project, we have brought to the process:

- An up-to-date perspective on the context within which the future service will have to operate, which has involved meetings with officials responsible for schools funding, the Green Paper and other relevant areas of policy;
- An awareness of developments across the country, beyond the models chosen for specific examination, which has involved continued effort to identify examples of interesting practice that would relate to Southwark.

Summary of findings

Southwark's specific requirements

In assessing the options for the future arrangements of education support services, and other appropriate and related services, we assembled a picture of the context within which such services would have to operate. This narrative, *The Southwark Essentials*, is included at Appendix One of this report.

The *Essentials* exercise identified a number of recurring contributory factors that have affected education in Southwark since the demise of the Inner London Education Authority (ILEA). In summary, they include, in no particular order:

- No shared and widely embedded Southwark-wide vision for education;
- Insufficient consistent leadership for and within education (i.e. the education service and schools);
- Lack of consistency in relationships between schools and the LEA or the education support services, leading to reduced effectiveness;
- An underlying lack of sustained capacity, and variable capability in the broadest sense, of education support services to address the school improvement agenda;
- Disconnection between the wider local authority and the education service;
- Diverse communities not feeling sufficiently valued by the education system.

Learning from elsewhere

We examined the approaches taken to similar issues in other local authorities across the country, including a number where DfES interventions had taken place and others where changes had been locally developed.

We developed a framework of seven dimensions to analyse models further, and allow individual features and characteristics to be understood in more depth. The resulting paper, *Dimensions of Service Options - learning from elsewhere*, is at Appendix Two. The seven dimensions are:

- Leadership and management
- Governance and accountability to the wider community
- Delivery of LEA functions
- Co-ordination of services to children and families
- School to school relations
- Community engagement
- Access to other school support services

Criteria – ends and means

The narrative (*The Southwark Essentials*) was reported back to the wider education stakeholder community of Southwark at an event on 23 September. The general response was one of acknowledgement and acceptance of the *Essentials* story and the issues identified, with some specific changes that were accepted on the day. Stakeholders made it clear that they had experienced an “excess of visioning exercises” and wanted to “stop re-starting”.

As a further exercise at the event, participants were asked to develop criteria for success of the system. The identified criteria for ‘ends’ – outcomes for the education service over the next five years – were:

- Whole child achievement
- Parents and communities valuing Southwark education
- Strong community engagement, particularly of parents
- Quality and confident leadership
- Inclusion
- Partnership – an education community
- Collegiality and sharing good practice
- Stable, skilled and valued workforce – in schools, LEA etc
- Good physical spaces
- External validation – the Audit Commission’s Comprehensive Performance Assessment (CPA), OfSTED

In assessing the criteria for means, i.e. how the service should function, participants were asked to consider the seven dimensions, as described above, and to reflect on their preferred means. Small groups considered six of the seven dimensions. Their responses, summarised below, were used to inform the design of options.

Stakeholder views on dimensions of options
Leadership and management Leadership is present in many places within the whole ‘education system’ and there are some strengths to build upon. Leadership style may, and probably must, vary to suit circumstances, but there needs to be good listening and communication, and an ability to take tough decisions and intervene where things are not working as they should.

Governance and accountability

There is a need to be more coherent and clear about governance arrangements, recognising the wider children and families context and the future drive towards greater integration. Governors across the system need to have opportunities to interact and work together in support of the whole system.

Delivery of LEA functions

There was discussion of a perceived tension for LEAs in having to provide services on the one hand and having responsibilities to intervene in failing schools on the other.

Schools and others needed to see services as credible, being effective and consistent in their delivery, while service to school relations should ensure effective communication between both parties.

There was desire for schools to work together to support and also challenge the LEA to achieve responsive service delivery, in the recognition that schools cannot do everything and do need support from the LEA.

Co-ordination of services

All partners need to accept co-ordination with others, focused on preventative strategies and practice. In some cases there will be a need for integration, and in all cases a sense of shared ownership of the needs of children. Progress will need to take a whole system view of services for children and where and how services best fit together, including the resourcing and staff development that will be required to deliver more effective co-ordination of services

School-to-school relations

Good practice exists, e.g. in the Education Action Zone (EAZ), that needs to be shared and developed. This would help engender a culture of mutual responsibility for all children. Some schools may need incentives to take part in the collaborative process, for example by having some resources funnelled through school networks, adding further value to the collaborative process as schools share the use of resources.

Community engagement

Good community engagement practice exists and can be built on, so as to help address poor practice in other school/community relations. There need to be clearer expectations for community engagement. Such work should include linking with the Community Strategy as well as the authority working with voluntary and community groups to support community engagement. The community has a role in governance, which needs to be more clearly recognised and supported.

Key requirements for a successful option

Based on our analysis of these early findings, we drew out four key issues to be highlighted in the development of future options. These were as follows.

Leadership and vision

The *Essentials* work identified a need for more coherent and consistent leadership for and within education in Southwark, both at the corporate levels of the authority and at the level of services. This leadership is needed, amongst other things, to develop a mature and trusting relationship between schools and the LEA.

Capacity in improvement services

The capacity of the education service to meet the needs of the schools, and individual children, is patchy and schools have concerns about responsiveness and about turnover in staff. There is a general need for a more coherent, consistent and effective range of services, for confidence about sustainability, and for access to specialist support. Having the capacity to ensure effective school improvement, and thus to support attainment, is fundamental.

In terms of specific functions, at every stage of this review we have gained information about the current strengths and weaknesses of different education support services (from document review, interviews, and views of stakeholder groups expressed at events and workshops). We are also aware that CEA interim managers are working on an in-depth basis with staff to review services. The evidence available to us suggests that the following may be areas for particular attention: establishing the right kind of relationship with schools; targeting of effective support and challenge to school improvement; access to school places and admissions; statementing; human resources services (including industrial relations); property-related services; and developing brokerage or best value procurement support for schools.

Schools collaboration

At present school-to-school relations are generally not strong, although one of the 'informal' clusters and an education action zone are reported to function well, and secondary heads are working together using the Leadership Incentive Grant. As a result, learning from the good practice that certainly exists is not widely shared, leaving a significant number of schools without peer support. There is a need to ensure that all schools are engaged in proactive joint exchange and sharing of practice, and that groups of schools provide a stronger focus for school improvement. The development of this collaborative action needs to be supported.

In addition, there is a strong case for such collaboration to have a geographical focus, recognising the differentiation between areas within the borough.

Whole child and joining up services

It is widely recognised in Southwark that inclusion is a driver for attainment. For example, for some children a lack of a good diet, feeling unsafe in or on the way to school and the poverty of their circumstances means that their ability to learn and participate in their schooling, and therefore life chances generally, are adversely affected. There is a strong commitment to the

aim of co-ordinating more effectively the delivery of services to children and families and increasing responsiveness to different communities and different areas within the borough.

Any recommended option needs to be able to address the specific issues of the education support service as it stands, as described above, and also needs to be capable of evolving in the changing national debate about children's services, if it is to succeed over time.

Statutory context

We have emphasised above the need to be able to fulfil the LEA's responsibilities for standards and school improvement. The long-term option must also, of course, comply with other statutory requirements and local authority responsibilities, including the supply of, and access to, school places and budget decisions.

Possible options and how to achieve them

To develop a set of options, we brought the key requirements together with the learning from elsewhere. The focus was, however, on tailoring options to the local situation in Southwark (not taking an 'off the shelf' solution from elsewhere and applying it wholesale and out of context).

An appropriate long-term option for Southwark needs to maintain strong leadership in education and ensure that there is continuous improvement in educational standards for all pupils in the borough. It also needs to take into account a number of other factors, in particular:

- The relationships and linkages between different stages/phases of education and the services that support them. The government's agenda for children and young people – from age 0 to 19 – has a strong emphasis on 'vertical' linkages. This is stressed, for example, in the importance of the early years curriculum in preparing children for school, and in the need for more flexible arrangements at 14-19 to meet the needs of all young people.
- The relationships between specialist and targeted services that meet the needs of individual children and families, and universal services and support for schools as institutions. As the Green Paper recognises, there are no hard and fast divisions between these groupings of services. For example, special educational needs and behaviour support are whole-school issues related to inclusion and attainment: these services need to work with schools and individual children. At the same time, there are a number of services, such as pupil support and education welfare, with strong links to wider family support and community engagement or parent involvement activities.
- The relationships between wider authority services (such as regeneration, culture, leisure and housing) and education services.

The long-term options for Southwark could emphasise these factors in different ways. Six broad options were initially identified for consideration, with two further options generated as a result of the engagement process. These options were:

- A** Whole LEA out-sourcing – as previously operated in Southwark
- B** An in-house 'traditional' education service
- C** A not-for-profit independent trust (Hackney Learning Trust model)

- D** An in-house education service with an external partner (another LEA or private sector)
- E** A fully integrated children's service (planning and delivery across education and social care)
- F** A children's service with integrated planning, and services for schools and services for children and families
- G** An integrated children's service with support for school management (finance, HR, IT, buildings etc) provided by integrated corporate services
- H** An 'independent' service for children and schools (stand alone) and a corporate client for all children's services.

Further details of these options, the feedback from the Stage Four workshops and comments on advantages and disadvantages are in Appendix Three.

In order to make sure that the process was transparent, all the possible options we identified were shared and discussed in a series of workshops. In the workshops we discussed the transition required to progress towards some of the options and set out our view that some of the options are not appropriate for Southwark. We suggested, for example, that Option A would not attract local support, and would therefore not be sustainable. Option B would not provide sufficient confidence about sustainable capacity in education services and would not respond to the local desire to co-ordinate children's services more effectively. Option C was not a response to the particular situation prevailing in Southwark. Option D would provide more confidence about capacity, but would still not respond to the local desire to co-ordinate children's services more effectively. We suggested consideration of children's trust options – options E and F – as a basis for the long-term solution for Southwark. Options G and H were developed by stakeholders.

In addressing local requirements and the direction of government policy, there is an important tension to be managed between a desire for stability, understandable in the light of recent history, and the need to be able to respond to new demands being made of the system, in response to the needs of children and families, and schools.

The way forward will therefore need to be one that is evolutionary, developing from present circumstances.

Recommendations

Our recommendations address two key issues for the future of education support services – what arrangements are needed to meet the local challenges and opportunities of Southwark, with due regard to the context of wider London and national policy and practice, and, equally importantly, how the changes required by these challenges and opportunities are to be managed over time.

Given the education history of Southwark, pace of change is a key issue. We would describe what we are recommending as a ‘steady climb’ as opposed to a ‘big bang’. This recognises the realities of the time needed to achieve culture change so as to secure a sharper focus on supporting school improvement and thus address attainment, the need for relative stability in the system and the importance of evolving services to meet needs more effectively. We therefore make specific recommendations about:

- Immediate actions to build the foundations for change (by end of the academic year 2003/4);
- The management of the transition;
- Developing a long-term option for Southwark, to be developed and in place by 2006.

Participation

It is essential that wider stakeholder audiences continue to be involved in every stage of the journey that is recommended in this report. We have worked to engage and involve as many stakeholder groups and individuals as possible in the time available to us, and we have appreciated the co-operation we have received. There is a willingness to continue to participate in dialogue and to help develop further the direction and destination of travel for these services. This should be welcomed and supported as part of the process of building wider ownership: such ownership is vital to the acceptability and sustainability of changes.

In order to maximise the benefits of this review and build on the momentum we have established, we recommend a continued process of engagement, which should include the following immediate actions:

- Interactive events with staff and schools, as part of the formal consultation following the Council’s publication of this report, to present the recommendations and provide opportunities for discussion;
- Further consultation with specific stakeholder groups – head teachers, governors and parents;
- Wide communication about the proposals and the timescales, including to voluntary and community groups, young people, and staff across the council;
- Opportunities for those in governance roles (e.g. elected Members, PCT Board members, school governors etc) within the whole system to come together to consider and understand the potential offered by these recommendations and the wider children’s agenda, and any implications for their service area.

The Council may also wish to consider whether this example of a more consultative, dialogue-based approach provides any relevant learning for other council activities.

Journey and destination – a package

The overwhelming finding of this review is that there is a desire and need in the longer term to focus on the whole child (attainment, wider achievement, and support to enable each child to fulfil his or her potential) and to engage the wider community in education and learning in Southwark in a more integrated and co-ordinated way. This result also fits with, and is perhaps in part recognition of, the direction proposed by the recent Government Green Paper *Every Child Matters*. But on the journey to that destination, some important basic building blocks need to be put in place.

We have developed recommendations that respond to the long-term focus and to the local issues. In staging our recommendations across different timeframes, we address the most urgent issues about education leadership and school improvement services first, and progressively establish capacity to achieve further change and build the solid foundations that will be needed to make that change a success.

The recommendations are an inter-dependent and mutually reinforcing package, intended to reduce risk and avoid over-dependence on any one element. ‘Cherry picking’ among the recommendations would seriously undermine the whole package.

Starting point

The current position is essentially a (fairly traditionally organised) school improvement service, with interim management support from a specialist private sector supplier (CEA). As a result of the legacy of the out-sourced contract, a range of early years, youth and adult education services are in a separately managed (client side) department.

The contract with CEA requires development of services and school improvement. This process has started and needs to continue. Without stronger focus on school improvement and teaching and learning, further developments will not be appropriate or possible. Our short-term recommendations (below) identify further steps to strengthen capacity and to continue to develop the essential education leadership.

Short-term actions

Given the analysis of the challenges and opportunities open to the service, we have the following recommendations for short-term actions. These recommendations are a part of the process of ensuring that services are first able to function effectively and then able to move forward. They are:

- Ensuring strong leadership for education and capacity building in service delivery;
- Creation of an Education Partnership Board;
- Collaboration ‘networks’ involving all schools;
- Strengthened representative structures for stakeholders;

- Appointment of a Transition Director for Children.

We recommend that DfES has a role in appointments included in these short-term actions through involvement in selection, or a right to agree preferred candidates.

Ensuring strong leadership and capacity building in service delivery

CEA is providing current leadership and beginning a process of refining and implementing systems and processes that will enhance the effectiveness of the education service, potentially including some consequential changes in structure and organisation. These developments, and associated changes in culture and ways of working, will take more than a year to become embedded. There is an opportunity to maximize the value of the interim management arrangements, through two specific actions.

First, we recommend that the interim management arrangements be extended for another year, as allowed in the contract. This should be agreed as early as practical giving a clear signal of continuity of leadership and direction of travel.

Both parties would need to take account of the findings of this report, as taken forward by the Council. We recommend that, as part of contract extension, management of the early years and adult education services is transferred to CEA. We also recommend that the specified services include support for development of collaboration networks/groups involving all schools.

Secondly, we recommend that the extended period of interim management should provide for phased transfer of managers from CEA to the authority, either directly or on 'long offer' contracts. This transitional approach should help to secure senior management commitment and be seen to secure such commitment – a powerful tool in the process of shifting the culture of the service. To enable phased transfer, consideration may also need to be given to a further extended period of interim management for some posts.

Creation of an Education Partnership Board

Leadership exists in different positions across the system, but this review has also shown that education has not been well connected to the rest of the council at senior levels and that confidence and trust in LEA leadership is low. An appropriately constituted Education Partnership Board offers an opportunity to bring together a visible leadership group with a particular focus on education service development and on linking education services to other children's services.

There are a number of models of partnership board in local authorities across the country. These range from:

- Hard steer partnerships, with DfES representatives and core officers, which look to make sure a 'project' is delivered and which tend to be short lived, to
- Soft steer partnerships, which have wide representation and operate as advisory forums and which tend to last longer, if not indefinitely.

We recommend that a time-limited partnership board of a 'harder' type is established in Southwark. The purpose of this board is twofold:

- To provide a leadership group for education that: is visible; is focused on continuous improvement; monitors progress; and ensures that education strategies are coherent and linked to wider corporate strategies;
- To lead the involvement of education stakeholders in the further development of the long-term option for Southwark's education and children's services.

To achieve these purposes, the specific remit of the board should be:

- To ensure the education service recommendations of this report (subject to agreement by the Council and other parties) are implemented, by overseeing action plans and progress against them, and advising on senior appointments;
- To answer the question "is it working" by periodic monitoring of how fast attainment and school improvement capacity at different levels is being developed, and by assessing the impact of developments;
- To advise the Council on any further action necessary;
- To support the development of the long-term option through: facilitating the engagement of education stakeholder groups in the debate; supporting the work of the Transition Director for Children; advising the Council on links between education services and other services for children; and helping to build linkages with education and children's partners outside the Council.

The board should be established by March 2004. The Council may want to review the board's focus in due course alongside other developments in partnership relationships, and will certainly need to consider exit strategies at the appropriate point. In view of the 'steady climb' we are describing in this report, and realities about the pace at which change can be embedded, we expect the board to continue until summer 2007. The Council's role in, and wider response to, the partnership board would be subject to scrutiny in the normal way.

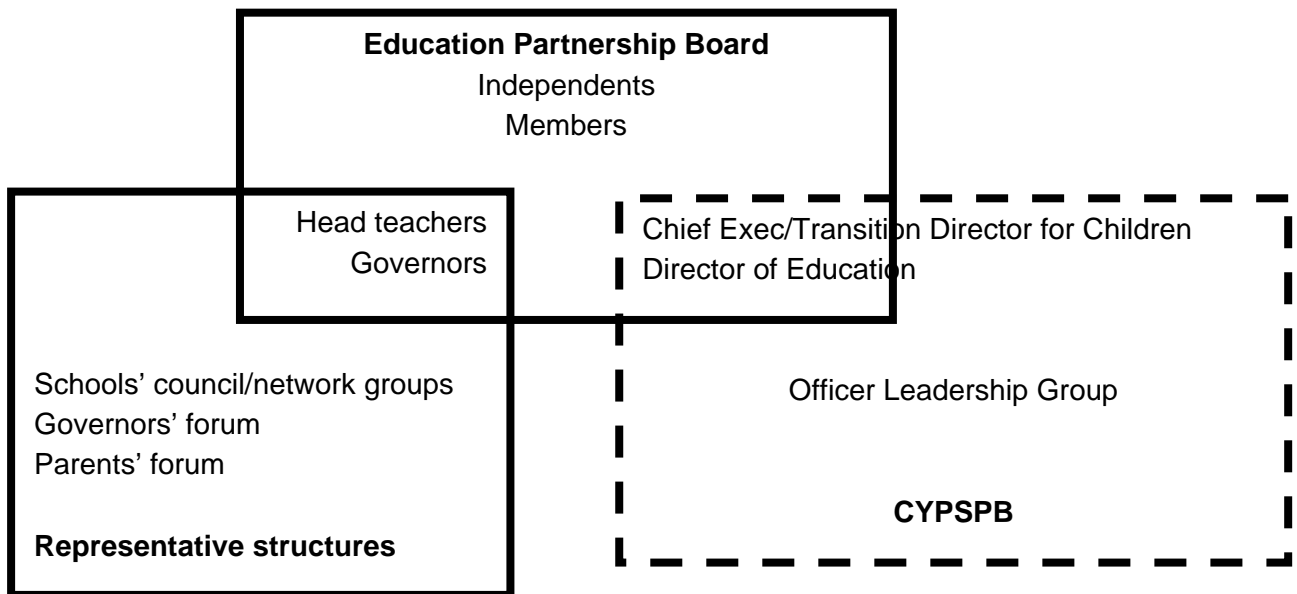
Recognising the progress on the integration agenda being made by the existing Children and Young People's Strategic Partnership Board (CYSPB), we propose that the partnership board builds links to these arrangements.

Our suggestions for the membership of the partnership board recognise the need for a robust independent contribution, provide the opportunity to include cross-party member involvement and embrace the need for participation by others within the system:

- An independent chair – someone with links within Southwark and the world of learning, able to command the respect of the education and wider children's 'system' and experienced in managing change
- An independent member – with expertise in learning
- Two elected members (appointed by the Leader and including the Lead Member for Education)

- Two head teachers (nominated by the council of all head teachers in Southwark)
- Two governors (appointed by the chair, one a parent governor)
- Chief Executive (until a Transition Director for Children is appointed)
- Director of Education/School Improvement (CEA interim initially)

Other measures are recommended elsewhere in this report to develop active governors' and parents' forums. Partnership Board members would be expected to be responsible for feedback and wider dissemination to their constituencies, specifically to head teachers through the head teachers' council executive (which we suggest should be constituted as representatives from the proposed networks) and to the new governor and parent forums. We also anticipate strengthened education presence in the CYPSPB. These relationships with other groups are illustrated in the following diagram.



The chair of the board would provide the link to the DfES and be expected to keep the Secretary of State informed of progress and, in particular, to draw the Secretary of State's attention to any areas of concern, i.e. report on an exception basis.

We envisage that the Council appoints the independent members, with agreement from DfES.

The existence of the board will not supercede the requirement to consult trade unions and professional associations during the change process.

The board will not be a decision-making body. Final responsibility for decisions will stay with the authority, through its Executive, lead member, or delegations to officers or contractors.

The Transition Director (see below) will be responsible for managing the contract with the interim management provider (CEA). This should be supported by a small sub-group of the board that

includes one of the independent members, to challenge both client and contractor and ensure an outcome focus to contract monitoring.

Collaboration 'networks' involving all schools

At present, schools are nominally brought together in what are described as 'clusters'. However, there is variability in how well these collaborative vehicles work, which clearly affects the shared learning and peer support for school improvement for many schools. All schools need to be a part of their own learning and support network if the good practice that exists in schools and services locally is to be shared, for the benefit of more of the schools in the borough.

Recognising that collaboration can happen between schools of a similar ethos, of a shared geography and across the phases, or all three, there is a need for some further consideration by schools and the LEA to determine the best mix. It is, though, in our view essential that every school is a part of a functioning network, that these networks take account of the geographical differentiation within the borough, and that over time they take on more responsibility.

Taking account of the geography of Southwark and the present Community Council areas, we set out at Appendix Four a possible basis for collaborative groups. This is offered as a basis for discussion only. We are aware that CEA managers are in discussion with schools about more collaborative working. Collaborative networks should build on existing success (e.g. education action zones) and should recognise the opportunities for collaboration with supplementary and private sector schools.

In order to develop effective collaboration, groups of schools will generally need support. We recommend that staff resources are allocated to support the development of collaborative networks, working within school improvement, and reporting to the appropriate CEA manager in the first instance. We suggest that these staff should:

- Support and help to develop new collaborative networks, working with schools
- Disseminate good practice within and between collaborative networks
- Support schools in accessing education services, other children and families services and services from other providers, as appropriate. (The networks can thus also offer a powerful driver to service improvements and reconfiguration).

We suggest the central support should be time-limited (to August 2006), at which point all networks should be more self-sustaining and there may be scope to consider further delegation of associated resources to schools.

To provide this support, resources will have to be made available (which could include the redeployment of existing staff). It is possible that in the short term some resource could be obtained through discretionary funding. At least two sources could be available: Neighbourhood Renewal Funds within the remit of the Southwark Alliance and their education priority strand; or from the DfES. LEAs have just been invited by the Local Transformation Programme Team to consider the opportunity of funding for collaborative work between LEAs in London. This funding is intended to support small groups of LEAs working together on 'hard-edged' sustainable activity

that focuses on the broad agenda of school improvement. Further consideration should be given to the potential for use of such resources within the context of this report.

Strengthened representative structures for stakeholders

There is local recognition of the need for a stronger voice for school governors and parents, but this in turn requires functioning infrastructure to enable these groups to be consulted effectively and to nominate representatives. There is a need to support new arrangements for the Governors' Forum and Parents' Forum. We recommend that the Council should include in the extended contract for the interim management specific requirements for supporting and engaging these groups, and perhaps other key partners. This should include measurable indicators of success.

Appointment of a Transition Director for Children

The recent Green Paper *Every Child Matters* sets out the government's intention to move to a situation where there is a clear single point of local accountability for services for children, young people and families. The government intends to legislate at the next available opportunity to require local authorities to appoint a Director of Children's Services (DoCS) and indicates that authorities will be expected to set up clear transitional arrangements.

Local authorities are also expected to consider future organisational arrangements to support the objective of integration of key services around the needs of children and young people. Many councils across the country have already begun to address these issues and to develop new arrangements locally. The Green Paper confirms that the government's preferred model for achieving this integration is children's trusts, with a single planning and commissioning function and a Director of Children's Services. The 35 pathfinders that have already been identified illustrate the range of potential approaches to suit local circumstances.

This national policy agenda is entirely consistent with the views expressed in Southwark about what is needed to provide most effective services for local children and families, and therefore what needs to be addressed in the long term option. The implied changes are however significant, and much further work will be needed in Southwark and in all authorities to manage the change successfully.

We recommend that Southwark makes an early appointment of a Transition Director for Children on a fixed-term (two-year) contract, to develop the co-ordination and integration of services, to provide a focus for this work and to move it forward quickly.

The post holder would report to the Chief Executive and his or her specific responsibilities would be:

- Co-ordination of planning for services to children – inside the council and with partners;
- Developing detailed proposals for integrated services to children and young people in Southwark, building on the progress made to date (notably in social care and health and by the CYPSPB), on this review and on the option described in this report;
- Managing the change process, with a view to establishment of a children's trust by 2006/07;

- The client side of education service contracts.

There may be legislative changes arising from the Green Paper proposals, but at this stage we recommend that the statutory chief education officer role should lie with the Transition Director for Children, and subsequently with the Director of Children's Services.

This post should be filled by national advertisement, supported by pro-active search. It could be filled by secondment. In the light of national developments, we believe the role will be attractive to many senior professionals who wish to take on the challenge of the new agenda, and would provide a career move for those likely to fill substantive directors of children's services posts. The post would have the capacity to make a contribution to development of national thinking, as well as fulfilling a critical role for the borough.

With the creation of this post, the requirement for the current role of strategic director would cease.

Summary of changes to posts and responsibilities

We recognise, and it has been stressed to us throughout the review, that attracting and keeping good people in senior management posts will be essential to future success in education for Southwark. The timing and the inter-relationship between top appointments therefore needs to be carefully managed. To summarise, the changes in senior management posts and responsibility that we are recommending over the period 2004 to 2007 are:

- The interim management contract with CEA should be extended for a further year (to end of July 2005), as allowed in the contract. Consideration could also be given to further extension;
- During the extended period of interim management there should be progressive transfer of senior management staff from CEA to the authority (where necessary using long-offer contracts as a facility to support/secure the transfer);
- A Transition Director for Children should be appointed in Spring 2004 on a time-limited (two year) contract, with responsibilities as described above;
- A Director of School Improvement should be appointed as a permanent post to lead education and schools services, from say May 2005 to take over from CEA's Director of Education, and reporting to the Chief Executive. Initially this post would lead and manage the services covered by the extended contract, i.e. the present responsibilities plus some of the current service responsibilities of the Education and Culture department.
- After the Council has reached final decisions, with partners, about the details of the long-term option, we would expect:
 - A substantive Director of Children's Services to be appointed (by September 2006);
 - the Director of School Improvement to lead the school improvement and education services within that option, reporting to the Director of Children's Services.

We recognise the critical importance of avoiding confusion about leadership roles in education (this was a criticism in the latest Ofsted report). We also expect there to be national debate

about the relationships between the posts of Director of Children's Services and Chief Education Officer. We are clear that the lead education professional, and the individual with responsibility for shaping the relationship with schools and for driving school improvement, will be the CEA interim director followed by the Director of School Improvement. Under the current legislative framework, we expect the statutory chief education officer role to be taken by the Transition Director, followed by the Director of Children's Services. The statutory responsibility should be exercised through setting strategic priorities, in the context of the wider Council agenda, and by appropriate monitoring: any direct intervention would be on an exception basis.

Cost implications

Most of these recommendations are about reconfiguring existing services and senior management positions, and should and must be managed within current and prospective levels of resources.

There are two specific areas where we have proposed new developments: support for cluster development and for governor and parent forums. These areas are not large in size, and we would expect that some resources and staff could be re-allocated from client side functions and there may – as above – be opportunities to obtain DfES funding.

Destination – the long term option

Our overall assessment, drawing on all the stakeholder discussions, is that the authority does need to take action to strengthen education services in the short/medium term, and that the long-term option should sustain a strong school improvement focus and provide an increasing degree of integration between services for children. Specifically, we judge that, in the long-term, Southwark requires:

- Strong professional leadership in education and learning
- Integrated services to children and families
- Strong collaboration between schools in different areas
- Integrated planning/commissioning for children.

We are therefore recommending that further detailed consideration is given to a children's trust on the basis of option F (above). This is consistent with Green Paper thinking. The following sections provide more details of this option, as a starting point for discussion.

The specific design should be developed by December 2004. There are important issues to be considered to ensure that inclusion is not seen as separate from school improvement and to decide how best to deliver integrated services to individual children and families. The local work will run in parallel with the national debate on the Green Paper, will help to build ownership and will allow account to be taken of the changes made and embedded by CEA during the interim management contract.

Service integration and organisation

This children's trust option would be led by a Director of Children's Services, accountable for all local authority services to children. It would require an integrated planning and commissioning function.

The education and schools services strand of this option would need to provide educational leadership and expertise, and in terms of services might include:

- School Improvement
 - Secondary, primary, special and nursery
 - Data and management information
 - Access, behaviour and inclusion
- Support for Schools management (management services)
 - Finance
 - HR
 - Buildings/asset management
- Student support
- Early years
- Play services
- After school
- Youth centres
- Education business links
- Adult Education

We do not believe that these services would or should be entirely self-sufficient in terms of skills and expertise. For reasons of scale and access to specialist skills in a small authority, we would expect these service areas to be outward looking, seeking to access external capacity and practice. We recommend that, within the long-term option, the council should seek partnerships with other authorities or contracts for specific services.

The children's services strand within this option might initially include:

- Integrated assessments
- Children and families social care
- Pupil Support
- Education Welfare
- Services for looked after children
- Services for children with disabilities

- Services to Asylum seeking children and families
- Area child protection committee (and its successor)
- Targeted youth services

In terms of other services, given the important role of libraries in learning for all ages, one option would be for libraries to be managed alongside education and schools services. The same could apply to arts, museums and culture, but since these services also contribute strongly to regeneration and social inclusion, they could be managed alongside regeneration (which would also help to build links across council services).

Schools' collaboration

We have made recommendations for short-term actions to promote further collaboration across schools. Under this long-term option we would expect further formalisation of networks involving all schools, and increased opportunity for these groups of schools to provide or commission the improvement services they require. There may also be scope for some schools to federate, for further delegation to schools or for devolved resources to groups of schools.

We have recommended a geographical focus for collaborative networks/groups. This would enable integration of services to children and families, for example through development of extended schools. As indicated above, there is local good practice that can be built upon to support further development of such collaborative groups.

Future opportunities

The recommendations of this report describe immediate actions and a long-term destination, which can be defined in detail and achieved by 2006/07. Our discussions with stakeholders of Southwark, and wider education and other interested parties, have provided a number of other examples of interesting developments.

Over the next three or four years, in parallel with national policy developments around children's services and an increasing pace of development as part of the London Challenge, there will undoubtedly be other factors that will affect education and children's services in Southwark, creating new opportunities.

In any event, we would expect to see scope for the following developments over time in Southwark:

- Enhanced emphasis on structured school clusters and delegation of responsibility and resources to them;
- Growth in extended schools as a focus for access to integrated services to children;
- Growth in cross-authority and sub-regional exchange in specialist education skills;
- The children's trust focusing on commissioning/planning, monitoring of standards and quality assurance. In parallel, only specialist services would be provided by the trust at borough level – other services could be commissioned at cluster level.

We believe that the approach we have recommended will position Southwark to benefit from potential developments in education and children's services, to play a major part in them from a position of strength and to move forward flexibly.

Appendix One: The Southwark Essentials Paper

Southwark Essentials

Paper

September 2003

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Introduction

Southwark Council, in consultation with DfES, have commissioned the Office for Public Management (OPM) to conduct a review of long-term options for education support services. This review is about developing options which will suit the specific needs of Southwark, and therefore needs to take account of what is unique about Southwark – the essential points about its make-up, history, current strengths, particular weaknesses, and so on.

As part of the early stages of the review, we sought to draw together a picture of the Southwark essentials, to help build a shared view across stakeholders and to identify key factors to be taken into account in consideration of future options.

This paper sets out our summary of the results of a review of a range of documents, interviews with local stakeholders and discussion at the stakeholder event held on 23 September.

Local context

Southwark is a diverse borough with significant variations of wealth and poverty, and a number of communities experiencing multiple deprivation. It has some of the most deprived areas of London (also the ninth most deprived borough in England and Wales), and has relatively large number of estates. Although extremes of wealth and poverty are characteristics of inner cities, in Southwark there is perhaps particularly marked separation between affluent and poorer areas.

The population of the borough is rich in diversity. This diversity is illustrated by over 100 mother tongues spoken within the local population. The school population has 61% ethnic minority pupils (including 30% Black African, 15% Black Caribbean, 4% other black groups and 4% Asian or Asian British (2001-02)). Of all Southwark children, 42% use a language other than or in addition to English at home.

Pupil numbers are projected to rise over the next five years, and there are significant number of children and young people living in families that are poor with, or without, work. There is much transience, with noticeable movement of families into and out of the borough, as well as within the borough. These circumstances can have implications for schools and education, ranging from a lack of parental engagement through to children at school that are poorly fed. Fear of crime has been an issue, and some pupils feel school and the way to school is unsafe.

The Annual School Census 2003 found that 2.5% of pupils had statements of special educational needs (2.2% in primary and 3.2% in secondary, and 477 pupils in special schools).

This complex context clearly creates real challenges, and requires an emphasis on personal and social development of young people, as well as on attainment. It may, however, also be contributing to low aspirations.

"I'm not sure it is possible to improve things more".

The school system

Within the school system there is significant volume of flow of pupils between schools within the borough and from the borough to other boroughs and private schools. This is also true of other

inner London boroughs where there is net exporting of pupils. In Southwark, 66% of pupils resident in the borough attend Southwark secondaries i.e. 34% are educated elsewhere, either privately or in another borough. There are also inflows of pupils primarily from Lambeth and Lewisham.

Attainment is low in comparison to London and national figures. Based on the latest data available to us, the picture at different key stages and across subject areas is quite complex. There is evidence in the recent past, at primary (Key stage 2) and in terms of GCSE results (five or more grades A*-C), of improvement at a relatively fast rate (i.e. faster than national averages, but not as rapid as for example Tower Hamlets). Averages can mask wide variations, and within this picture of positive improvement, areas of continuing concern include under-achievement by Black Caribbean and white British (English/Welsh/Scotland) children.

Authorised and unauthorised absences compare well with those of similar inner London boroughs, although the cumulative picture of attendance is worse than the England average. Permanent exclusions have been falling ahead of targets, although Caribbean children appear to be over represented in exclusions.

“What’s the message they (these communities) get? ..messages that are meaningful to the local population must be inclusive otherwise message they receive is that people are not valued.”

The pattern of school provision for Southwark children includes a high proportion of smaller intake primary schools. The recent School Organisation Plan indicates some excess surplus places in two planning areas. At secondary level, there are growing numbers of specialist schools (five out of 13 in 2002/03) and six church schools. Two new Academies have just been established, which are also specialist schools. Some stakeholders comment on the lack of extended schools. Overall there is greater single sex provision for secondary girls than for boys, while some mixed schools have many more boys than girls. The EDEN Campaign is seeking to address levels of co-educational places in the south of the borough. As in several other inner London boroughs, a number of well-known selective independent schools take some local pupils, which has an impact on Southwark schools. The admissions process is perceived as difficult for parents to understand, especially parents whose first language is not English.

Like other London boroughs, staffing of schools has seen relatively high teacher turnover, although vacancy rates in Southwark are on a downward trend. Some schools have been very successful in attracting and retaining good staff, with references from stakeholders to strong staff commitment as a positive factor.

The Council's recent and current policy is to spend at the level of (the government's) education funding statement (previously standard spending assessment) and delegation to schools was above the government target of 87% in 2002/03.

Head teachers established a collective council in 1990, which continues to provide a forum for discussion across phases, and Atkins Education established an Education Strategy Group for Schools. However, there has not been a consistent and successful tradition of involving schools in wider LEA/education issues and schools do not appear collectively to have had a powerful

leadership voice in local affairs. Some head teachers and service managers wish to see greater involvement.

There is successful working between groups of schools in some clusters, and in Education Action Zone and Excellence in Cities areas, but other schools remain isolated or insular and disconnected from each other and their respective communities. A number of Beacon schools are juxtaposed with some five per cent of schools in special measures. The range of good practice that certainly exists has not been spread as widely as it might. Schools express a need for more sharing of good practice, including practice from outside the borough, and for more recognition and celebration of what is good. There does not appear to be a well-developed, borough-wide education community that promotes this type of exchange.

"Some schools are doing really well". "Opportunity to make more of beacon schools".

There are a number of specific examples of strong partnership working across services or agencies, including the Southwark Alliance, Sure Start, youth crime and early years. Many of these have been high profile and well received. At the stakeholder event, a number of participants placed emphasis on reinforcing partnership working, on putting partnership at the heart of future options, and on supporting links from pre-school to school and across 14-19 opportunities.

The forum for governors is currently more active than that for parents, but neither attracts very wide participation. Supplementary education and informal education is disconnected from the system. Representatives suggest that support will be needed to build greater involvement from parents and communities, and to enable the strengths of local communities to be drawn on.

History of the Education Service

Relationships between LEAs and schools are a critical factor in achieving educational outcomes. Following the demise of ILEA, there was a difficult hand over to local responsibility and authority, with issues of performance and engagement to be addressed. Initially progress was made in both areas, however policy changes that gave rise to devolution to schools adversely affected the relationship between the LEA and schools. Since then Southwark LEA and subsequently the provider of education support services and schools have found it difficult to establish a consistent, appropriate and robust relationship. During the period since ILEA, Member involvement has ebbed and flowed (although there have been one or two notable positive contributions) which has reduced the ability of the authority to offer consistent leadership to the service or schools.

"The relationship has deteriorated throughout the '90s".

"LEA, governors and heads ... haven't been sufficiently coherent or together"

The quality of relationships with schools has been affected by the lack of a shared and embedded authority-wide vision for education, and by what are seen as repeated changes of

direction in terms of policies, processes and systems. There have been visioning exercises, but these have been dependent on a few people rather than owned collectively.

“Fed up of constant re-visioning... Need to create something sustainable... Built on good practice...”. “Collective ownership of collective needs”

The quality of relationships with schools has also been exacerbated by difficulties in appointment and retention of staff with skills and leadership experience in school improvement and in ability to bring in such capacity from elsewhere.

“It’s not worth getting to know the Link Adviser – they don’t stay long enough”.

Many smaller local education authorities are vulnerable to turnover in key staff, and on their own are not able to offer strength in depth in terms of staff expertise. There is current recognition among a number of Southwark stakeholders that future viability may depend on access to other capacity, such as from outside the LEA boundary or other service providers.

All education support services should contribute to school improvement. In Southwark, across the range of education support, services were not modernised sufficiently in the late 1980s/early 1990s to respond to changing needs and expectations, or managed consistently to achieve required standards. For example, while support for literacy has been satisfactory or good, there have been sustained concerns about support for ICT. During this time the education department was also merged with leisure.

With the election of the new government in 1997 the agenda for education changed further, and perceptions are that the service was slow to respond. Corporately, the relatively low profile of education meant that the authority as a whole had not responded to less effective performance (in contrast to the response to problems in housing), with the net result that the OfSTED report in 1998 was not positive.

“God bless OfSTED as a way of bringing challenge into the system.”

A poor EDP followed by a second OfSTED triggered an intervention by DfES. The process by which the outsourcing approach was introduced has had lasting negative implications: it did not lead to widespread ownership of either the underlying issues in education and education services or the outsourcing approach itself. The intervention led to the outsourcing of education support services with WS Atkins. The outsourcing did not include early years, adult education or culture and heritage services.

Relationships with schools have been complicated by the unclear division of responsibilities between the lead member, the Council’s Strategic Director of Education and Culture and the contractor’s director of education, and later by a move to joint management within the contractor senior team. Stakeholders refer to fragmented leadership, which has not ‘pulled together’ enough.

“Quite a lot of tails wagging the dog”.

OfSTED reported that a number of services were unsatisfactory or worse in 1999, and while many were improved by 2002, some problem areas remained, including support to school management and SEN strategy and support. Our evidence indicates that while the council or its contractor has offered some support services to schools on a traded basis, many schools purchase support services from elsewhere. A few services, notably payroll, are not offered. Schools have not felt that the LEA is responsive in its approach to the needs of schools.

By the time of the OfSTED inspection in 2002, there was however improved trust from schools, more clarity of direction and capacity for further improvement. The LEA had some work to do to address weaknesses identified by OfSTED and to ensure that it was more responsive and systemised in its processes and procedures. The considerable positive progress made by 2002 appears however to have been undermined by subsequent staff turnover/changes at various levels. Stakeholders also refer to some continuing problems with insufficient transparency and quality of communications (both at level of sharing/embedding vision, and in terms of systems and practice).

Schools are now fatigued and frustrated by this history, and there is a risk of further disengagement. There are strong expressed desires in the system both for a period of stability and for moving forward positively, building on the strengths that exist in Southwark and retaining key staff, including teachers.

“Can’t hang around for another year.” “Don’t keep re-starting”.

Some 300 staff and managers in support services have faced considerable turbulence in the last four or five years, with the latest uncertainty in the run-up to the agreement of an interim management contract with CEA. Recent months have seen some difficulties in staffing and consistency of delivery to schools. The Council has clearly recognised the urgent need to establish a long-term approach to education services.

Position of education within the Council

After a history of Labour control, the Council became hung in 2001, and the Liberal Democrats became the largest party in May 2002.

The Authority has clear and strongly expressed ambitions, which prioritise the local regeneration of different parts of the Borough. There have been a number of notable achievements in physical regeneration, achieved with external partners, such as at South Bank (around Tate Modern, Globe etc) and Peckham. These bring additional resources into the community. The Audit Commission has noted that future ambitions remain challenging for the Council, given current performance.

There are several references in key Council documents to placing education at the heart of regeneration, and to the importance of raising attainment. Fear of crime is a major issue for the community, and the Council has taken high profile initiatives around youth crime (e.g. youth local public service agreement targets) and police in schools.

However, there is a recognised need for a stronger social focus in schemes for regeneration in the borough. In this context, some education stakeholders call for a long term vision for young people, which is widely embedded, fully integrates education with the wider corporate agenda and reflects stronger ambition for education and stronger child focus. The historic picture is illustrated for some stakeholders by the focus on, and success of, capital regeneration schemes in which schools have been relatively marginal players and by the limited profile of education in authority-led initiatives. Some head teachers report a breakdown of relationships between schools and officers across council departments.

In addition to regeneration, other current Council priorities include investment in ICT infrastructure and improved customer access to services. In terms of related services to children and families, Southwark social services have been assessed as ‘two star’ (out of three), with promising prospects for further improvement. The Director of Social Services is Chief Executive of the Primary Care Trust, and there is commitment to integration of health and social care. The Southwark Children and Young People’s Partnership has commissioned an ambitious new family support strategy (Supporting Families) which will require a strong contribution from education it is to be successful.

In summary there have been a number of recurring contributory factors that have affected education in Southwark since the demise of ILEA. They include, in no particular order:

- No shared and widely embedded Southwark-wide vision for education;
- Insufficient consistent leadership for and within education (i.e. the education service and schools);
- Lack of consistency in relationships between schools and the LEA/education support services delivery, leading to reduced effectiveness;
- An underlying lack of sustained capacity and variable capability in the broadest sense of education support services to address the school improvement agenda;
- Disconnection between the wider Local Authority and the education service;
- Diverse communities not feeling sufficiently valued by the education system.

The wider context

In considering the situation in which any new approach to education support services there is a need to take account of the wider system changes that have the potential to affect education in Southwark. These are summarised below.

The London Challenge

The DfES has established a Commissioner (for London) to work with schools and other agencies across a number of inner London boroughs (including Southwark) to significantly improve the performance of secondary schools in inner London. The London Challenge is intended to facilitate a secondary school system that ensures each school is good at the basics, has areas of

strength in which it focuses and where schools work collaboratively to share understanding and good practice.

In this context the intention is that each pupil is able to achieve their potential, parents have confidence in the local schools they can choose from and teachers are engaged and committed to higher aspirations for the children they teach.

Specific interventions to support the success of the London Challenge include investment in city academies, the development of new schools, greater sixth form provision, targeted extended schools providing a wider range of services to their local community and the identification of specialisms in each secondary school.

The Children at Risk Green Paper

The Government's Green Paper *Every Child Matters* that was launched on 8 September included the following proposals now subject to national debate:

- Integrated teams of health and education professionals, social workers and Connexions advisers based in and around schools and Children's Centres;
- Removing legal, technical and cultural barriers to information sharing so that, for the first time, there can be effective communication between everyone with a responsibility for children;
- A clear framework of accountability at a national and local level with the appointment of a Children's Director in every local authority responsible for bringing all children's services together as Children's Trusts;
- New duties on police, health and others to safeguard children and require them to come together into Local Safeguarding Children Boards;
- Children's services to be judged on joint working through integrated inspection framework overseen by OfSTED; and
- The appointment of an independent national Children's Commissioner to champion children's views.

Key issues

This summary of Southwark essentials recognises that there is much to build on in education support services in Southwark. It also sets out a number of factors that will need to be taken into account and many issues that will need to be addressed in the future. There will need to be confidence that the selected future option for education support services will be able to operate effectively in this context.

The design of possible options needs to focus on what is most critical for the future, and we suggest that key issues may include the need for:

- A coherent and embedded vision for children, young people and families, which provides aspiration, direction and empowerment for all involved with the education system;
- Sustained leadership that facilitates and supports the vision and its achievement;
- Mature and trusting relationship between schools and the providers of education support services (and between schools themselves) which is problem solving and solution focused in nature;
- Sufficient and sustainable capacity to equip education support services to meet these challenges, in particular the ability to attract and retain staff, and the ability to access additional in depth resources;
- Ways to co-ordinate more effectively the delivery of services to children and families;
- Responsiveness to different communities and the needs of different areas within the borough.

Appendix Two: Dimensions of service options – Learning from elsewhere

Dimensions of service options – learning from elsewhere

Southwark education services long-term review

Draft Report
October 2003

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Dimensions of options/models

As a part of this project we have gathered learning from other models of education support services, ranging from those of excellent authorities with a 'traditional' model through to those where different kinds of radical changes or interventions have been made. The purpose is to build up an evidence base about what has worked in other places and why. The development of options for Southwark is focusing strongly on the specific requirements of the borough, but is also drawing on this learning from elsewhere.

This draft report draws on interviews in the following authorities:

- Bradford
- Hackney
- Haringey
- Islington
- London Partnership
- Lewisham
- Tower Hamlets
- Richmond.

We have sought to interview typically a senior officer or elected member, a senior contractor (where appropriate) and a head teacher. As a result of time pressures in some authorities (e.g. OfSTED inspections) there are a number of interviews that have yet to be carried out.

In addition, a number of other authorities have been included on the basis of our literature review of published sources.

The different models can be described using seven inter-related dimensions, as follows:

- A Leadership and management
- B Governance and accountability
- C Delivery of LEA functions
- D Co-ordination of services to children and families
- E Relationships between schools
- F Community engagement
- G Access to other school support services

In the following sections, we define each dimension, summarise the range of models, and provide examples. In providing examples, we have drawn on published information about interventions and new models (notably the national evaluation of new LEA models), our own

database and on our notes of interviews. (Selected quotes from our interviews are included, in italics).

We have also sought to include information on the effectiveness of these new models. Many of them are very new. There is not yet, therefore, evidence of their effect on outcomes: schools' performance and children's education. However, where the new models have been inspected by OfSTED (or by OfSTED and the Audit Commission jointly), we have included relevant comments from the inspection reports, especially comments from the schools they serve.

The Audit Commission carries out an annual survey of schools' views of their LEA. The 2003 survey results for each LEA have only recently been made available to each LEA and there has not been time to establish whether those LEAs covered by this report would be prepared to share their data with us.

A. Leadership and management

The dimension

This dimension covers the style of leadership of the education service; relationships with schools, the wider authority, other public services and agencies outside the LEA boundary; and the location of key leadership roles.

The range of options

Leadership in education services is a function of both people and the environment within which they work. The examples considered indicate a range of options, which cover both style of operation and alternative structural arrangements.

In style, in the context of expectations of a modern LEA, services range from being relatively 'hands on' to a strong preference for 'hands off'. There are also differences in terms of the emphasis on being outward looking.

In organisational terms there is a range from:

- The traditional model with effective senior staff that are engaged and committed to the area and the authority, and can be retained in post (i.e. a stable team);
- Partnerships which offer advice or specific support to top managers and elected members;
- Out-sourced management (interim/medium term) where senior managers in part or as a whole group have been brought in to provide leadership capacity and experience – either from the private sector (although most are former LEA senior officers) or from another LEA on secondment;
- Out-sourced management (interim/medium term) which has been brought in as a part of a whole or significant service outsourcing (the service outsourcing may also be part of a wider corporate exercise);
- Management or partnership boards that act as advisory bodies for education services, and often bring in external expertise to strengthen leadership and direction;
- Similar boards that have accountability for service delivery have also succeeded in levering in additional leadership capacity.

Examples from elsewhere

Doncaster

Issues identified by OfSTED included weak political leadership and poor strategic direction. After some informal support from Warwickshire, more formal arrangements were made including mentoring for new members, and support with strategic planning.

Islington

Service leadership difficulties were one element of the problems faced by Islington, including a lack of political support for education, low spending, high numbers of pupils leaving the borough and no coherent vision of education. *"Schools had been left to do their own thing"*. Following an

OfSTED report in 1999, the approach to service improvement led to the complete outsourcing of the education service to CEA. The service drifted during a lengthy procurement process (“*some good managers who didn’t need to leave did so anyway*”), and there was a limit to what short-term interim managers could achieve.

Implementation of out-sourcing brought in new senior management (described to us as “*very experienced and respected managers*”) which coincided with a change in lead member for Education (as a result of changes in political control of the authority). This leadership, in both dimensions, was seen to spend time both defining and analysing the problems of the education service and building relationships with heads, and others. OfSTED has recognised that the new arrangements have led to a sense of purpose, optimism in the service and effective communication. The OfSTED report carried out in March 2001 found that ‘the task facing the LEA has been a formidable one but, to a remarkable extent, it has been successfully accomplished. The LEA is now viable.’

The council’s current approach to leadership includes an education themed partnership under the Local Strategic Partnership (LSP), with representation from CEA (the education service providers), elected members and other departments. This is believed to have helped CEA to be seen as part of the council.

Haringey

Issues of inappropriate member involvement and no clear vision for education or the service led to the outsourcing of the senior management group (top three tiers) to Capita and the creation of a management board for education which brought together partners and others to ‘steer’ the service. In a separate parallel development to these changes the Authority appointed a new Chief Executive.

The new leadership/management team included some ‘transferred’ staff as well as a new Director and deputies. The team proceeded to meet every member of staff, all heads and many governors and parents as a start to building trust throughout the education community. This included a ‘no blame’ approach to staff and schools relations. Work with schools and staff to build an inclusive Education Development Plan (EDP) helped build a sense of ownership across the service.

“The LEA also believes it has increased its success in recruiting by having people recruited on contracts supplied by Capita, which are seen to give greater stability than if they were provided by Haringey.”

The system of recruitment uses “long offer” contracts that are initially with Capita and are transferred over time to Haringey.

A partnership board acts as an advisory board to progress education in the borough. It is expected that over time the education service and director will have closer links with the authority and members until such time as the partnership board is no longer required in the strategic role (it is expected to continue as a forum for debate).

The OfSTED inspection of Haringey in February 2002 found that, following the appointment of external interim management, 'the pace of change has accelerated... the conditions for improvement are being created.'

Swindon

In September 2001 OfSTED reported that the strategic management of Swindon LEA was poor, and that the authority was failing to spend its money wisely. The report showed that 17 out of the 24 areas inspected were unsatisfactory or worse. This led to the introduction of a private sector strategic partner, Tribal Group, for three years.

They were required to produce a Strategic Management Plan and be responsible for the recruitment of a senior management team, which would take over responsibility for all key leadership positions. A new Education Partnership Board (EPB) was created as an advisory body. Although the EPB has advisory status, if a recommendation it made were to be overturned by the Council, the matter would be referred to the Secretary of State for resolution.

Bradford

Following intervention, the out-sourced LEA in Bradford did not find it too difficult to attract new managers through a combination of higher salaries, private sector head hunters, personal networks and by stating "*the only way is up*". The OfSTED report carried out following intervention said 'the chief executive and political leadership of the council provided strong and determined leadership for the outsourcing process'.

London Partnership

The London Partnership was set up in late 2000 between Hammersmith & Fulham, Kensington & Chelsea, Tower Hamlets and PriceWaterhouseCoopers under DfES funding for new models. The Partnership provided support – in the form of various secondments – to Enfield. The Partnership has also worked with other boroughs, and has links with the London chief education officers association.

Leicester City

As part of the package of post OfSTED recommendations, a time-limited Partnership Board was set up. Its responsibilities included oversight of the post-OfSTED action plan, oversight of restructuring of education support services, and acting as counsel and critical friend to the Council. The Board included head teachers and five external education experts, including the Chair.

Overview of models

Analysis of models suggest that leadership and management is the most important area to get right and that, in terms of style, priorities and ways of working, it is important to do the following:

- Gain the confidence of head teachers as a means of engaging a wider group of stakeholders. Involve head teachers in decision-making – this has been especially notable in Haringey and Islington.

- Establish a sense of permanence and demonstrate knowledge and competence among education support staff.
- Empower good staff.
- Work hard to recruit, or retain, key staff at the outset. High quality senior managers need to exude a sense of permanence and to actually stay in their posts for quite a while. Schools' commitment will be easier to acquire and retain if senior managers in education are obviously committed to "doing the hard work" to turn the service around. This seems particularly important in London.
- Be clear about what is achievable in the short, medium and long term – with staff and stakeholders as well as contractors.
- Performance management systems – both for school and for individuals in education support services, are extremely important. In Haringey, the performance management system introduced for education staff by Capita has been rolled out across the Borough.

B. Governance and accountability to the wider community

The dimension

This dimension considers how the education service is held to account, who is involved in the governance roles of, and within, the service, who and where strategy is decided and how these arrangements relate to those of the authority more widely such as the Overview and Scrutiny Committee and the Executive.

The range of options

Options that are being applied elsewhere include:

- Stakeholder groups that act in an advisory capacity to top managers and lead members in authorities;
- Stakeholder or partnership groups that have specific responsibilities;
- New organisational forms, with boards, often with local and external members.

Examples from elsewhere

Haringey

Issues of inappropriate member involvement and no clear vision for education within the service led to the outsourcing of the senior management group and the creation of an Education Management Board (EMB) for education which brought together partners and others to 'steer' the service.

The EMB acts as an advisory board to progress education in the borough. It includes three independent representatives (an independent chair), two council officers and two Capita representatives. It sits between the education service and the Authority (*"informally it is viewed as a buffer zone"*) and sets the aims and objectives of the service. It is expected that over time the education service and director will have closer links with the authority and members, at which point the partnership board may no longer be required in the strategic role (it is expected to continue as a forum for debate).

OfSTED found in February 2002 that the LEA's capacity for effective decision making was benefiting from the management board. However, 'insufficient action has been taken to improve the capacity of members to take decisions in an effective way'.

Bradford

The context of the Bradford intervention was corporate disengagement in school failure, an unclear vision for education and inappropriate member involvement. In addition schools had lost confidence in the LEA and *"had broken off into powerful cliques"*. *"The benefit was that schools were already highly organised, working together to improve."*

The intervention led to the replacement of the Chief Executive, the appointment of an interim Director of Education and a three year funding agreement for education. These developments were followed by out-sourcing to Serco with the creation of Education Bradford.

The OfSTED inspection carried out in September 2002 shortly after outsourcing found that 'chief officers, elected members and the leadership team of Education Bradford [the contractor] have a shared understanding of what is required... The capacity to respond to recommendations in this report is highly satisfactory.'

Governance arrangements include a strategic partnership involving the Council, Serco and the Education Policy Partnership. EPP represents head teachers, school governors and others with a key interest in education. The EPP advises the Executive on all aspects of education policy and has decision-making responsibilities in the areas of special educational needs, behaviour support and the School Organisation Plan. Also a number of strategy groups were created to consider different areas of (school) improvements, with significant involvement of heads (over 50%) and governor input. The service has moved from OfSTED grade 6 to 3 on corporate governance.

Hackney

Hackney education services have undergone fundamental changes following a series of critical OSFTED reports and several changes in senior management over the past decade. This is set in the context of a history of a very difficult political context, severe financial difficulties for the council as a whole and instability in the corporate council. A report to DfES recommended the creation of a New Body to undertake the delivery of education services on behalf of the Council that was accepted with the establishing of an arms length body, *The Learning Trust*, to run education services in Hackney.

The Board includes an independent chair, a chair of governors, two head teachers, members of the management team and two independent experts in their field. The Council also has two Non-Executive seats on the Board.

The Council retains the overall strategic direction of the education service and is responsible for funding it through a contract. There is a Stakeholders Reference Forum, which also acts as a sub group to Hackney Local Strategic Partnership. A small, residual LEA remains with the Council to undertake monitoring and policy functions and hold the role of Chief Education Officer. The Education Scrutiny committee scrutinises the work of the Trust.

The *Learning Trust* provides the services previously provided by the LEA, including schools, day nurseries, the play service and adult education. The Council retains ownership of education assets, i.e. the school buildings and continues to employ staff in schools. *The Learning Trust* manages both buildings and staff for the Council. It recruits teachers, maintains schools, operates the school transport system and manages all the administration associated with the Borough's education services. It is responsible for the provision of services for over 27,000 children in 70+ schools.

The Learning Trust is a not-for-profit company, focused solely on Hackney.

Islington

OfSTED's report in March 2001 found that elected members' focus was now clearly and appropriately on their strategic responsibilities. These included, in particular, improvements in performance. They had taken this strongly into account when selecting the contractor and had levied penalties on the contractor when targets had not been met.

C. Delivery of LEA functions

The dimension

This dimension includes the scope of LEA functions and any agreed roles it takes on, and how they are delivered.

There are of course specific statutory requirements that have to be met. These include

- Planning the supply of school places, taking account of population trends and transport patterns across Authority boundaries;
- Making sure that every child has access to a suitable school place, or has suitable provision made for him or her outside mainstream school;
- Intervening in failing schools which have shown themselves not able to put their own house in order;
- Taking decisions, in consultation with schools, about the distribution of the schools budget to take account of schools' differing needs.

The range of options

LEAs make decisions about what they are responsible for and how those responsibilities are implemented (service delivery).

The scope and structure of service delivery in 'traditional' education departments is quite varied, according to the range of services included (for example early years, adult education, youth services, libraries and cultural services). Some authorities have moved to children's services departments.

The other main options are:

- Service contracts with other authorities;
- Partnerships or joint venture approaches;
- Out-sourcing certain groups of services to the private sector;
- Out-sourcing most of the services to the private sector (the previous Southwark model).

Examples from elsewhere

Richmond

Richmond made a number of changes following a poor OfSTED in 2000. These included changes to the roles of senior officers, and the grouping together of previously separate services – such as educational psychology and SEN, into a single school improvement service. This has enabled there to be a better co-ordination, integration and cross fertilization across services, as well as more focused management and targeting to match need.

Islington

In relation to the Islington whole service out-sourcing contract, the seven year period has allowed the contractor to plan for the longer term. There have been some concerns from schools about the nature of the financial targets. Also *“the targets it (the contract) contained did not promote joint working and the integration of schooling with the wider agenda of regeneration.”*

OfSTED's report in March 2001 found that the contractor's strategy had focused on building better relationships and trust. 'This has won the overwhelming confidence of primary head teachers and governors. Secondary head teachers, mindful of local history, remain sceptical.' However, OfSTED concluded that secondary schools needed to 'put history behind them and engage in real dialogue with the reconstituted LEA and its contractor'. With few exceptions, support for schools is 'now carried out well'. 'The tide has turned in Islington'.

Bedfordshire

In this example the trigger to service changes flowed from the creation of a unitary authority for Luton, within the shire. Political difference meant joint arrangements were not sustainable and as a result plans were made to consider the future of education services. Given wider opportunities of critical mass and value for money it was decided to combine the outsourcing of education and other authority services. This led to a 12 year contract with Hyder Business Services (HBS) to deliver, inter alia, education traded services and a new software system. Strategic management and other functions remain with the LEA. The whole contract operates on an open book basis while the contract is overseen by a joint council/HBS board. A separate steering group provides stakeholder input, including staff, into review and future strategy. At this stage services have either improved or remained stable while the software has been introduced. It will be a matter of time before its successful use can be fully determined.

Surrey

A DfES funded new models project involved local stakeholders in developing a new approach to school support services. A joint venture has been established with Vosper Thorneycroft Education that covers school improvement, and other services such as professional development, finance, personnel etc. The joint venture company provides services to the LEA and to schools on a traded basis.

Bradford

The OfSTED inspection of the recently out-sourced Bradford LEA said 'there has been a significant investment in education and further financial commitments have been agreed as part of a three-year funding strategy for education'. The process of procurement was lengthy and 'the quality of support for support for many schools deteriorated during this period.' However, the new contractor rapidly moved to appoint high-calibre staff and OfSTED reports that schools welcome this and relations with schools have improved. 'Consultation is more meaningful and there is a sense of optimism on the part of schools'. Having said this, at the time of the inspection (September 2002) the new arrangements were still bedding in and the overall performance of the LEA remained unsatisfactory.

Haringey

OfSTED found in February 2002 that the trust of schools in the LEA's services was improving, as were some of the services themselves. Progress was slow and schools were cautious but 'the current management arrangements constitute Haringey's best hope for recovery'. There were 'some grounds for optimism about the future'.

D. Co-ordination of services to children and families

The dimension

This looks at how services might be co-ordinated across

- Phases and types of learning, i.e. with other education services and establishments, such as the FE college and the two HEIs in the borough

and/or

- Education and other service delivery to children and families.

Under this dimension, there is the potential impact of the recent Green Paper '*Every Child Matters*', which could include consideration of a whole children and families service that included all elements of the education service, except perhaps those related to adult education (i.e. post 19 or even 25).

The range of options

Many LEAs have quite well established processes or structures that support or encourage the co-ordination of services to children and families. These include:

- Corporate units within councils with a role to ensure that planning and delivery is co-ordinated;
- Cabinet members with cross-cutting portfolios, or cross-cutting scrutiny arrangements;
- Restructuring to create children's departments in councils;
- Joint posts and planning and commissioning arrangements with health (e.g. Southwark's combined Director of Social Services and Chief Executive of the PCT);
- Partnership arrangements with local communities and agencies to establish priorities and share procedures (Local Strategic Partnerships, Children and Young People's Partnerships).

Recent developments include the announcement of pathfinders for children's trusts.

Examples from elsewhere

West Sussex

A Family and Schools Unit has been established to bring together officers from education and social services departments. The unit concentrates on supporting families, and seeking to remove pressures on schools when children face family problems.

Lewisham

In Lewisham, a children and young people's partnership board has been established to co-ordinate the joint working between the education and social services departments on corporate parenting.

Hertfordshire

From a strong performance base, Hertfordshire moved to consider more integrated working to further raise standards in schools and serve the needs of more vulnerable children. The change

process involved wide consultation, and was carefully planned and managed over an 18 month period. The model brings together education services and children's social services into a Children Schools and Families service. It was launched in April 2001 and includes multi-professional teams for geographical areas, unified case files supported by new IT systems, a programme of capacity building in schools, and partnership working with other agencies, notably health, police and the voluntary sector. The national new models evaluation noted (May 2003) that strong partnerships were developing at community level with other agencies, and that specific improvements were being achieved. Some head teachers were reported as remaining sceptical, although others who had been opposed had become supportive.

Stirling Council has also established an integrated children's department.

Children's Trusts

As a part of the process of developing options for the creation of Children's Trusts the Department of Health are funding 35 pathfinders across the country. These were selected through a competitive process where partnership bids from all three services (education, health and social services) were considered. Of those selected all had strengths in most service areas and proposals had to indicate clear aims in their prevention strategies as an indicator of potential success – i.e. they had thought through the joint indicators of performance they would jointly buy into.

Pathfinders differ in approach, with some examples concentrating at this stage on services for groups of children rather than all children (e.g. children with disabilities) ; other approaches start with a sub area of the Local Authority concerned, (e.g. in the shire county with five PCTs they have started with the most interested PCT. Some have included acute health provision such as maternity or paediatrics, and others included Sure Start. Some are very school focused – how to build trust around the school an approach that gives heads a lead or focal role in the process. A number of examples are given below.

Blackburn with Darwen

Blackburn with Darwen Borough Council and Primary Care Trust have been selected by the Government to establish a pathfinder .The trust will provide the full range of services needed by very young children and their families. The Trust will be managed by the Borough Council and will provide a network of children's centres based around neighbourhood nurseries which people living in the neighbourhood can use for high quality childcare, education, adult learning opportunities, health and social care services, all joined together to make them more accessible.

Bolton

The new Trust will ensure that disabled children in the Borough can easily access the help and support they need. Key workers allocated to each child will ensure that the team of people needed to meet the child's needs is drawn together and that support is co-ordinated – no-matter which organisation delivers it. A special multi agency team within the Trust will help disabled young people between the ages of 16-24 plan and make the transition into adult life

Darlington

The new Trust will be developed with an initial focus on one School, which has already been selected to form part of an Educational Village. The aim of the new Trust will be to deliver to disabled children and their families seamless child and family centred services to address all types of need and offer continuity across transitions in the child/family's life. Social care, health and LEA services will be drawn into the school with the aim of meeting as many needs as possible from a single location. Extensive consultation with young people and their carers is planned as this innovative scheme gets underway.

Hertfordshire

Hertfordshire County Council and North Hertfordshire and Stevenage Primary Care Trust have established a new Trust that will provide a range of social care, education and health support services for children aged 0-19 and their families, focused initially around 2 clusters of schools in the Stevenage and Hitchin areas. Budgets will be put together and staff from a range of professional backgrounds will work together in teams to ensure that the right set of services is available to meet the needs of individual children and their families. Progress in drawing services together will be carefully monitored and the aim is to develop the new service models over the coming years to encompass services to children in other parts of Hertfordshire.

Tower Hamlets

The formation of the new Trust is supported by the local community organisations forum and by the East London and The City mental health NHS Trust and Barts and The London NHS Trust. The new Trust will take on responsibility for a defined range of targeted, specialist, preventative and rehabilitative social care, education and health services for vulnerable children and their families. Services will be accessible through multi agency teams, schools, family support centres, health centres and community organisations across the borough. Community groups, children, young people, parents and carers will be involved in shaping future services.

E. School to school relationships

The dimension

This dimension addresses how schools work with each other including networks and clusters, peer support and development, the sharing of good practice and how these activities should or can be supported, formally and informally.

The range of options

Clustering of schools for administrative or developmental purposes is very well established. In terms of new models and recent trends, there has been emphasis on further developing such arrangements or other forms of peer support among schools to enable, for example, the sharing of good practice. At secondary level, this has been supported through the Leadership Incentive Grant. In addition area based initiatives such as Education Action Zones, Excellence in Cities and Excellence clusters have brought together schools and supported them with additional resources.

Examples from elsewhere

Tower Hamlets

From a situation of 17 schools in special measures the LEA now only has two schools at this level. This has involved new senior management (e.g. in school improvement) focused upon building a team based approach to school improvement and links to schools. Each school has a link advisor with the potential for additional support from the wider advisor team i.e. additional and relevant advisor support can be brought to bear as required, say by subject area, coupled with case conferences for schools in difficulty (to intervene earlier) and supportive clusters where heads work together to improve performance and support each others school. For example, in a cluster with a head teacher vacancy, the rest of the heads worked as a 'board' to the vacant school until an appointment had been made. The LEA overtly supports clusters by accessing resources for them and providing challenge to schools.

Nottingham

In order to support attainment levels Nottingham has established a partnership called Transforming Secondary Education in Nottingham (TSE) to bring together best practice from as wide a field as possible. Its core purpose is to support Nottingham's secondary schools in significantly raising levels of attainment by enabling schools to work more closely together to share expertise, provide mutual support and to receive enhanced external support from a range of sources, including teachers from Birmingham schools.

The Project is dependent on the contributions and commitment of the six key partners, the secondary schools of Nottingham City and Birmingham City, the Nottingham City LEA, Birmingham Advice and Support Service, DfES and Mouchel, a consultancy which specialises in partnership project working with local government.

Due to be launched on 4 November, it will adopt, with help of partners from Birmingham, the positive "can do" approach which has been so successful there, and enable teachers, especially

those in small subject departments, to work closely with colleagues in other schools and feel less isolated. Additional funding is available. Finally, and perhaps most importantly, TSE will provide local coherence.

Leicester City

As part of the package of post OfSTED measures in Leicester, in the context of poor services in this new unitary authority and extremely poor relationships between the LEA and schools, a School Development Support Agency was established. Its role was: to support 'development groups' of head teachers and staff to act as school improvement networks; to provide brokerage to help schools secure best value support services; to provide support to the development of governing bodies; to promote community development; and to promote educational leadership within schools. It was independent of the LEA – a company – and funded for two years by DfES. The national evaluation (May 2003) reported some tension between the SDSA and the LEA, but also that development groups had become central to schools' self-improvement agendas and that the SDSA was well spoken of by head teachers. The SDSA identified other funding after DfES funding ended, and there have been some changes in the relationship with the LEA.

Havering

As one of the DfES-funded new models, the North Romford School Improvement Consortium was set up to explore the potential for a consortium of schools to share good practice and procure services together to secure better value for money across a range of services, including health and social services.

F. Community engagement

The dimension

This dimension covers how education services engage with their communities, how schools engage and how both respond to diverse needs.

The range of options

The range of approaches to community engagement includes:

- School-focused activities, from individual arrangements which are led and organised by the school, to the extended schools initiative (see below);
- Neighbourhood initiatives which involve schools, community and voluntary groups and other local partners (such as schools involvement in New Deal for Communities);
- A borough wide approach to engagement with the community, such as locally based area forums or scrutiny arrangements, citizen's panels or fora, community representation of partnerships.

Examples from elsewhere

Extended schools

Within the context of the national programme, extended schools are currently being promoted in many authorities including Islington, Lewisham and Tower Hamlets.

Sandwell

The Stakeholders' Forum set up to enable views to be put directly to the education department includes councillors, head teachers, governors and parents (through the local associations), EAZ staff and trades unions.

Tower Hamlets

The area strategic partnerships are important contributors to education policy and practice. They participate in the education thinking of the authority, e.g. to the EDP, while school advisors are organised according to these areas and they can attend these meetings to report on and pick up education related issues. The authority also works directly with the mosque and other community groups to develop engagement and ownership.

Lewisham

Lewisham is establishing a children and young people stakeholder forum.

G. Access to other school support services

The dimension

This considers services purchased by schools (such as services traded by providers of education functions) and access to a competitive range of providers offering best value for money.

The range of options

In the context of delegation targets and LEA responsibilities to promote best value, there are a number of approaches to assisting schools to access and get value for money from support services. These include:

- Where the provider of LEA functions is offering services on a traded basis, customer service approaches, which involve schools in the definition of services, and respond to feedback from schools;
- Separate procurement units within councils that support schools;
- Partnership arrangements for brokering services;
- Independent brokerage.

Examples from elsewhere

Islington

Basic competence in key support services such as finance and personnel advice and a grasp of the kind of customer service schools expect from them has been central to CEA's approach in Islington. It is reported that phone calls are returned; mail sent out on time; information systems worked and budget management

Although improving these services and processes sounds straightforward, it seems that (i) CEA have considered the support offered to schools at this basic level as equally important to the more complex, strategic and technical services – presumably through talking to schools about their needs, or through a wider understanding of building the confidence of customers; and (ii) quickly ensured that a more customer focussed approach became the norm within education support services.

Richmond

OfSTED reported inter alia that Richmond Council needed address some significant weaknesses which included the lack of clear information for schools should they decline to purchase a service from the LEA. In response they have recently entered a six borough collaboration across the South of London to develop a procurement service for schools, and broker the best providers for schools. This includes a cross borough intranet, which clearly identifies a range of service providers and costs, and the best in house provision. This has been felt to work well, apart from some difficulty in being confident that quality of services will transfer to different settings.

Rotherham

Following an adverse OfSTED report, including failure of support services to schools, a number of major changes were made, including in top managers. An independent brokerage was also

established (following a competitive process) by Transformational Education Services (Windsor & Co and Essex County Council). Participation by schools was entirely voluntary. The role of the brokerage included development of service specifications to meet the needs of schools, and identification of service providers (other LEAs and private sector). The brokerage fee is paid by service providers. The existence of the brokerage provided a major stimulus to improvement in in-house services. The brokerage model has been developed in other LEAs, with some core funding.

Appendix Three – Options and results of workshops

Following the large stakeholder event on 23 September, we:

- Refined the report on the ‘Southwark essentials’ in the light of stakeholders’ comments
- Consolidated the criteria for success that stakeholders had identified into a short summary
- Following further analysis, identified four absolutely key issues for the future of education services in Southwark: the need for:
 - Strong and clear vision, leadership and management across the service
 - Capacity building in school improvement services
 - Stronger collaboration between schools
 - Integration around children, in line with the direction of government policy, notably *Every child matters*
- Described six possible organisational models, of which we felt four (A to D) did not meet the criteria or match up to the key issues, while the other two (E and F) were better options for Southwark.

We then ran a series of workshops with the following groups:

- Adult education service in the LEA
- Black and Minority Ethnic organisations and community groups
- Governors
- Head teachers, via attendance at their conference, and a separate workshop
- LEA staff (three separate sessions)
- Libraries service
- Parents
- Trade unions (TUs)
- Voluntary organisations and community groups
- Young people
- Youth service.

In these workshops, we asked the groups of stakeholders:

- Whether they agreed with the criteria
- Whether they agreed with the key issues
- For their views on the six models
- Whether they had a possible or preferred model of their own to put forward.

Their views are summarised below. Inevitably, in a summary of the views of so many people, not every comment is individually recorded. But we believe that we have registered the main points and dealt fairly with all the views we received.

Criteria

Participants at the workshops were generally happy with the criteria that had been developed at the stakeholder event. One group thought they were exactly right. There were some points of clarification. And some workshops, especially those that brought together people who had not been fully engaged in the process so far, proposed refinements to existing criteria or new criteria:

- Lifelong learning and the need for strong links between schools and school support services on the one hand and adult education and libraries and culture services on the other
- Good value for money
- Resilience to any change in political leadership and senior management personnel
- Transparency in governance
- The notion of partnership to include partnership with families and communities
- Radically improved SEN services, especially more efficient statementing
- The need for schools to work more closely and more pro-actively with the youth service
- Achievement to be understood in its broadest sense and so to include, for example, creativity
- Greater inclusion to be demonstrated in fewer exclusions from school
- The future LEA to be a high-quality employer, with consistent HR policies and practices, low turnover and good relations with employees and Trade Unions
- Good educational spaces to be available for wider community use
- Good physical space must mean school/learning spaces and their surroundings

One group also commented on the need for the Council to demonstrate its real commitment to the criteria if it were to be able to overcome feelings about its failings in the past.

Key issues for the future of education services in Southwark

There was much agreement among workshop participants about the key issues for the education service in Southwark. However, there were also many points of emphasis and some concerns about what was proposed. These are summarised below.

Strong and clear vision, leadership and management across the service

- Strong leadership essential, impatience to see someone with a clear vision in charge and consistent messages about policy. Stronger leadership in the education service would enable it to work more effectively with other actors in the system. Inadequate people in leadership

positions would need to develop leadership skills (with help) or be removed. Some had felt very badly let down by the Council: when it comes to the crunch, 'you are abandoned'.

- More clarity about the distinctive leadership roles of different actors in the system.
- Strong and clear leadership and management. The relationship between unions and 'the employer' had been made complex by the spread of accountability for employment matters across the residual LEA, individual schools, Atkins and now CEA.
- With some reservation that vision is 'the latest management fad', the need for a stronger vision, about education as a vehicle for transforming the life chances of people and communities, but not someone else's vision to be 'imposed' wholesale on them.
- The test of the meeting of the vision needed to be wider than the current focus on academic results.
- Partnership must be an essential feature of the way leadership and governance is exercised if there is to be a focus on children as whole people and their families, rather than on schools as institutions.
- Delegation to be balanced with the need for all actors in the system to contribute to the vision. Schools should not be able to opt out of whole system responsibilities.
- The need for the education service to show a clear commitment to lifelong learning, with strong links to, for example, adult education.

Capacity building support to schools

- Need for Southwark to be better placed to link properly into the government's post-16 agenda.
- Education service to deliver better SEN services, especially more efficient statementing.
- Confirmed need for more capacity in the system, notably for sufficient link advisers. However, queries about where any 'additional' resources would come from.
- Individual services (to schools) to work effectively with each other.
- Quality monitoring of all services essential for the accountability of all services, measured by agreed standards.
- Better support for schools in special measures.
- An 'account manager' approach, with a single point of contact within the LEA for each school, and this person acting as an access point to a range of services. This approach to be firmly based on support for managing schools and for improving the quality of teaching and learning.
- In terms of HR - greater consistency – not standardisation but a common, core approach. An LEA with a much greater capacity to resolve 'extremely serious' industrial relations issues and to implement national agreements (for example, on classroom assistants).
- Support from the LEA for tackling poor performers in schools.
- Stronger sense of how efforts of voluntary organisations fit into the bigger picture.

Stronger collaboration between schools

- Recognition of a need for greater connection between schools. Schools could link up themselves, but some desire for this to happen within a borough-wide framework facilitated by the LEA. Schools needing the most support should ‘see’ other schools, not just be told about good practice.
- The level of collaboration between schools in Southwark is not as high as in other boroughs and, with the right framework, schools – and groups of governors – would be keen to co-operate more.
- Some worries about good schools being dragged down or tarnished by being in clusters with poor schools. However, better leadership from the LEA could overcome this.
- Support for the notion of clusters from which it was not possible for schools to opt out.
- Clusters as opportunities to link schools into wider developments, such as the London Grid for Learning.
- Some strong support for collaboration between schools on a geographical basis with feeder arrangements between primary and secondary – to support transition and support children in the locality.

Integration around children

This was already a key issue identified by Southwark stakeholders. But the publication, during the course of our review of Southwark’s education service, of the government *Green Paper, Every child matters*, has significantly raised the profile of this issue.

A number of comments were made about this issue and in relation to options E and F. Key points are summarised below under their respective options.

There were some general concerns about further ‘experimentation’ and lack of appetite for ‘trail blazing’ a new approach.

Options

Option A – whole LEA outsourcing

<i>Leadership & governance:</i> contractor posts - delivery, client side - council, contract monitoring - PIs etc, joint groups in some area
<i>Capacity/delivery:</i> responsibility of contractor
<i>School/school collaboration:</i> may be supported by contractor
<i>Co-ordination of services:</i> processes to bridge contractor divide, contractor on partnerships?
<i>Other:</i> lengthy procurement/tendering process

The reaction to option A was overwhelmingly negative. The borough had already had experience of this kind of arrangement and did not want to repeat the experience.

In addition, some arguments that this model would:

- Institutionalise and solidify structures, reducing flexibility
- Make it harder to determine the best value at individual service level
- Make it difficult to monitor and maintain standards
- Carry a big risk of failure
- Not deliver enough profit for shareholders
- Destabilise the (education) market.

Option B – in-house ‘traditional’ education service

<i>Leadership & governance:</i> Cabinet member, Scrutiny committee, Chief Education Officer, corporate capacity
<i>Capacity/delivery:</i> dependent on ability to recruit (attractiveness) and on size
<i>School/school relations:</i> variable delegation/support, and local cluster models
<i>Co-ordination of services:</i> processes and partnerships
<i>Other:</i> different scope/structures (early years, youth, adult, leisure)

There was a mixed reaction to option B. On the one hand, some argued it was the model that worked perfectly well in most of the country; why couldn't it work in Southwark? This was perhaps tinged with nostalgia. On the other hand, people acknowledged that it had not worked well in Southwark, for whatever reason, which was why they were in the situation they were now in. In addition, the traditional LEA could only be a stopgap solution, given the agenda set out by *Every Child Matters*; wouldn't it be better to create something more durable? Moreover, Southwark LEA needed the capacity of other organisations, which this model would not help deliver.

Some felt model B could have been made to work but was now not the right long-term solution: the world had moved on and Southwark had to too. The government would not allow Southwark

to 'go back'. Others suggested the model would simply need to be adapted to meet the needs of the *Green Paper*. A number of participants felt the traditional education service was a good starting point that could be developed successfully. Others felt that wider integration was now needed.

A small number of groups felt this option should not be ruled out and could form the basis of an effective way forward, with changes to take account of the new policy context. The LEA could grow over time to take on the full range of *Green Paper* functions. It could incorporate a non-executive version of the Hackney Learning Trust board, which would lever in expertise but without removing control from democratically elected councillors.

Option C – not-for-profit independent trust (Hackney Learning Trust approach)

<i>Leadership & Governance:</i> Independent chair, board with independents, heads, governor and education management members; independent Stakeholders' Reference Forum
<i>Capacity/delivery:</i> Rump LEA, Learning Trust responsible for all aspects of delivery, LEA monitors and oversees
<i>School/school relations:</i> supported by the Learning Trust
<i>Co-ordination of services:</i> Council has non-executive members on board; strategic direction with LA.
<i>Other:</i> Trust is not-for-profit company; long contract; financial stability.

Option C split stakeholders. It attracted a lot of interest from some but hostility from others.

Some felt this option would mobilise extra capability from outside the LA and would provide the wider strategic overview they were seeking. A strength was its sharp focus on education.

Others (including parents) felt this model was associated with deep-seated problems in the governance of the LA, whereas this was not the issue in Southwark. In addition, there were concerns about relations between a trust and unions, the need for more integration and the degree of separation between the authority and the trust.

It was noted that this model was new in Hackney, and it was too soon to assess its long-term success and sustainability. It would be another experiment for Southwark and should, therefore, be avoided.

Finally, was it really possible to have an 'independent' chair or board? There is always a political context.

Option D – education service with external partner (LEA or private)

<i>Leadership & Governance:</i> traditional governance (as in Option B); leaders may be supported by partner LEA
<i>Capacity/delivery:</i> targeted support for specific individuals/activities from partner
<i>School/school relations:</i> some examples of cross-boundary partnerships involving schools
<i>Co-ordination of services:</i>
<i>Other:</i> dependent on capacity and willingness of partner LEA

There was a mixed reaction to option D. Some saw it as weak and unsustainable; others thought it was a useful and pragmatic short-term measure.

Benefits recognised included:

- Enabling the LEA to strengthen areas in which it was currently weak.
- Bringing in real expertise from elsewhere.

Concerns included:

- Over-reliance on key individuals in the partner organisation; if they lost their key people, it would destabilise Southwark.
- A solution that was based in the borough and that was resilient would be preferable. It would be better to spend Southwark money on recruiting Southwark staff
- Difficult to performance manage another organisation's staff. Further diversification of services and accountability would be complex and unworkable
- Members would not be happy with Southwark being labelled as a weak LEA that needed help from a ('rival') good one
- Employees and trade unions would not know whom they were dealing with.

There was some recognition that all options would need to collaborate with other LAs, drawing in best practice.

Option E – Fully integrated children’s service

<i>Leadership & Governance:</i> Partnership Board with key local players and independent chair, Lead Member for Children, Director for Children.
<i>Capacity/delivery:</i> children’s services fully integrated
<i>School/school relations:</i> more structured clusters, with community focus
<i>Co-ordination of services:</i> responsibility of unified structure, including relevant health services
<i>Other:</i> in medium term, need to add capacity in school support services

Option E created a lot of interest. Participants could see how it responded to the criteria and issues in Southwark and the national policy agenda around integration. However, there was some concern, for example from schools, that the need for a radical improvement in education in Southwark could get lost in a wider children and families agenda.

Under both this option and option F, there was much discussion about the partnership board. Key issues running through the groups were:

- How legitimate would the partnership board be compared to elected members?
- What would be membership of the board be?
- Would it be advisory or executive?
- Where would accountability lie?
- Who would be the employer?

Specific points about the Partnership Board included:

- Attractions in the way in which a partnership board would provide a buffer between the services and politically-motivated change.
- Schools having a greater say would help local needs to be met better, especially if community involvement with schools and a Board was strong.
- Partnership board meetings would be held in public.
- The case for at least four parents and two children to be on the board.
- Would have to include school governors and members of the community
- Ensure information and expertise were available in one place and enable people to bounce ideas off of one another.
- It would create opportunities for others to help, shape and ‘keep an eye on’ the LEA, as well as be a good way of mobilising the wide range of expertise that exists in the borough but was currently ignored, under-used and undervalued.

- The Board should draw people from the community, not just rely on the usual organisations that are likely to get involved. Such a board would help to make education and social services accountable to parents, which was vital.
- Parents and children on the board should be elected by their peers, not appointed by statutory players
- Would reinforce accountability, as long as it didn't become just a talking shop
- There are a lot of partnership bodies in Southwark, isn't there an existing vehicle that could be used? Care would be need to avoid overlap.
- Who would the Director of Children's Services be accountable to – the Chief Executive or the Partnership Board?

Specific points about integration included:

- This option (and option F) would be flexible enough to respond to future developments, especially the *Green Paper*. It hit the Southwark issues.
- Many felt integration was better than separation and should enable sharing of information and good practice, families services would certainly need to be integrated
- Integration was just what excluded children needed and was long overdue.
- Integration would be a huge change for Southwark and it would require exemplary leadership to bring it about
- Some highlighted a cautiousness about integration: social workers did not have a good reputation in all parts of the community, and some services could be isolated, e.g. adult education
- If budgets were merged, child protection could eat up education resources
- Locating SEN services within a children's social services framework might seriously undermine progress towards inclusion
- Whether option E (and F) would be a providing organisation or a commissioning one only: was this another privatisation?
- Pooling of budgets could make for more effective use of resources.
- Vulnerable children should really be taken to mean vulnerable families
- The emphasis should be on the whole child, the whole family and the whole community, some of whom would need 'extended services', not just on vulnerable children
- The voluntary and community sector should be used to engage the community.
- This option would take time to bring together. A big bang reorganisation could drain momentum and staff. Change would take years not months. It would be helpful to give financial stability to schools and other providers during this period.
- Would the whole of the libraries and culture service sit in the new department or just some notional children's part of it? The latter would make no sense.

Specific points about collaboration included:

- The need to look at the provision of services from the community up, rather than top down. School clusters would be a useful way of connecting with the community and providing a clear point of contact for parents, unlike the ‘distant’ LEA.
- The need for collaboration to be both community based and cross phase to maximise learning and child retention within Southwark;
- The need to promote collaboration between clusters to spread good practice around the borough
- The risk that schools might not agree within ‘clusters’ while decision-making could be taken away from schools (but strong, federated clusters could make this work).
- Clustering schools around communities would be problematic because:
 - Secondary schools draw pupils from beyond immediate localities
 - Schools close to borough boundaries draw pupils from neighbouring authorities
- Care would need to be taken in clustering or it could reinforce divides between different communities
- Boundaries of clusters would need to map onto boundaries of community councils
- There would be major problems in creating clusters: why would successful schools want to be in a cluster with less successful schools?
- The rush to academy status would undermine collaboration
- Some of the ideas in this option (and F) felt untested.

Option F – Children’s service with divisions for schools and children’s service delivery

<i>Leadership & Governance:</i> Partnership Board for Children, Lead Member for Children, Director for Children. Stakeholder group for schools.
<i>Capacity/delivery:</i> school support services in a dedicated business division, with director
<i>School/school relations:</i> more structured clusters, with community focus
<i>Co-ordination of services:</i> integrated planning for children and education ‘client’ under director for children
<i>Other:</i> in medium term, need to add capacity in school support services

Many of the points made about option E in the workshops also stood for option F. In general:

- Where there were concerns about the split between services to children and services to schools (because, for example, it might stigmatise vulnerable children), these concerns were expressed more strongly over option F
- Where there was approval for the spilt (because it gave focus), the approval was stronger in the case of option F.

However, specific comments on option F are summarised below.

- Some staff preferred this option because they would be brought together in the school service element of the option. Others liked the opportunity to bring together groups of services, such as health in schools.
- However, there was a risk that this option (and E) could create an imbalance between learning and social care
- Wouldn't this model essentially just reproduce – within the children's trust – the existing LEA and children's social services department?

Effects on schools through targeting resource on children who needed additional support could include:

- Schools might concentrate unduly on vulnerable children
- Schools would need lots of support to manage children in and out of targeted services. Was that too complex for Southwark?
- There would need to be clarity and consistency about what schools should be doing themselves and what they would need support with. Finally, extended schools might be a more efficient way to engage with the community than collaboration.

Comments on collaboration included:

- Federations, with required membership, would mean that every school had a voice. However:
 - The role of the schools in the governance process would need to be clearer: the schools stakeholder group could become another layer of bureaucracy and create A and B leagues of schools
 - Federations would strengthen the position of schools and hence could build in more tensions with the wider LA.

Option G

Workshops had different views on the 'offered' options and in some cases took the opportunity to create their own option. Proposals for variations on the initial set included the following.

Group One

A governing body like Hackney's with clear responsibility for strategic management across education. This would be made up of LEA members, managers and external expertise. It would also include a representative from the partnership board, which would still exist but be more focused on schools. Services should be delivered by staff employed by the LEA, to facilitate quality control. There should be better relationships with business, FE and HE.

Group Two

In any option it was essential to have a broad-based children's services partnership and that library, cultural and lifelong learning services should be directly represented on it. Libraries and cultural services should be located outside any children's services department. There was scope to consider running joint libraries and cultural services department with one of the neighbouring boroughs, for example. The direct representation of library, cultural and lifelong learning services on the partnership board would enable the joint agreement of strategic priorities and allocation of budgets to deliver services for children. Geographical clusters required library and cultural services to be directly represented.

Group Three

An option, close to F, in which the school service could be associated with other the wider LA functions, such as regeneration.

And an option where support services such as IS, finance and HR would be brought together with those of the authority while leaving the 'direct' children, families and schools as an integrated unit.

Group Four

An option that would integrate services to children and services to schools, within option E or F. Internal organisational boundaries should be based on the *Green Paper* "triangle" which categorises universal, targeted, specialist, etc services.

Group Five

- A strong LEA (essentially Option B) that could accommodate future developments, like the *Green Paper*
- A well-funded authority with sufficient capacity to support schools well
- Enhanced leadership and management capacity, involving talented, qualified professionals with a track record of success
- An approach supported by hard evidence of a successful impact
- A stakeholder group involving parents, community and TU representation, as well as key local educational experts. The police and others would be a useful addition, partly to shift the educational debate in Southwark away from narrow party political positions; the introduction of such a group would also be a clear demonstration of the continuing goodwill on the part of the LEA to involve people in shaping local education.

Group Six

- Strong emphasis on powerful outreach and support to families
- Greater financial delegation to schools
- Scope for delivery of borough-wide educational services

- Scope for varying degrees of involvement in management of successful and failing schools
- School-community relations need to be targeted at a particular outcome; why are we making these links?
- A structure that is compatible with current and predicted policy (including the *Green Paper*)
- Better liaison between schools and education authority, with support and backing for schools to improve teaching and learning
- No reduction in the power of governing bodies; this would reduce democracy and community links.

Group Seven

This group proposed a kind of hybrid between model C and model E (or F). This could be described as an 'independent' service for children and schools, with a lean corporate client; services to children, families and schools would be 'once removed' from the authority and operate more directly for children and schools. One version of this model stressed the need for youth workers and other similar workers to be strongly integrated into schools.

Appendix Four – Possible area groupings for school collaboration

This possible group of networks would build upon the existing good practice and give groups of schools as follows:

	One	Two	Three	Four	Five	Six
P	Cathedral CE St Joseph's RC Friars St George's RC St Jude Southwark CE Charlotte Sharman Joseph Lancaster Snowsfields Charles Dickens	Grange Boutcher Alma Eveline Lowe Galleywall Pilgrims Way Ilderton	Tower Bridge St James CE Riverside St Joseph's RC Southwark Park Rotherhithe St Joseph's RC 026 Albion Alfred Salter Peter Hills Redriff St John's Elmos RC	Oliver Goldsmith Gloucester St James The Great RC Bellenden Peckham Park Camelot Peckham Rye St Mary Magdalene John Donne Hollydale St Johns & St Clements St Francis RC	Victory Townsend St John's Walworth CE English Martyr's Surrey Square Robert Browning Crampton St Peter's CE St Paul's CE Keyworth John Ruskin Micheal Faraday Cobourg St Joseph's RC Comber Grove St George's CE Brunswick Park Lyndhurst Crawford	Goose Green Bessemer Grange Ivydale Heber Goodrich Dulwich Village CE Dulwich Hamlet St Anthony's Road St Francis Road Langbourne Dog Kennel Hill
S	Notre Dame RC Geoffrey Chaucer	Aylwin Girls St Saviours and St Olaves	Bacon St Michael's	Warwick Park	Walworth Archbishop Michael Ramsey Sacred Heart	Waverley (L & U) The Charter School Kingsdale
S S	Guy's Evelina Hospital Beormund	Spa Cherry Gardens		Highshore Haylmerte Tuke		Bredinghurst
N		Kintore Way		Nell Gwynn Ann Bernard	The Grove	Dulwich Wood