

CHILDREN'S SERVICES SCRUTINY COMMITTEE
22 FEBRUARY 2006

PROGRESS ON THE INTEGRATION OF CHILDREN'S SERVICES IN
WILTSHIRE

Purpose of Report

1. The purpose of the report is 'to provide a progress update on the development of integrated children's services in Wiltshire, in particular the co-location of teams and process sharing, and to include a summary of how the Children Act 2004 is being implemented, together with a brief description of the role, function and composition of the Interim Trust Board and the main priorities of the Children & Young People Plan', as requested in the Work Plan of November 2005.

Background

2. The Department for Education and Skills regularly identifies the 'Change for Children' programme as being like an 'onion' with outcomes for children & young people at its heart, and uses the diagram below to demonstrate this:



In turn, we have broken this down to demonstrate the constituent parts of the 'onion' and what is required to achieve each of them, as follows:

Inter-agency Governance

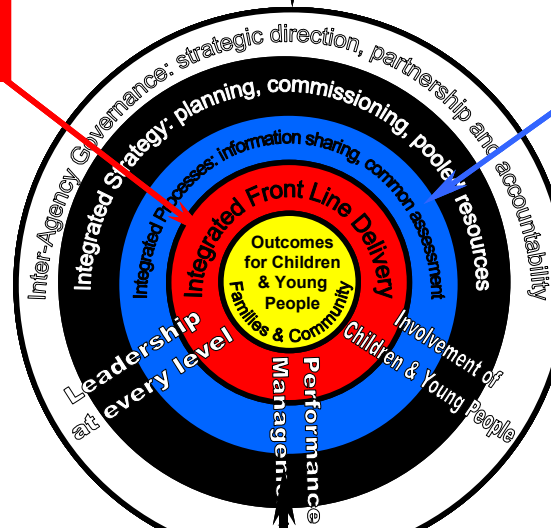
- Director of Children's Services
- Lead Member
- Children & Young People's Trust Board
- Local Safeguarding Children Board.

Integrated Front-Line Delivery

- Children's Centres
- Extended Schools
- Integrated Youth Offer
- Common Core of Skills
- Support for parents, carers and families
- Support for children with additional needs
- Integrated Safeguarding
- Multi-disciplinary Teams.

Integrated Processes

- Common Assessment Framework
- Shared referral
- Identifying vulnerable children & young people
- Lead Professional
- Information Sharing
- Service Directory.



Integrated Strategy

- Needs Analysis
- Children and Young People's Plan
- Local workforce planning
- Joint Commissioning
- Pooled Budgets.

Main Considerations for the Council

3. In the table below, each element from the diagram above has been identified and progress on it reported. This has drawn on the analysis undertaken with the DfES Regional Change Adviser, who is responsible for monitoring progress in all Councils

	What are we doing about?	What have we done to date?	What still needs to be done?	How are we doing in comparison with other councils?	How near to completion are we?
	INTEGRATED FRONT-LINE DELIVERY				
A	Children's Centres	During autumn 2005, extensive consultation has taken place to identify the location of the 20 centres that Wiltshire is required to establish by 2008. This has been completed, and the plans are now well advanced.	The programme now needs to be implemented. Staff to lead it are in place and know what has to be done. However, resources are limited, especially for capital works, and there is much to be done to ensure effective roll-out and sustainability.	Most Councils are ahead of Wiltshire, because they have had funding previously (based on indices of deprivation) and therefore have some centres already in place. However, progress in consulting on the new centres here has been swift and effective.	Green – in the sense of knowing what has to be done and being in place to achieve it. Amber – in the sense of having much still to do to provide centres.
B	Extended Schools	Two full-service extended schools and eight community leadership projects were launched in September 2005. These are now making progress in establishing programmes etc, and include health and social care, sports development, access to ICT and family outreach work.	In due course, all schools are expected to develop a range of "extended" services reflecting the needs of their local communities. Plans are in place to provide more extended services through the next tranche of Standards Funds. These will continue to be developed in conjunction with community planners and in relation to areas of deprivation.	As with Children's Centres, Wiltshire did not receive pilot funding, and is therefore behind those authorities that did, but in line with others.	Green – in the sense of knowing what has to be done and being in place to achieve it. Amber – in the sense of having much still to do to provide more

C	Integrated Youth Offer to integrate the support of Connexions and the Youth Development and Youth Offending Services.	Strategic meetings of key managers to determine way(s) forward. Connexions service becoming a Council service from April 2006, which will facilitate future developments.	Significant work to develop the shape of the integrated Youth Service and plan for implementation from April 2007 or April 2008. The effective deployment of resources will be an issue.	Pilot Councils are ahead, but otherwise all Councils are at early stages of development.	Amber – the task is identified, but much has yet to be done.
D	Common core of skills	Some dissemination of DfES consultation documents on children's workforce and common core skills. Considerable progress in developing NVQ at levels 2 and 3. Participation in "Championing Children" project has supported the identification of specific management skills and competencies for inter agency working.	<p>More detailed mapping of skills and competencies against the local workforce plan (see section S).</p> <p>Further development and rationalisation of the current NVQ assessment centres, the development of a departmental assessment centre and of higher level NVQs related to children's social care and specific training and development for foster carers and early years.</p> <p>Work with corporate HR team and external partners to develop generic model of management skills and competencies for inter agency working</p>	Wiltshire is ahead in some areas of NVQ development and the development of management competencies for inter agency working but is probably behind in terms of overall workforce planning. There is a need to build on the impetus of the Championing Children project, and current developments in Wootton Bassett and Trowbridge, as well as the rapid extension of children's centres, to promote the notion of core competencies more widely throughout the county.	Amber – in the sense that we have moved ahead in some areas, but have not yet consolidated the overall approach.

E	Support for parents, carers and families	A range of types of help for parent and carers is available (and identified within the Pathways service directory). Work has been done with Barnardo's in West Wiltshire to provide an overview of parenting programmes. The Local Safeguarding Children Board has provided a 'Safer Parenting' handbook to the parents of pupils entering primary and secondary schools, which contains a range of information.	The Wiltshire Children's Fund is undertaking work on the development of "early prevention" and support for parents, carers and families, with a view to mobilising the contributions of a range of services. Continuing work to provide a coherent approach to parenting programmes in the context of wider support for parents and parenting. Development of role of Family Support teams and Crisis Intervention Service.	Probably in line with other authorities	Amber – continuing work required.
F	Support for children with additional needs	A draft guide for identifying children & young people who need additional help has been produced (see below). A range of types of help for children & young people is available (and identified within the Pathways service directory). Wiltshire is a pilot area for "Early Support" for disabled children. An Integrated Access	Support for disabled children & young people is being developed as part of implementation of "New Pathways for disabled children". Developing responses to children & young people with emotional & behavioural problems is a priority of the Trust Board. Further work is required to mobilise support for children & young people with additional needs across children's and	In advance of other authorities in some areas and behind in others. Wiltshire is especially behind in relation to the delegation of funding for Special Educational Needs.	Amber – continuing work required.

		<p>System has been developed for children & young people with emotional & behavioural and other mental health problems.</p> <p>The SEN strategy is being implemented, and schools are actively engaged in addressing further delegation of resources.</p>	<p>community services.</p> <p>Further work is required to finalise the model of delegation, with the first phase of implementation planned from April 2007.</p>		
G	Integrated Safeguarding (see Local Safeguarding Children's Board below)	The Local Safeguarding Board represents a wide range of agencies and holds local practice forum meetings. Extensive work to train school headteachers and Governors has been completed. There are processes in place to ensure agencies are linked together to address safeguarding issues.	More training within and across agencies is required.	Wiltshire is at least in line with and probably ahead of most other authorities.	Green/amber – significant progress, but more remains to be done.
H	Multi-disciplinary Teams	Current examples of multi-disciplinary teams include the Youth Offending Team (which include social workers, police, education welfare officers, Connexions personal advisers and others) and the Children's Disability	Now moving to the wider roll-out of multi-disciplinary working. There is evidence that this is greatly facilitated by co-location of relevant staff but shared accommodation to provide co-located offices is an issue. Working with the Primary Care Trust to develop a Children's	All authorities are moving towards multi-agency teams. Wiltshire is probably ahead of most, though the majority are tending to pilot arrangements in particular geographical or 'theme' areas.	Amber – progress is evident, but much still to be done.

		<p>Teams (which include learning disability nurses, social workers and OTs). A model for multi-disciplinary working including social workers, health visitors, school nurses, education welfare officers and others has been developed and working of this sort is being piloted in Wootton Bassett.</p> <p>Multi-disciplinary working is supported by the development of shared processes (see below).</p>	Services Centre in Salisbury through LIFT (the Health Service PFI process).		
	INTEGRATED PROCESSES				
J	Common Assessment Framework	Common Assessment Framework is in use for initial assessment and referral in pilot multi-agency team, including in schools. Some training undertaken.	Wider roll-out of CAF to be implemented with extensive training required.	Other Councils are in a similar, or slightly more advanced, state.	Amber – much still to be done, but the timetable is identified
K	Shared referral	The CAF form is pilot use as a shared referral format in the pilot area (see above).	Development of a single point of referral providing access to a wide range of targeted children's services. (See multi-disciplinary teams above.)	Wiltshire is ahead of others in grappling with the issues.	Amber – progress is evident, but much still to be done.
L	Identifying vulnerable children and young	A draft guide to identifying	Piloting, revision and subsequent dissemination	Wiltshire is in advance of many other councils in its	Green/amber – in hand but more to be done.

	people	children & young people who need additional help has been developed as part of multi-agency work on shared processes.	required.	work on this.	
M	Lead Professional	Work is progressing through the Shared Processes task group, which links to multi-disciplinary working, information sharing etc. Within the Early Support Programme for disabled children, there is a role for lead professionals/key workers.	This will continue as part of the development of Shared Processes. It will be some time before lead professionals are widely in place.	Few Councils have made extensive progress in developing lead professionals yet.	Amber – we know where we are going, how and when, but this is in the early stages of development.
N	Information Sharing and development of an Integrated Children's System	Improvements to ICT across the county completed in January 2006 will facilitate developments. Protocols with other agencies on what may and may not be shared agreed. Practitioner pilot set up. Funding from corporate change programme identified.	Significant continuing programme to develop the technical requirements is needed. Also a need to address cultural issues between agencies to ensure agreement on what can be shared and how.	Other Councils are in a similar, or slightly more advanced, state.	Amber – much still to be done, but the timetable is identified
O	Service Directory	Good progress through the Pathways website which provides information on all services. A young person's website – 'Slipperyfish' has also been launched.	Continued work, especially with ask ('Advice Service to Kids') to ensure up-to-date information is widely available.	Ahead of most Councils – especially in website provision	Green – in place and continuing

	INTEGRATED STRATEGY				
Q	Needs analysis	Analysis through data, performance indicators and from views of stakeholders has provided sound view of where needs are. Work through the Pathways Project, children in need audit and specific analyses of needs (such as disabled children) support an increasingly detailed picture. Resources are broadly allocated on the basis of need.	Need to constantly update information and ensure that individual needs are met when they are not necessarily in an area of highest need. Analysis needs to extend to ALL Children's Services.	In line with (possibly in advance of) the position of most other Councils	Green/amber – well in hand but need to maintain progress
R	Children and Young People's Plan	The first Children and Young People's Plan has been drawn up and will be presented to Cabinet on February 24, 2006 (see paragraph 00)	While the Plan has been drawn up, much needs to be done to develop it and, in particular, align it with the Children and Young People's Block of the Local Area Agreement	Almost all Councils have met the requirement to draw up a Plan	Green/amber – in hand but more to be done for the 2007 Plan.
S	Local Workforce Planning	Work is in hand to bring together all aspects of workforce development, linking school remodelling, extended schools, social care workers etc. Wiltshire is one of six authorities working with DfES on a project scheme 'Championing Children' to develop the management	Need to bring together existing work streams and develop a coherent programme of development work. This has been hampered by lack of capacity and resources in Staff Development section.	Most Councils are finding this a challenging area of work. Involvement in the Championing Children Project has been helpful and puts Wiltshire marginally ahead.	Amber – progress is being made, but a great deal remains to be done

		competencies for multi-agency teams.			
T	Joint Commissioning	A limited number of services are jointly commissioned – for children and young people with complex needs, the Child and Adolescent Mental Health Service, the Youth Offending Service and drugs services for young people.	Develop more joint commissioning – proposals are in place in relation services to those with disabilities, Children Looked After etc. The Trust Board has yet to develop its policy on commissioning.	Other Councils have made similar progress.	Amber – much more still to be done, but a start has been made.
U	Pooled Budgets	Few pooled budgets yet.	Proposals are in place to pool budgets for therapies (such as physiotherapy), for young children with disabilities and for development of young people's participation.	Other Councils have made similar progress.	Amber – much more still to be done, but a start has been made.
	INTER-AGENCY GOVERNANCE				
W	Director of Children's Services	Director in place.	Continued training and development in full range of responsibilities	Almost all Councils now have a Director in place	Green - completed
X	Lead Member	The Leader recognizes the requirement under the Children Act to appoint a lead Member. Since May 2005, Councillor Mrs. Douglas has taken these responsibilities, but has not yet been designated Lead Member.	Formal appointment of a Lead Member by the Leader of the Council.	The majority of Councils now have a Lead Member	Red – not yet done
Y	Children and Young	Established an Interim	Confirm membership and	Some Council have more	Amber – in progress but

	People's Trust Board	Trust Board, identified its priorities in the Plan and discussed future Governance arrangements (see paragraph 00)	Governance arrangements and establish the Executive and key working groups of the Board, and ensure it takes on responsibility for children's services	advanced arrangements, but the majority are at a similar stage to Wiltshire.	work still to be done
Z	Local Safeguarding Children's Board	The LSCB was established in June 2005 and has drawn up a Business Plan.	Review the governance arrangements (scheduled for January 2006) and monitor progress towards achievement of the Business Plan	Wiltshire is in advance of most Councils in having established its Board	Green – completed and in hand

Environmental Impact on the Proposal

4. There are environmental implications arising from the changes, but they are difficult to quantify. For example, the location of teams around the county will impact on travel arrangements and costs. The construction of new offices, for example through the LIFT project, will improve space utilisation and reduce the running costs of offices. The establishment of Children's Centres will have both positive and negative effects on travel patterns – because they will be closer to communities, there should be a reduction in the travel that parents undertake, but because parents will have the choice of where to take their children, they could increase their journeys and/or journey times.

Risk Assessment

5. There are significant risks associated with many aspects of the developments outlined above. The chief among them may be summarised as:

- Risks to individual children and young people – safeguarding the wellbeing and welfare of children and young people lies at the heart of the Department's responsibilities. The changes outlined above are intended to improve the situation in these respects. However, the possibilities of accidental harm to children and young people cannot be ruled out, and it is arguable that the risk is increased during the period of change.
- Partnership working – many of the developments are dependent on effective partnership working with other agencies. Currently, a number of these – the Police, the Primary Care Trusts and the Learning and Skills Council – are undergoing major structural changes as well as budget restrictions. This may well impact on the timing and effectiveness of developments.
- Government policy – changes to policy direction and priorities from the current or future government(s) are likely to have significant impact. Simultaneously, conflicting government policies can influence events and directions: for example, the White Paper of November 2005 proposed greater autonomy for schools while simultaneously seeking that Local Authorities should champion the needs of children and young people.
- Staff expertise and training – there will be a need for staff to develop new skills to enable them to work across a broader agenda of children's services. For example, at present few staff have experience of or qualifications in the commissioning of services. The availability of effective training programmes, together with the availability of staff to attend them, will be imperative.
- Governance issues – the current arrangements regarding the governance of the Children's Trust Board and the responsibilities of the County Council to 'secure Children's Trust Arrangements' are leading to some confusion and lack of accountability between different bodies.
- Inspection demands and outcomes – the Council will be subject to annual performance measurement and, every three years, to a Joint Area Review. Failure

to meet standards will lead to loss of reputation and, potentially, intervention from regional or national bodies.

Financial Implications

6. There are significant financial implications resulting from a change programme of this magnitude. There is an assumption at government level that the eventual outcome will be at worst cost neutral and at best will lead to savings. The immediate pressure points are as follows:
 - Rationalisation of property needs – bringing teams of professional together in colocated offices provides the opportunity to improve liaison between them and to reduce the total accommodation needed. However, there are costs incurred in the feasibility studies, building improvements needed etc. The most obvious example of this is the LIFT project with Primary Care Trusts which, in the first instance, is intended to rationalise property needs in Salisbury. A number of Cabinet reports have been submitted on this subject to ensure that the Council's eventual outgoings do not exceed current costs.
 - Staff training and development – costs are incurred in the provision of training and in covering for staff attending such training.
 - Information and Communication Technology infrastructure – many of the proposed developments, especially around shared processes, are heavily dependent on improved ICT at a range of levels. To date, provision has been made within the budget for the Corporate Change Programme to meet these needs, but continued resourcing is not yet secure.

Options Considered

7. It is not appropriate to consider options in this paper.

Proposal

8. Members of the Children's Services Scrutiny Panel are asked to comment on the report above and to seek any resulting actions and/or further reports from Officers.

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