



**Report to:** Children and Young People & Families and Scrutiny Committee

**Date:** 14th January 2010

**Subject:** Locality Working

**Report of:** Executive Director, Children and Young People's Services

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**Purpose / summary:** To update members on the progress of integrated locality based working arrangements within Wigan.

**Alternative options considered and reason for selecting the one recommended:**

**Recommendation / decision:** To inform members.  
The decision will be made as a result of this report and will be published within 48 hours

**Risks / Implications:**

- Financial:
- Staffing:
- Policy:
- Equal Opportunities - Has a Diversity Impact Assessment been conducted?
- Wards affected:

**For Cabinet reports only :**

Categorisation of the report:	<b>X</b>
Discussion leading to a decision	
Monitoring	
Sharing for corporate understanding	

	<b>X</b>
Discussion	
Decision	
Information	<b>X</b>

**Tracking/Process:**

	Consultation	Ward Members	Partners
Committee	CYPS Overview & Scrutiny	Cabinet	Council
	14.01.2010		

There are no Background Papers to this Report within the meaning of Section 100D of the Local Government Act 1972.

Proper Officer



Date

23.12.09

## **Locality Working**

### **1. Introduction**

The purpose of this report is to describe the framework supporting the development and implementation of service delivery by Children and Young Peoples Services and its partners in localities. It also describes the progress which is being made in moving towards integrated locality based working arrangements within Wigan.

### **2. Vision**

The vision for locality working focuses on the development, with our partners, of co-located and integrated services that will be more efficient, effective and responsive to local needs, and more accessible and accountable to children young people and their families.

The aim is to use locality working as a tool to reduce duplication and enhance the capacity to develop a coherent and comprehensive set of supports for all children and young people in an area according to their level of need. In operating in this way there should be a clear pathway from universal services through preventative targeted services into specialist services and then back again.

The objectives are to improve outcomes for children by:

- Improving responsiveness to the needs of children young people and their families in the local community
- Improving the use of information, knowledge and skills in the local area
- Improving early identification of problems
- Better targeting of services
- Reducing duplication of services
- Providing effective interventions
- Improving co-ordination of investment

### **3. Locality areas**

The Council's existing 5 twin township configuration forms the basis of the locality areas as follows:

- Wigan North, Standish Aspull Shevington
- Wigan South Orrell Billinge Winstanley
- Hindley Abram Aston Bryn
- Atherton Tyldesley Astley
- Leigh Lowton Golborne

The area boundaries are in line with the councils approach to delivering its services and the development of neighbourhood management. Partner agencies have agreed through the LSP and children's trust to move towards aligning their service delivery models on the same geographical footprints.

The next step is to build on these agreements and look at not just aligning services within the same geographical areas but to develop structures and processes which support an integrated service delivery model for children's services.

#### **4. Background Information**

Integrated Working is at the heart of the Every Child Matters Agenda the Department for Children, Schools and Families definition of Integrated Working is:

- Integrated working is where everyone supporting children and young people works together effectively to meet their needs and improve their lives
- By combining their professional expertise, knowledge and skills and involving the child or young person and family throughout, practitioners can:
  - identify needs earlier
  - deliver a co-ordinated package of support that is focused around the child or young person; and
  - help to secure better outcomes
- Integrated Working is achieved through collaboration and co-ordination at all levels, across all services, in both single and multi-agency settings. It requires clear and ongoing leadership and management. At an operational level, it is facilitated by the adoption of common serviced delivery models, tools and processes.

This includes the following areas of work, collectively described as 'integrated working' – Information sharing, Common Assessment Framework, Lead Professional Role, and Team around the Child.

The Government have stated that by 2010 they expect Children's Trusts to have in place high quality, multi-agency early intervention arrangements and services for children and young people with additional needs.

#### **5. Transforming the way we operate**

In order to deliver the vision and ambitions for children young people and their families a project board has been set up with representatives from the key agencies across Wigan. The Board conducts its work through a series of workstreams, the workstreams are of two kinds: three aimed at transforming the service delivery model consisting of universal, preventative/targeted and specialist services and five supporting the implementation of these changes communication, workforce, property, finance and governance. All aspects of the work are being undertaken in a multi-disciplinary way.

The universal services are already largely delivered on a locality model particularly through schools children's centres, extended services and health centres although all the universal services subscribe to the concept of progressive universalism defined as 'support for all with more support for those who need it most'.

Targeted preventative services have tended to deliver services in a model which relates to specified aspects of need, examples of this would be some commissioned parenting programmes or connexions community personal advisors some of these have been locality based but others been borough wide as they have not had sufficient capacity to deliver on a locality footprint.

The needs of the child or young person have been identified through universal services and in a fully integrated working model would lead to completion of a CAF and identification of the needs not just of the child but also of their family. However one of the challenges has been to fully embed the CAF and lead professional processes. The other challenge in this area has been to ensure full knowledge of the services available to ensure that the needs have been fully matched to the right offer. Work on pathways for ensuring the assessment of need leads to the most effective offer is underway. Some of these services will also provide a 'step down' offer for those in receipt of specialist services.

Specialist services mainly relate to the offer for children and their families from Social Care Services and CAMHS.

Overall there are a number of changes taking place but some challenges remain if we are to attain the long term vision of multi-agency co-located services in each area which improve outcomes for all children reduce the number of children and young people needing additional support services and narrow the gap between the disadvantaged and most prosperous communities in Wigan. These challenges largely relate to the capital and infrastructure changes which are needed rather than the changes to systems and processes although some work is needed in these areas too.

## **6. Children and Young Peoples Service**

Children and Young Peoples Service (CYPS) have started the process of restructuring their services into the 5 locality model. Although not all services can be delivered through a locality based team due to their specialist nature wherever possible we are restructuring teams or identifying how services can link into the locality arrangements.

The Integrated Support Services have completed their staffing changes across the service and are working towards identifying and locating staff in operational bases in the localities where these are not already in place. Social Care have identified the lead management arrangements for each locality area and hope to move towards the full locality model when existing vacancies are filled and the service has the capacity to re-configure safely. School Improvement have linked advisors and other school support staff to school clusters in localities.

## **7. Schools**

In the summer of 2009 the government published 'Your child, your schools; our future: building a 21<sup>st</sup> century schools system' in the summer. This document built on previous ones from the DCSF setting out how integrated working will support the every child matters agenda but is more specific about the role of schools.

Schools are seen as a gateway to a number of more targeted or specialist services provided through multi-agency teams which can provide rapid support to children and families who need it. They also want to encourage the teams to be based in schools or closely associated with them.

In addition the government has said that it intends to legislate to make clear that schools have responsibilities for children across the area as well as those on their own roll. In line with this they intend to reduce the barriers to schools and other partners pooling funds and resources to achieve better value for money. As partnership working amongst schools develops, becomes stronger and more formalised the government intends to support them in more effectively commissioning a range of services to meet the needs of children and young people on behalf of the Local Authority and Children's Trust.

This approach is in line with the developments in the early years and child care sector particularly the development of children's centres which have been developed in and around schools and act as a key resource in local communities.

The schools in Wigan are responding to these changes and are a key partner in developing the locality response. Primary Schools have been linked together as cluster groups in localities. Each locality cluster group is exploring how schools in the area can work together more effectively and support the learning needs of children in the local community not just those attending a particular school. They are also looking at how they can contribute to identifying and addressing the family and community needs alongside other partners. CYPS senior managers are supporting the development of the locality forums particularly in relation to the wider community role.

The secondary school sector have less coterminosity in respect of their catchment area, particularly the faith based schools, but are also engaged in the Locality Project Board through the chair of the Wigan Association of secondary heads and the primary schools are keen that they are closely linked in to their local structures.

## **8. Health**

Discussions with both the PCT and Ashton Leigh and Wigan Community Health (ALWCH) have led to their sign up as key partners in the development of the locality model. The Board of ALWCH has formally signed up to work jointly on the development of the locality model and key managers are involved in the work streams to develop the potential for integrated services and co-location. Health Visitors and school nurses are deployed in locality areas and detailed discussions are underway to look at integrated team arrangements in line with the Total Place initiative.

## **9. Police and Criminal Justice agencies**

The focus of the police and criminal justice agencies has been in working within the Neighbourhood arrangements however there are close links with the CYPS work through the Area Management Groups, youth justice and the public protection unit activities.

## **10. Workforce**

Building Brighter Futures: Next Steps for the Children's Workforce (April 2008) reiterates the importance for everyone working with children, young people and families to understand the difference they can make to children and young people's outcomes; know how they need to work with other professionals to ensure that services are integrated and personalised to respond to the needs and strengths of

individual children; and have the skills, knowledge and expertise to do their job to world class standards.

At present both CAF training and basic Safeguarding training are delivered in a multi-agency way on a locality footprint. The intention is for the delivery of other parts of children's workforce training and development to be based on the locality footprints. Plans are being developed for the common core requirements to be the next stage of training to be delivered in a locality multi-agency way.

The Common Core of Skills and Knowledge for the children's workforce is currently under review but it sets out the basic skills and knowledge needed by all people (including volunteers), whose work brings them into regular contact with children, young people and families. The skills and knowledge are described under six main headings:

1. effective communication and engagement with children, young people and families
2. child and young person development
3. safeguarding and promoting the welfare of the child
4. supporting transitions
5. multi-agency working
6. sharing information.

Joint leadership and management training is also one of the key components. Wigan will be taking advantage of FPM training commissioned by The Children's Workforce Development Council to support the delivery of Integrated youth support within a locality context. This training will include representatives from the voluntary and community sector. In addition Wigan is working in conjunction with St Helens Borough Council and Outcomes UK to focus on developing locality working within an outcomes based framework this will involve action learning sets and the development of local outcomes champions.

## **11. Business planning and Business Processes**

The implementation of locality working will be supported by a move towards an integrated performance monitoring and improvement system. Plans are in place to produce the next Children and Young Peoples Plan in 2011 through a locality generated set of priorities. It is also expected that localities will use operational data, the outcomes from children's participation activities as well as WISDOM to produce a gap analysis and identify locality priorities.

The planning and review approach is integral to the commissioning cycle and services will increasingly be commissioned to reflect the locality context.

The partnership work with St Helens Borough Council and Outcomes UK will focus on developing the following to support the work in localities:

- Performance Management and Quality Assurance Framework
- Developing service performance and partnership Report Cards to measure impact and improved outcomes particularly focussed on locality working
- Localities, Integrated working and Think Family
- Outcomes based joint commissioning
- Identification of pathways between the work on the front line and the commissioning and planning cycle

- Partnership or population accountability linked to Children's Trust arrangements and the Children and Young Peoples Plan

As mentioned above contact point, CAF, and lead professional developments are some of the ways in which locality working will be supported in practice. The pathways through which children and young people with additional needs are able to access services and get the right support offer is currently being developed.

Alongside this work is underway to develop performance management structures which link an improved understanding and analysis of why children move through the continuum of need to what services should be in place to at each level in the continuum. This should reduce the numbers of children in localities presenting to specialist services and ultimately improve the efficiency of the service.

## **12. Property**

One of the biggest challenges is to ensure we make the best use of the property we have to deliver operational services and make them as accessible as possible in localities. We are undertaking a comprehensive audit of all property in use by the council and partners e.g. health and examining what opportunities there may be for co-location of staff from different services. It has become clear from other local authorities that one of the easiest ways to break down barriers and provide effective joined up services is through the creation of multi-disciplinary teams and co-location.

## **13. Finances**

The main focus has been in supporting the restructuring of budgets in CYPS to reflect the locality model. The development of aligned and pooled budgets will be explored as the opportunity arises and this should support the most efficient use of resources across the children's sector. It is also expected that the localities model and the links with the neighbourhood locality work will put the Authority in a better place to bid for grant monies in the future.

## **14. Communication**

A large number of staff across the children's trust will be affected by the changes to a locality model and therefore a key aspect of the locality board has been to develop a communication strategy which is intended to both inform key stakeholders and their staff of the developments. Information from other local authorities indicates that this is an evolving process best looked at as a journey rather than as a single event. Feedback from staff about what is working well and where we need to adjust or change our approach will be an essential part of the process.

## **15. Links to Neighbourhood Working**

The development of locality working within children's services is taking place alongside and in conjunction with the Neighbourhood working plans in the Building Stronger Communities partnership. Strong links are already in place through the PACT and Area Management Groups and links between developing locality structures in children's services and these will ensure a more joined up approach at the locality level. Children and Young Peoples participation and voice will have a locality dimension which will strengthen the community engagement, communication and customer focused activities which are priorities for the LSP.

## **16. Conclusion**

The move towards locality working should provide for a more responsive, targeted and joined up set of services for children young people and their families and meet the community, council and government objectives to deliver better outcomes for children young people and their families.

## **17. Recommendation**

The contents of the report are noted