

CREATING OPPORTUNITIES AND TACKLING INEQUALITIES SCRUTINY COMMITTEE	Agenda Item No. 8
15 SEPTEMBER 2009	Public Report

Report of the Executive Director of Children's Services

Report Author – John Richards, Executive Director Children's Services
Contact Details – 01733 863601 email: john.richards@peterborough.gov.uk

THE RESULTS ON DELIVERING THROUGH LOCALITIES CONSULTATION

1. PURPOSE

To update Members of the Scrutiny Committee on the main findings of the Delivering through Localities consultation (see appendix 1) and way forward from the consultation with staff, partners and young people on the development of integrated working in localities in Children's Services.

2. RECOMMENDATIONS

Scrutiny Committee are asked to consider and comment on the findings from the report.

3. LINKS TO CORPORATE PLAN, SUSTAINABLE COMMUNITY STRATEGY AND LOCAL AREA AGREEMENT

The project is central to the 'Journey to Excellence' in Children's Services and is a major component of the statutory change programme to deliver the 'Every Child Matters Agenda' (ECM). Integrated front line services supports delivery of the Sustainable Community Strategy through the creation of strong and supportive communities and will inform a number of LAA outcomes including empowering local communities, improving health and supporting vulnerable people.

4. BACKGROUND

A consultation on proposals for the development of integrated services in the three localities in Peterborough was held in June and July 2009. These proposals had been developed following the initial consultation in February 2009 which established the approach for locality based working in Peterborough. Endorsed by children's services departmental management team (DMT), the corporate management team (CMT), Lead Members and Peterborough Community Service (PCS) Board, the proposals outlined:

- The key operational features of locality working
- Which core Children's services should be delivered locally
- New roles and responsibilities for locality delivery
- Wider departmental management restructure
- Key phases and timeline moving forward.

The proposals also outlined some of the initial work undertaken by Children's services DMT on developing natural alliances of city-wide specialist services.

5. KEY ISSUES AND FINDINGS

There was enthusiastic support for much of the consultation proposals and a real sense that this will make a positive difference to children, young people and families. There was broad endorsement of the locality delivery model, locality structure and wider management restructure.

Not surprisingly, the main questions posed relate to what the proposed changes will mean for individual services and how the changes will be implemented.

Overall, it is clear that the consultation response shows a positive backing for the development of integrated working in localities. In light of the responses we plan to:

1. Appoint the three Head of Children's Locality Services for each locality.
2. Develop further the governance, locality and wider management structures as set out in the consultation paper.
3. Proceed with detailed design work based on the balance of core, extended and city-wide services presented within the consultation.
4. Identify the implications for the business support / enabling functions that support the core services in the next stage work.
5. Ensure that the full scope of the change required in DtL project is recognised in the next stage of work.
6. Strengthen the internal and external communications to staff, partners and all key stakeholders.

Further details of the response to consultation are provided in the attached response paper.

6. IMPLICATIONS

The report has implications for all providers of services to children, young people and families in Peterborough at an area and city wide level. Within Children's Services the direct impact on services will vary, but all staff will however be involved in delivering some aspect of the newly integrated service.

Some staff will be forming three new integrated local delivery teams supported by a new management and partnership structure. Some staff will remain city-wide but will become part of an extended management and delivery team in a locality and other staff will remain city-wide but will be 'locality facing' in the way they work. The proposals will also have an impact on business support and other enabling functions as they align to the new structure

Furthermore, the proposals also have implications for operational processes, culture, workforce development, infrastructure (including ICT) and partnership working. A comprehensive plan for the design and implementation of locality integrated working is being developed to cover the totality of change required.

7. CONSULTATION

Over 200 staff attended from a range of agencies and backgrounds and each expressed their views at four consultation events. In addition, a number of briefing sessions took place directly with individual teams and the proposals were also presented at key management and partnership meetings, including meetings with heads and governors.

Consultation also took place with over 60 young people at the 'Get Involved' event in July. The event sought views on the development of locality based teams and identifying local priorities in the three areas. Finally, and in response to the consultation document, a number of responses

were received direct from staff and on behalf of teams. In all we estimate that between 400-500 staff, young people and partners have contributed to the consultation.

8. EXPECTED OUTCOMES

Members of Scrutiny Committee are asked to review the findings from the consultation and comment on the proposals moving forward.

9. NEXT STEPS

Implementation of the locality teams will be delivered as part of a phased approach which recognises the full scale of change and transformation required. Working back from the main milestones of full implementation of locality teams by April 2010, the next key phase of the project is to complete the detailed service and organisational design of the locality teams. This will be issued for further consultation in November 2009.

10. BACKGROUND DOCUMENTS

Delivering through Localities Moving Forward Consultation paper (issued June 30th 2009)

11. APPENDICES

Delivering through Localities Moving Forward Response to Consultation paper

Moving forward

Response to Consultation
September 2009



Implementing the vision for integrated services and improving outcomes for children and families in Peterborough

Growing the right way for a bigger, better Peterborough



Introduction and background

A consultation on proposals for the development of integrated services in the three localities in Peterborough was held in June and July 2009. These proposals had been developed following the initial consultation in February 2009 which established the approach for locality based working in Peterborough. Endorsed by children's services departmental management team and Peterborough Community Service (PCS) Board, the proposals outlined:

- The key operational features of locality working
- Which Children's services should be delivered locally
- New roles and responsibilities for locality delivery
- Wider departmental management restructure
- Key phases and timeline moving forward.

The proposals also outlined some of the initial work undertaken by Children's services DMT on the natural alliances of city-wide specialist services.

The consultation paper sought views on the overall design, both strengths and weaknesses, and what people felt are the critical issues going forward. Seven specific consultation questions were posed.

This response to the consultation provides an outline of the feedback received and the implications for the development of integrated working in localities moving forward. This feedback will be used as part of the next stage of detailed design of services which will develop the new locality structures and what this means for all staff. This will be issued for consultation in November 2009.

The consultation

Four consultation events took place with staff and partners during July. The sessions provided those attending with the opportunity to:

- Understand the proposals in more detail
- Express views on the proposals in small focused groups
- Raise questions, issues and concerns.

Over 200 staff attended from a range of agencies and backgrounds and each expressed their views to at least one consultation question. In addition, a number of briefing sessions took place directly with individual teams and the proposals were also presented at key management and partnership meetings, including meetings with heads and governors.

Consultation also took place with over 60 young people at the 'Get Involved' event in July. The event sought views on the development of locality based teams and identifying local priorities in the three areas.

Finally, and in response to the consultation document, a number of responses were received direct from staff and on behalf of teams. In all we estimate that between 400-500 staff, young people and partners have contributed to the consultation.

The Delivering through Localities (DtL) Project Team would like to thank all staff who attended an event and those who provided feedback.

Main findings

There was enthusiastic support for much of the consultation proposals and a real sense that this will make a positive difference to children, young people and families. There was broad endorsement of the locality delivery model, locality structure and wider management restructure. Not surprisingly, the main questions posed relate to what the proposed changes will mean for individual services and how the changes will be implemented. A full analysis of the responses to the seven consultation questions is given in the attached summary at **Appendix 1**. In addition,

details of some of the main question posed together with responses from the DtL Project Team are shown in **Appendix 2**.

A key learning from the consultation has been to understand how we present the concept of localities to young people and respond to cross-boundary issues. Some young people at the 'Get Involved' event expressed the view that this appears to be another means of dividing people and yet integrated working should actually bring services together and make it easier for young people to access the services they need. However, they were also able to engage in discussion about local need and were keen to see that services would be responsive to local need.

Overall, it is clear that the consultation response shows a positive backing for the development of integrated working in localities. In light of the responses we plan to:

7. **Appoint the three Head of Children's Locality Services for each locality.** The 0-19 locality manager roles have been identified as central in the effective implementation of integrated working. Their early appointment will enable them to have a lead role in the design and implementation of integrated teams before the teams 'go-live' fully in April 2010.
8. **Develop further the governance, locality and wider management structures as set out in the consultation paper.** The proposed structures were widely supported particularly differentiating across 0-7, 8-13 and 14-19 age ranges and combining assistant director (AD) strategic functional lead and local responsibilities. The work on DtL and natural alliances needs to continue to be brought together to ensure staff and partners understand the full scope of changes. As noted earlier, consultation on the detailed design for locality based services will begin in November 2009 and will be conducted in accordance with Peterborough City Council managing change policy.
9. **Proceed with detailed design work based on the balance of core, extended and city-wide services presented within the consultation.** In the main, the proposals for services designated as core, extended and city-wide services were supported. There needs to be better communication on the reasons for this (see appendix 2) and the detailed operational ways of working within and between the services needs to be more explicit.
10. **Identify the implications for the business support / enabling functions that support the core services in the next stage work.** As the core services will be delivered across the three localities we need to understand what this means for the functions that directly support them, including administrative support, information, quality and data management.
11. **Ensure that the full scope of the change required in DtL project is recognised in the next stage of work.** It is understood that this is not just about changes to management structure, but also operational processes, culture, workforce development, infrastructure (including ICT) and partnership working. This is truly about transforming the way we work. A comprehensive plan for the design and implementation of locality integrated working should be developed to cover the totality of change required.
12. **Strengthen the internal and external communications to staff, partners and all key stakeholders.** A key theme from the consultation is the ongoing need to keep all staff, partners and key stakeholders fully informed of the proposed changes. This should be clear, concise, regular and relevant to the particular audience. As a result we will strengthen the approach through the development of a DtL Communications Group who will provide leadership and capacity. Further details will be published in due course.

Implications for individual services

As a result of the proposals in the DtL consultation paper and the feedback in the consultation, the high level implications for each service can be summarised. Detailed design work will therefore proceed on this basis and may result in some further changes to be presented in the November consultation.

Current service	Degree of change planned
Young People' Service	<p>All current services to be split across three localities and structures apart from the city-wide specialist services currently managed within a single team and including:</p> <ul style="list-style-type: none"> • Reintegration officer for teenage pregnancy • Floating housing support workers • Duke of Edinburgh Award • Curriculum specialist youth work • Connexions information advice <p>These services will be 'hosted' as local front line preventative services. Further consideration is being given to whether all the services need to be hosted within a single locality or whether there could be a better fit for some of these services to be separated and hosted in different localities. Discussions will be held with the staff directly concerned.</p> <p>In addition, the additional needs personal advisor team will form part of a new integrated children with disability service and be delivered as a city-wide service. This work is being taken forward within the integrated children with disabilities project.</p>
Children & Families (0-13)	<p>All current services to be split across three localities and structures. Children's centres will form the basis of the locality 0-7 teams and the play service will form the basis of the 8-13 teams. Extended services coordinators and managers will become part of the relevant locality extended management team.</p>
Youth Offending Service	<p>Statutory early intervention and court services will remain city-wide and form part of the Family and Communities division. The youth inclusion project will be 'hosted' in its current form as a local front line preventative service in the Central and East Locality where it is based. The prevention element of the youth offending service will be integrated within the locality core teams.</p>
School Improvement	<p>All services will remain city-wide but will become 'locality facing' in the way they work. Services will form part of the Learning and Skills division.</p>
Inclusion & Special Education Needs	<p>All services will remain city-wide</p> <p>Educational psychology will remain city-wide but will form part of the extended delivery teams for each locality.</p> <p>Integrated services for disabled children will be developed through 'natural alliances' work and become city-wide specialist services. Currently it is proposed that they should be located within the Learning and Skills division. Work will also be undertaken to develop the natural alliance between ETLAC and children in care services to form a new, integrated children in care team. Further details on the portfolio these services will part of will be issued in the next consultation.</p>
Pupil Support	<p>Pupil support services will remain city-wide and will form part of the Learning and Skills division. However, Attendance Officers and Attendance & Welfare Officers who provide direct services to children, young people and families, will form a new city-wide integrated children in need service with social care, family assessment and support. The new CIN team will form part of the extended delivery teams for each locality and will be located within the Family and Communities Division. Additional work will be undertaken through natural alliances to transfer other pupil support functions into the inclusion portfolio under the umbrella of the reshaped Pupil Referral / Alternative Learning Service.</p>
Social Care	<p>Apart from the integrated CIN team referred to above, all social care services will remain city-wide but will be 'locality facing' in the way they work</p> <p>Services will form part of the Family and Communities division. Work will be undertaken to develop the natural alliance between ETLAC and children in care services, currently sitting in inclusion – and form a new, integrated children in care team.</p>
Early Years & Childcare	<p>Early years and child care is subject to a discrete 'natural alliances' project to strengthen links with children's centres and provide a more integrated focus on 'narrowing the gap' during those crucial early years. Further details will be published in due course.</p>

Current service	Degree of change planned
14-19	Integration of policy, strategy and planning for 14-19 year olds is also subject to a discrete 'natural alliances' project which also takes into account the work to integrate the functions of the Learning and Skills Council within the local authority. Whilst direct service delivery to 14-19 year olds will be the responsibility of the locality teams, as it is currently, the project is looking at ways to strengthen the strategic leadership, support and challenge across all aspects of 14-19 responsibilities (including the challenge to reduce the number of young people who are not in education, training or employment). The responsibility for 14-19 strategy will sit within the Learning and Skills division.

Confirmation of the key timescales going forward

As we set out in the consultation paper, implementation of the locality teams will be delivered as part of a phased approach which recognises the full scale of change and transformation required. The main timescales and milestone are:

By the end of **October 2009** we aim to have:

- Recruited the Head of Children's Locality Services for each locality
- Agreed the detailed locality structures and identified what this means for all staff in the core services, including business support
- Further progressed the natural alliances work – 14-19 natural alliance in place
- Agreed AD accountabilities for localities
- Scoped the workforce development, culture and organisational development change programme
- Understand the high level ICT implications.

By the end of **January 2010** we aim to have:

- Consulted with staff fully on the proposed changes to roles and functions
- Appointed the Assistant Director for Community Health Services
- Recruited the key locality management posts
- CIN team and children in care team in place
- Identified the named contacts for the extended delivery team
- Started to implement the culture change and organisational development change programme

By **April 2010** we aim to have:

- Fully implemented the core locality teams
- Appointed all the ADs to the new management structure
- Established management framework, local partnerships boards, processes for team around schools and cluster
- Delivered some co-location of services.

Natural alliances work

The natural alliance concept has developed since the original consultation on Delivering through Localities. Each is effectively a 'mini project' in which services will be brought together to work in a more integrated way and located in the most appropriate divisional portfolio.

However, as the project has developed, the interdependency between natural alliances and DtL has become much clearer. Natural alliances work will therefore be coordinated with the DtL project

and it is anticipated that the next stage consultation will include details of those teams and roles which need to change as a result of the development of natural alliances for the following:-

- Early years and children's centres
- The 14-19 agenda, including integration of the Learning and Skills Council responsibilities into the local authority
- Multi-disciplinary services to children in care
- Integrated services for children with disability
- Targeted youth support for young people aged 8-19 and the prevention of youth offending.

Appendix 1 – Summary of responses to the consultation questions

1. How do you think the proposals outlined will deliver integrated locality working and the outcomes sought?

There were many positive comments about how the proposals will deliver integrated locality working. These included, DtL delivering:

- a greater understanding of local needs and services, roles, and skills of professionals who work to a locality
- an increase in early intervention and transitional support and
- seamless delivery of service and avoid duplication of effort
- improved communication internally and externally
- swifter responses and enable children, young people and families see one team

Similarly, the responses identified a number of challenges including:

- ensuring consistency of services
- not encourage an insular attitude within localities and teams
- making sure the 0-7, 8-13 and 14-19 do not cause further fragmentation
- providing clear guidance on what locality will take a lead when a child lives in one locality but is educated in another
- ensuring the relationship between children's trust and local partnership boards are well understood and accountabilities are clear.

Therefore, we will ensure these messages are taken forward by the DtL Communications Group (point 6 in the main findings) and through the DTL project team built into the operational design / ways of working between, core, extended and city-wide services (points 3 & 5 in the main findings).

2. Do you think the balance of services across core, extended and city-wide is right and are there any further opportunities?

The overwhelming response was that it was 'well balanced' and provides the basis upon which the locality model can develop.

Question	Initial Response
Could portage and pupil referral sit in extended services alongside Educational Psychologists and family support?	We are currently looking at where the portage service might best be located and there is felt to be general support for this to be locality based. The pupil referral service is currently being developed as an alternative learning service and at this stage it is felt to be more appropriate for it to remain city-wide during this crucial period of change. However, as with all city-wide services, it will be locality facing in the way it works.
Can you include Early Years be in the core team given strong alliance between EYS and Children's Centres?	The natural alliances work is looking at this area. Much of what the early years and child care team does is not direct service delivery, in contrast to the children's centres. However, there is a strong alliance and this will be reflected in different ways of working and some structural changes.
Shouldn't core teaching staff be part of a core team?	Teaching staff are part of the core team within their schools. The relationship between locality management and schools management will be strengthened through the development of the integrated processes described in the February consultation, the details of which are being developed through the pathfinders in collaboration with schools: <ul style="list-style-type: none"> • Team around the child

Question	Initial Response
	<ul style="list-style-type: none"> • Team around the school • Team around the cluster • Team around the locality (or locality partnership)
What about a combined operational head of YOS and central YPS service?	This is a natural alliance and combining the head of service roles will strengthen this alliance. More and more the young people's service is working directly with the youth offending service in preventing anti-social behaviour and violent extremism. The youth offending service is drawing on the resources of the young people's service to engage young offenders in wider positive activities. The structure will also reflect the need to ensure expertise in each specialist area of work with young people.

3. Do you think the proposed structure for locality working will offer easier and earlier access to services for children and their families?

The majority of responses agreed the structure has the potential to offer easier and earlier access to service. Key concerns relate to the need to understand how business support functions will operate within the locality model, possible increased workloads and ensuring that all partners are committed to the new way of working. A further consideration raised is that core teams should be physically located in localities and widely promoted to ensure easier access to services.

Therefore, we will build these proposals into the next stage of detailed design (points 3 & 4 in the main findings).

4. Do you think the proposed leadership and management structure supports the delivery of locality services?

Again, there were a number of positive comments and an overall endorsement that the proposed structure will support locality working. However, a few issues were raised, in particular:

- need to be clarify whether the local partnership boards are decision making or advisory or both
- need to be clear on the relationship between the local partnership boards and the other boards in place at a service level, in particular the area management committees.
- ensure representation of voluntary and community sector in the leadership and management structure.

Therefore, we will further develop the governance, locality and wider management structures as set out in the consultation paper as part of the next stage of the project (points 1 & 2 in the main findings).

5. What practical (and specific) ways can we help staff and managers across all functions to work together to deliver an integrated service?

The main responses here related to issues of communication, information sharing, training, infrastructure and culture. Clear communication on who is in the core and extended teams, the services provided, and what partners do will be vital. The regular flow of information between integrated services will also be important including the use of a common language and team / networking events. Training will need to reflect the fact that we are in an integrated working environment. Finally, an ICT platform that support integrated working and the development of a shared ethos and culture across the agencies were also mentioned.

Therefore, we will build these proposals into the next stage of detailed design (points 5 & 6 in the main findings).

6. How can we ensure on a day to day level that city-wide services are ‘locality facing’?

A number of good suggestions were provided here, including:

- Head of Children’s Locality Services for each locality sitting on city-wide management teams
- Specific contacts for each city-wide service to each locality
- Core and extended locality team together with contacts from city-wide service meeting on a termly basis
- City-wide managers ensuring they are responsive to locality managers

Therefore, we will build these proposals into the next stage of detailed design (points 3 & 5 in the main findings).

7. How can teams measure the impact of locality/integrated working on service users?

Again, a number of good suggestions to take forward including

- Using Every Child Matters national performance indicators and timelines
- Regular questionnaire and feedback sessions with managers
- Interview / consultation with parents and carers
- Fewer cases getting stuck at common assessment panels (now Locality Integrated Processes Boards)
- Evidence from self evaluation forms (SEFs)
- Evidence of greater working at Tier 2 and 3.

Therefore, we will build these proposals into the development of a new performance management framework for localities as part of the development of future operational processes (point 5 in the main findings).

Appendix 2 – Response to questions raised during the consultation

What is the rationale for why services are labelled as core, extended and city-wide?

Services were proposed as ‘core’ if they met most of the following criteria:

- they are already provided ‘locally’
- does it provide universal or targeted services as distinct from specialist services at level 4 of the vulnerability matrix
- it is provided directly to children, schools and other settings
- they have the capacity to be distributed across the three localities
- they can operate / be managed outside same profession service

Services were proposed as ‘extended’ if they meet most of the criteria apart from that they can operate easily outside their professional group (i.e. service would be too fragmented). Therefore it makes more sense to keep them as a city-wide service.

Services were proposed as ‘city-wide’ if they did not meet many of the criteria - in particular those specialist services that respond to need at level 4 of the vulnerability matrix.

What does hosted service actually mean?

Services were proposed as hosted if they meet most of the criteria but do not have the capacity to be distributed across the three localities or where it may be appropriate to place them in a particular locality because their function lends itself to a specific location. Examples of the latter are the youth inclusion project which delivers services in Gladstone. So a locality will ‘host’ the service and will be part of that locality management structure, but they will also operate across the other localities.

Why is SEN city-wide and Educational Psychologists extended?

Educational Psychologists are extended because although they provide both targeted and specialist services and have already re-structured to deliver services within localities, there is concern that by splitting them up the service will become too fragmented.

SEN services are generally delivered through schools or are centrally administered statutory processes. Both lend themselves to city-wide management arrangements which also align well with the city-wide school improvement services. Educational psychologists deliver their services through schools and also directly to children and young people in localities. Becoming part of the extended locality services will ensure that they play an effective part in the team around the child, school and cluster. However, whilst SEN services will remain city-wide, they will be locality facing in the way they work and elements of the service may develop into extended team over time.

Where does portage sit?

Portage is currently subject to review and consideration is being given to whether it should sit within the 0-7 locality service or within the integrated service for children with disabilities. This will be resolved within the development of the integrated service for children with disabilities.

What will happen when services are funding / time limited?

All services are subject to annual integrated business and financial planning (IBFP). Where services which are provided through short term funding need to be mainstreamed rather than time limited, this will be addressed within the city council’s IBFP and/or Children’s Trust Partnership Board commissioning arrangements, as appropriate to the particular service.

Where do extended schools fit in?

Extended services around schools include as part of their core offer child care, parenting support and use of integrated processes. These responsibilities are supported by the Early Years and Child Care team, the multi-agency parenting strategy implementation group and the integrated processes project. Schools are central to the Delivering through Localities programme whereby children, young people and families will have swift and easy access to services. Coordination of extended services has its roots in clusters of schools; clusters have been encouraged to appoint extended services coordinators or managers to ensure that extended services reflect local need. It is anticipated that those posts will form part of extended locality teams.

What is level 2 mixed economy of family support separate from core services such as parenting support and children's centres?

These are services providing family support at level 2 of the vulnerability matrix, that is targeted and preventative. These services are commissioned from a range of providers and the task of the locality management will be to ensure that this 'mixed economy' of private and voluntary sector services works in an integrated way with core locality services to deliver a seamless service for children and young people in the area.

Where would voluntary sector sit?

Many voluntary sector services are providing core services and where they are doing so, the managers and coordinators of those services will form part of the core locality teams. Examples of this are the children's centres currently managed by Family Care and Ormiston. Some voluntary sector organisations may also be represented on the extended locality teams, where they are not involved in providing core services but where they are providing services across the city and need to develop a greater locality focus. The voluntary sector will also be actively involved in the locality partnership boards. The voluntary sector will therefore be involved at all levels – governance, management and decision making and service delivery.

Where does pupil support sit?

All services that make up the Pupil Support Services will remain city-wide and will form part of the Learning and Skills division, apart from attendance officers and attendance & welfare officers who will form a new city-wide integrated children in need service with social care, family assessment and support. The new CIN team will form part of the extended delivery teams for each locality and will be located in the Family and Communities division.

How do schools fit into localities?

Schools are integral to delivering front line services in localities. All have staff that have been trained in use of the CAF and integrated processes; many have been involved in the three pathfinders to test out team around the school, cluster and locality. Implementation of Delivering through Localities will take into account the learning from the pathfinders as we establish processes for team around the school, team around the cluster and locality partnership boards (team around the locality).

Seems to be a disparity between 0-7 locality manager in terms of age range, number of children, young people and scope of responsibility. Will the posts be graded the same?

All posts will be subject to formal job evaluation. Details of the job descriptions and grades will be part of the next stage of consultation.

Is the implication that the 8-19 locality manager in locality 2 will also manage a team leader for 'hosted' city-wide service?

Not necessarily. This is subject to the detailed design of services which will be outlined in the next consultation document in November 2009.

What will be the process for appointing locality managers?

The process has yet to be determined, but it will be outlined in the next consultation document in November 2009.

This page is intentionally left blank