



DERBY CITY COUNCIL

COUNCIL CABINET
4 JULY 2006

Cabinet Member for Children & Young People

ITEM 9

Integrating Children and Young People's Services – Frontline Teams

SUMMARY

- 1.1 Work has been progressing on all aspects of developing Children's Trust arrangements and integrated strategy and service delivery in Derby.
- 1.2 In order to provide services in an effective, integrated way, plans are well advanced for a pilot of multi-agency service teams in Area 1 of the city. Once implemented, the intention is to evaluate this pilot before determining the way forward for other areas of the city.
- 1.3 There is a close link to the Council's wider Area and Neighbourhood Working agenda and the Area 1 pilot will provide an additional, valuable perspective for this.
- 1.4 It is planned that three teams focusing on defined geographical areas of Area 1 and the 0-11 age range, one team focusing on the 11-19 age range and a linked primary healthcare team should be established and begin work in the early autumn. It is also planned to establish a social work team focusing on the area in the New Year.
- 1.5 Subject to any issues raised at the meeting, I support the following recommendations.

RECOMMENDATIONS

- 2.1 To note the progress being made in relation to a range of initiatives for the integration of children and young people's services.
- 2.2 To approve the plans for integrated frontline service delivery teams on a pilot basis in Area 1.

REASON FOR RECOMMENDATION

- 3.1 A great deal of progress has been made in establishing the Children's Trust arrangements and associated plans and activities in Derby. This involves the completion of the first Children and Young People's Plan and the piloting of a range of integrated processes. We are implementing the Common Assessment Framework and piloting the Lead Professional and electronic information sharing.

- 3.2 In order to make the next very significant step in the delivery of integrated children and young people's services, it is necessary to integrate multi-agency teams, which will impact directly on children, young people and their families. A great deal of planning has gone into this in order to minimise risk in making such changes. At this stage, there is still much to do but it is anticipated that the changes could be put in place in the early autumn.



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Report of the Corporate Director for Children & Young People

Integrating Children and Young People's Services – Frontline Teams

SUPPORTING INFORMATION

- 1.1 Work in Derby under the Children Act 2004 aims to improve services to children, young people and families by establishing integrated frontline delivery of services, supported by a range of integrated processes. An integrated strategy supported by all agencies should set out the planning for these services and this should all be within a framework of inter-agency governance. Progress on all of these issues is being made in Derby and this is briefly summarised as follows.
- 1.2 In relation to inter-agency governance, the Children's Trust arrangements for Derby are based on the Children and Young People's Partnership, which has been in place since 2002. Since the Integrating Children's Services project was established, there has also been a Children and Young People's Executive, consisting of first and second tier officers from all of the relevant services in Derby, including voluntary organisations. A Partnership Members' Working Party involving Derby City Council Members and Non-Executive Members of partner organisations has been in place, and provides guidance on the approaches being taken. Further work is in hand to establish full arrangements within the Constitution to secure appropriate involvement in decision making in the future.
- 1.3 A Local Safeguarding Children Board, based on the previous Area Child Protection Committee, has been established. This again involves senior officers from the relevant services and voluntary organisations and is chaired by the Corporate Director for Children and Young People. This fully meets the requirements of the extended remit set out in the Children Act 2004.
- 1.4 The integrated strategy for Children and Young People's Services is set out in Derby's first Children and Young People's Plan. This includes key challenges for children and young people in the city, for multi-agency ways of working and a range of actions to address those challenges. The plan was completed for 1 April 2006, is available on the Council's website and now in hard copy, and is being widely distributed. It relates closely to the Corporate Plan and Community Strategy and is reflected in agencies' service plans, though this will need developing further in future.

- 1.5 Certain important processes to deliver the strategy and improve access to services have been piloted and are now being taken forward in the city. These comprise of:
- the Common Assessment Framework, which is a single approach to assessing the needs of children and young people and their families, to avoid multiple assessments from multiple services
 - the Lead Professional, where one officer takes responsibility where a multi-agency team makes provision for individual children and young people in need
 - the Child Index, which brings together information about the needs of individual children and young people, and is available, with appropriate protocols, to all of the relevant services to avoid gaps and duplication.
- 1.6 All of these processes are progressing well in Derby. At the current time, Derby is also part of a Targeted Youth Support pilot, with funding from the DfES and support from the Training and Development Agency, to examine multi-agency focused work for 11-19 year olds and this is informing the development of the Area 1 pilot. Phase one of our Children's Centres development is almost complete and we are about to embark on Phase two. Extended schools developments are well in hand.
- 1.7 The progress outlined above will contribute to the second Annual Performance Assessment of Derby City Council's services to children and young people, which takes place in the last full week of June. Our self-evaluation statement was submitted at the end of May. Whilst the judgement relates directly to the City Council services, the nature of children and young people's services is such that partner agencies are also very much involved. The judgements will contribute to the Council's Comprehensive Performance Assessment.
- 1.8 Plans are now being finalised for the development of integrated frontline service teams, to be piloted in Area 1, i.e. Derwent, Chaddesden, Spondon and Oakwood, and the expectation is that implementation can begin in September/October this year. There has been extensive consultation across agencies and a planning group has been meeting on a regular basis, analysing needs and service gaps and discussing the opportunities and options.
- 1.9 A number of principles were agreed to inform the development of models. These are to:
- improve outcomes for all children and young people
 - improve access to frontline services across the city
 - maximise the opportunity to provide a continuous service to children and young people, minimising changes of worker
 - provide a service in relation to need that is consistent
 - intervene at the lowest tier of intervention, compatible with meeting need.
- 1.10 In order to improve access to services, whilst at the same time integrating them, it has been agreed by those involved in developing the model, that services should be locally based and integrated across all the tiers of need. Teams should be based in localities wherever possible and there should be limited opt out from the locality model. Some services will be too small or too specialist to be locality-based. Where this is the case these services should support integrated working as non-locality specialist services, developing and maintaining very strong links to the locality services.

- 1.11 In planning for the delivery of services this way, the issues that have arisen have been very complex and as a result, progress has been slower than originally anticipated. Nevertheless, it is important to adopt a pace that is responsive to the complexity of the issues raised and members of the Partnership as a whole, in order that appropriate plans can be developed and risks minimised.
- 1.12 The discussions have been aimed at identifying a safe, secure and practical approach. The work has been challenging for all partners and built on a discussion paper that was subject to consultation over the summer and early autumn last year. A real attempt has been made by the planning group to look at doing things differently to secure better outcomes.
- 1.13 The model that is being proposed comprises the following:
- three multi-agency teams geographically focused and providing services for 0-11 year olds
 - one “Youth Support Team” providing services for 12-19 year olds across the whole of Area 1
 - one team of social workers providing services across the whole of Area 1
 - Primary Health Care staff, located in integrated teams but managed by a Health Co-ordinator
 - Management of the four age related teams and a social work team through a team leader for each and overall by an Area Manager, covering the whole of Area 1.
- 1.14 Primary Healthcare staff will therefore not be professionally supervised by the integrated services Team Leader or Area Manager. There are still a number of issues that need to be clarified about the management roles and an explicit written agreement will be drawn up. Indeed a number of such details are currently being worked on. Nevertheless, the proposed model aims to be clear and simple and relatively easy to understand.
- 1.15 Appendix 2 sets out the roles of the Area Manager and Team Leaders and the services that are expected to be part of the multi-agency teams.
- 1.16 Participation by children, young people, parents and carers is an important aspect of the work to integrate services. The structures being developed have been informed by such participation up to now, and will be a vehicle to ensure that in the future. This has been mainly with children and young people, but strategies to involve them more and to extend this more fully to parents and carers are being prepared. In this respect, the initiatives described in this report reflect the Council’s wider area and neighbourhood working initiative and will provide an important perspective on the latter’s development.
- 1.17 The key future stages for implantation are as follows (month end in each case):
- June – Human Resources issues / Job description agreed/ posts advertised
 - July – Post holders and staff identified for integrated teams
 - August/September – Induction and team development
 - September – Teams go live
 - April 2007 – Evaluation and decisions about next steps.

1.18 Other key issues for implementation to be integrated into the project plan and work programme are set out below:

- Accommodation audit to be completed and plan developed
- Support services audit and plan developed
- Agreement on the Core Service Offer through integrated frontline delivery teams
- Implement agreed change management process to support staff moving into multi-disciplinary teams
- Risk factors continue to be identified assessed and minimised
- Communication and participation plan.

OTHER OPTIONS CONSIDERED

2.1 The sense of direction in planning for integrated frontline delivery of services has been agreed through the Children and Young People's Partnership and the Partnership Members' Working Party. Within that there have been various options for the formation of teams, and the services to be included in those teams or to remain as cross-city specialist services.

2.2 The main alternative options were:

- to have four teams all covering the full 0-19 age range.
- to have health staff included in the four teams.

2.3 All-age teams would take account of the fact that vulnerable children, or children with particular needs, are often part of families that have wider needs or siblings in a different age band also needing services. However, it was felt that at this first stage, this could risk extending their focus too widely. Such a structure would not be entirely ruled out for the future, but it was felt that this was not the safest and most appropriate way forward at present.

2.4 As a result of concerns about professional supervision and clinical governance, the PCT has decided that primary health care staff should be separately line managed, whilst working in a co-ordinated way with the multi-agency teams and with the Team Manager working as part of the Area Management team.

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Background papers:

List of appendices: Appendix 1 – Implications
Appendix 2 – Roles and Services

IMPLICATIONS

Financial

- 1.1 At this stage the only financial implication is the cost of the Area Manager post. Whereas in future it is likely that these posts will be drawn from existing staff, it has been felt important to support the pilot as fully as possible, by appointing to a new post on a secondment basis for two years. This needs to be at Head of Service level within the City Council pay structure. To the extent that there are backfill costs for such a secondment, the costs can be funded from 2005/06 Local Area Agreement underspends and savings through charging the overall costs of managing Sure Start Local Programmes to the General Sure Start Grant.
- 1.2 It is expected that four team managers will be seconded from current posts, whilst continuing with some of their professional responsibilities and others being absorbed by colleagues. There will be no extra costs associated with these posts at this stage.
- 1.3 It is impossible at this stage to assess any potential accommodation costs, or other costs relating to changed responsibilities and development of these initiatives in future. However, it is quite clear that any additional costs need to be contained within agreed budgets.

Legal

- 2.1 All of the proposals aim to meet the requirements of the Children Act 2004.
- 2.2 There are no direct legal implications to these proposals.

Personnel

- 3.1 It has been agreed by the Planning Group that the Area Manager post should be open as a secondment to managers of appropriate seniority from across the Children and Young People's Partnership. The recruitment process has begun but conditional on approval for the proposals in this report.
- 3.2 The locality Team Leader posts will also be secondments, with the appropriate ring-fence to be determined.

Equalities impact

4. The aim of these proposals is to ensure better assessment of need and better access to more effective services, particularly for vulnerable or potentially vulnerable children and young people, thus improving outcomes.

Corporate objectives and priorities for change

5. The proposals contain a range of actions which make a significant contribution to delivering the Council's priorities:
 - Improve the quality life in Derby's neighbourhoods
 - Encourage life long learning and achievement as a catalyst for economic growth
 - Build healthy and independent communities
 - Deliver excellent service, performance and value for money.

Role of the Area Manager

The key elements of the role are listed below:

- Strong leadership role to develop and implement integrated service delivery in Area One
- Champion of Integrating Children and Young People's Services across the area
- Directly manage some of the Team Leaders in Area One
- Co-ordinate the work of all Team Leaders in the Area
- Area planning and performance management responsibilities
- Budget and personnel management
- Lead on the evaluation of Area 1, sharing the evaluation across Children and Young People's Partnership services, helping to shape Integrated Children and Young People's Services across the rest of the city
- Responsibility to link back into Children and Young People's Partnership services
- Develop the area planning structure and link to broader area and neighbourhood working
- Ensure the active participation of children and young people and their parents/carers in planning services and assessing how effective service delivery is
- Implement the risk management action plan

It is proposed that this role should be positioned at third tier Head of Service level within the Locality Services Division of the Children and Young People's Department. The post holder should be seconded from the partnership for two years, reviewable after 1 year. Unlike the team leader posts it is recommended that this is an additional post.

Role of the Team Leader

The key elements of the job description for the team leader are listed below:

- Responsibility for the operational management of a multi-disciplinary Integrated Children and Young People's Services Team in a defined geographical area
- Co-ordinate the work of health staff with their multi-disciplinary Integrated Children and Young People's Services Team
- Engage with parents, children and young people to ensure their full potential and contribution to the development of Integrating Children and Young People's Services
- Support the implementation of integrated processes e.g. CAF, Lead Professional, Data Sharing, Child Index within their locality team
- Budget and personnel management
- Work with the Area One Management Team to contribute to the Every Child Matters Outcome Framework
- Specialist area of professional responsibility
- Separately negotiated management responsibilities for some Children Centre/Extended School Services within their locality (linking to school governance arrangements)
- Implement quality assurance procedures and performance management framework as agreed by the Children and Young People's Partnership
- Management information
- Team delivery plans to meet the needs of the parents, children and young people
- Effective partnership working arrangements with schools in their locality and other Children and Young People's Services

It is proposed that this post is accountable to an Area Manager. Team leader posts would be recruited to on a secondment basis on existing terms and conditions for a period of 18 months to 2 years, reviewable after 1 year.

Services to be included in the Integrated Frontline Delivery Teams

Subject to continuing discussion, it is proposed that the following services be included:

- Schools - although schools are largely autonomous bodies, the development of Children's Centres and Extended Schools provides a vital focus for the delivery of integrated services.
- Family Support
- Social Work
- Education Welfare
- Youth Services
- Early Years and Childcare services
- Connexions Personal Advisors
- Sports Development and Play
- Information about links to other services, such as Job Centre Plus, Adult Learning and Housing.

A number of primary health services will work in a coordinated way with these teams, whilst having separate professional supervision, these include:

- School nurses
- Health visitors
- Community nurses
- Midwives
- Primary mental health workers.