

MEETING:	CHILDREN'S SERVICES SCRUTINY COMMITTEE
DATE:	11 MARCH 2011
TITLE OF REPORT:	CHILDREN & YOUNG PEOPLE DIRECTORATE REORGANISATION
REPORT BY:	ASSISTANT DIRECTOR: COMMUNITY OPERATIONS

CLASSIFICATION: Open

Wards Affected

County-wide

Purpose

To update the Committee on the progress of the CYPD reorganisation and the development of locality team arrangements, and to report back to Scrutiny Committee on issues raised at the Members Seminar on 7th February 2011 on localities development.

Recommendation(s)

THAT Children's Services Scrutiny Committee:

- (a) Note progress on the restructuring of Children and Young People's Directorate Services.**
- (b) Note the issues raised from the Children & Young People's Directorate seminar on 7th February 2011.**

Key Points Summary

- The children and young people's directorate has been re-designed, and is now comprised of four divisions covering all statutory and essential business
- An updated structure chart is attached (See Appendix A)
- The restructure has resulted in a reduction of 35.4 FTE staff
- Grant cuts and reductions in 2011/12 and beyond will have a significant impact on CYPD and further redesign work is now required to ensure have a sustainable structure as part of further redesign in the Council.
- The members seminar on the 7th February 2011 outlined briefly progress in the restructure of CYPD and outlined in depth some of the work progressing in terms of the delivery of locality based multi agency services.

- There is a good and growing body of evidence to suggest that the impact of the locality services is good.

Alternative Options

1. The reorganisation has been designed to ensure that statutory and essential business within Children's Services can be delivered effectively and to make the most significant difference to the lives of children, young people & families within the directorate, and will be sustainable and flexible given the financial climate. The changes reported in this report are agreed and almost fully implemented. There is no alternative presented to these changes

Reasons for Recommendations

2. Scrutiny committee have the opportunity to discuss the reorganisation of the CYPD service, and the locality team developments, and to raise any further issues relating to these developments.

Introduction and Background

3. The current phase of the CYPD reorganisation is the third phase of the development of Children's Services. **Phase 1** involved the reorganisation of the second tier of the leadership team into 4 divisions, with four Assistant Directors.
 - Assistant Director - Community Operations
 - Assistant Director - Planning, Performance and Development
 - Assistant Director – Safeguarding and Vulnerable Children
 - Assistant Director Improvement and inclusion
4. Further work was then undertaken in **Phase 2** to reorganise the third tier of managers and as a result CYPD has established a high quality team of Heads of Service leading and managing services within each of the 4 divisions. The third phase of development involved restructuring the remaining services and staff across the whole directorate. The approach taken was a root and branch review of all that is provided. The leadership team established a delivery model and staffing structure based on the statutory requirements of what CYPD must deliver, together with some essential services and those provided through ring fenced grants.
5. The consultation period for **Phase 3** of the restructure of Children's Services ended in October 2010 and the final agreed structure has been published (See Appendix A). Most internal recruitment has now been completed, however in the light of the 2011/12 settlement and significant grant reductions a number of vacant posts will not be filled. Essential posts, those with specific technical skills which it has not been possible to fill internally, are being advertised externally, but posts not filled through internal recruitment will be recruited on an interim basis.

The restructure has resulted in a reduction of 35.4 FTE posts compared with the original structure.

As far as possible, reductions have been achieved through not filling vacancies and voluntary measures and by new vacancies being filled internally by staff who have been at risk in their original teams. The original projection of total individual redundancies for CYPD

was 46. At time of writing this number has been reduced to 11 staff. The remaining staff have been successfully redeployed within the council, resigned, or applied for voluntary redundancy. The restructure will be completed by 1st April 2011, by which time all new staff will have taken up their new posts.

6. The sections below outline the current responsibilities that sit within each division of the reorganised directorate:

Community Operations

7. This division brings together a range of children's services into two integrated operational locality teams – one covering the North and one the South of the county. The purpose of these teams will be to enable excellent targeting and service provision to children and families who need help meet their needs and to prevent their needs escalating. Prevention and early intervention will be the main focus, largely delivered through the common assessment framework, which is a multi agency framework to enable understanding family needs, which are met through enabling families to meet their own needs and by the delivery of services by all agencies working with children. The team will continue to provide some universal services to all families through for example Sure Start Children's Centres. The teams will work with services who meet the complex needs of children and families, such as social care, to ensure together that the right level of service is provided to meet the need. The services in this section include:

- Children's centres,
- Community youth services
- Connexions personal advisors
- Education welfare officers
- Educational psychologists
- Parenting and family support services

8. All these services all transferred to Community Operations by 1st March 2011. In addition the team includes the new role of information and assessment coordinators, whose job it is to ensure that information is shared effectively across all partners, and ensure that the multi agency groups are well organised.

9. Community operations are driving the delivery of the wider integrated locality arrangements for children young people and their families across the county as part of the generally approach to locality work in the county. Each team supports 4 multi agency groups in each half of the county. The multi agency groups include a much wider group of professionals including health providers, police, housing, and voluntary and community providers to name but a few. The multi area group areas are Bromyard, Ledbury, Leominster and Mortimer, North City, South City, Kington & Weobley, Golden Valley, & Ross on Wye. A further post 16 multi agency group is being established to cover the city colleges.

Planning, Performance and Development

10. This division covers the following areas
 - School admissions and transport

- Capital commissioning and planning, including early years sufficiency, settings, schools, and working with colleagues on 16+ provision
- Quality and improvement of children's services including audit, data, performance information and analysis and preparation for inspections
- Systems support and development across all children's services, particularly Frameworki and Tribal systems
- Development and commissioning for children, young people and families (links with the integrated commissioning unit)
- Support for the Safeguarding Board and other specific partnership arrangements.
- Workforce strategy and development
- Parent partnership, choice and advocacy
- Information – including Youthzone, children and family information, children's resource directory, and directorate activities
- Business support for the directorate
- Emergency planning
- These functions are carried out with other services in the Council in partnership with schools, early year's settings, colleges and third party providers.

Safeguarding and Vulnerable Children

11. This division works with children and young people who are the most vulnerable e.g;
 - Children in need
 - Children in need of protection
 - Looked after children and young people and care leavers
 - Children placed for adoption.
 - Children with a disability who require a social care service.
12. The service is provided by a referral and assessment team based at the Town Hall covering the whole county, two locality aligned children in need teams working with children and families with the highest needs including those with significant disabilities and those who are at risk of significant harm within their families.
13. A new looked after children and care leavers team has been developed to work across the county supporting children and young people who are in residential or foster care or who are looked after by a relative.
14. The service recruits, trains and supports foster carers and adoptive parents for children and manages the placement of children in agency placements.
15. The service also oversees the planning and quality of work for all looked after children and those subject to a child protection plan and ensure that these children and young people participate fully in decisions made about them as well as the design and delivery of these service.

Improvement and inclusion

16. The purpose of this division is:
 - To ensure that each child and young person in Herefordshire has the best opportunity to participate, succeed and achieve
 - To ensure that all services, schools and settings develop and deliver universal high quality provision for all children and young people
 - To ensure that all services, schools and settings deliver their statutory responsibilities
 - To ensure that every setting operates at its best and that this is identified as high quality through the appropriate inspection frameworks
 - To design, deliver and implement key strategies to enable achievement and attainment for all children and young people
 - To enable the effective delivery of early support and intervention
 - To ensure effective commissioning and trading of services and skills to meet needs
 - To drive forward the improvement agenda for all within Herefordshire and to ensure we meet the performance targets set
17. These core aims are delivered through three key strategic areas:
 - **Improvement:**

Key functions within this area are the quality assurance, monitoring, support and intervention in order to ensure quality delivery and outcomes. The service develops strategic solutions to address critical areas of delivery and sets targets for performance and improvement for schools and settings. It also provides training and development of professional skills in order to raise the standards of delivery and enable challenging targets to be met.
 - **Additional needs:**

This service provides skilled support and additional needs provision as well as providing challenge and support to all other services, schools and settings. This area of the service delivers the special educational needs statutory assessment function for the council and supports the design and delivery of strategic and operational plans to ensure all learners have full access to quality learning and engagement opportunities. This ensures that the children and young people with additional needs are effectively supported and fully included.
 - **11-19 integrated services:**

The key responsibility for this area is to provide a unified approach to the delivery of all aspects of the youth entitlement. This includes the design and delivery of the full range of young peoples learning and engagement opportunities, the processes and funding mechanisms to support their delivery and the full range of youth participation activities. A further responsibility is to ensure the provision of impartial information, advice and guidance to enable young people to achieve economic wellbeing.
18. The Directorate Leadership Team (DLT) is currently working through the options in relation to the budget reductions and grant cuts in order to maintain essential services and operate effectively within the reduced financial budgets. In view of the extent of the budget reductions further reductions in posts are highly likely.
19. The directorate management team continues to work to minimise the effects of the restructure on current staff through a number of initiatives including options for more flexible working (reduced hours – where appropriate to service delivery) and identifying potential

alternative roles for those affected. A small number of staff have opted for voluntary redundancy and will be leaving the organisation before 31 March 2011.

Members seminar on 7th February 2011

20. The Members' seminar on the 7th February focused on updating Members briefly on the reorganisation, but in the main giving a detailed account of how the locality multi agency groups work, and how they are delivering to families and communities.
21. On the whole feedback from members was that they found the seminar helpful.

Key Considerations

25. Some of the key considerations resulting from the member's seminar include:
 - Further exploration in terms of what the voluntary sector can be commissioned to do
 - Progress welcomed in terms of ensuring all agencies like GPs and police actively involved in these developments – but is everyone joining in who should join in?
 - Concern that there might be 'hidden' waiting lists
 - Questions in terms of how Academies will be involved with localities
 - Will some services be charged for?
 - Some good and growing evidence of impact and good multi agency working was welcomed
 - How is demand managed?
 - Is this approach cost effective and sustainable in the medium to long term.
26. There is ongoing work to explore how the third sector can be further commissioned and involved in the delivery of services. The locality teams are making very good use of all agencies skills and capacity to meet the needs of children, young people and their families. Good progress is being made to involve all the services across the board and particular note was made of the contribution and engagement of the police in particular, who are now seeking to align their boundaries with the HPS locality boundaries. The numbers of children whose needs are being met in this way continues to grow, with 10 – 15 children and young people and their families being discussed at every locality multi agency group meeting. There are some waiting lists for some services, but the strength of the locality model is that whilst a family are waiting for one specific service, there are often other services who will offer to support families in the meantime.
27. Academies are already involved in the locality arrangements and some services will be charged for. As with all services, the Academies will purchase the services they find to be effective in meeting family needs.
28. Demand is managed through sharing the work across all the agencies. The current arrangements are meeting demand. The approach taken is not one which relies entirely on the delivery of services from professionals to families but also relies on family resources and enabling families, with some support and guidance and confidence boosting, to do what they can for themselves to resolve their own issues.
29. A further consideration resulting from the member's seminar was how the impact of locality work would be evaluated during 2011/12.
30. The core purpose of the locality team will be to deliver in partnership with other agencies, a holistic package of support to families with emerging needs, to intervene early and effectively to prevent needs from escalating. The locality arrangements should lead to more effective targeting and less duplication, so driving better outcomes for children & families

and making better use of scarce resources. In addition to the overarching performance indicators, some measures have been developed specifically to measure the difference the locality teams are making. A fairly straightforward approach to measuring the things which are considered to give an indication of how the work will impact on families and professionals has been taken. The list of performance measures is attached. See Appendix B. Further measures may be added as the work develops.

31. Measures include:
 - Families feel their needs are being met appropriately and that their children's outcomes are improving.
 - The numbers of referrals to social care that do not result in social care delivering a service are reduced due to the needs being met in the locality.
 - Locality team staff are able to spend more time working with children, young people and families as travel time is reduced.
32. Changes of this kind do take time to penetrate through the system, but a rigorous approach has been taken from the outset to understand the impact of the work and to measure the difference the arrangements in the localities are making.

Community Impact

33. The new structure in CYPD has been designed to maximise community impact by enabling closer working with communities and organising staff to work in patches to enable them to get to know their communities really well.
34. The development of the locality multi agency groups has enables a much wider group of professionals to work together in local communities. Part of the multi agency meeting time is set aside to explore community needs and this adds an extra dimension to the meetings to enable a joint community approach across the agencies to be taken. There are already some good examples of this approach being taken.

Financial Implications

35. The final restructure proposal identified FTE savings of 35.4 with an estimated net reduction on the local authority budget of £840k. In order to maximise savings to the local authority strategic assumptions were made to maintain the maximum number of grant funded posts. It was recognised that there was an inherent risk in this approach as, at that point in time, no announcements about grant changes / budget settlement had been made.
36. The financial settlement and grant changes announced for 2011/12 had a major impact on the funding for CYPD including the work funded by grants. The principle for budget setting for 2011/12 is that if a grant has ceased then the activity ceases, and this will have further implications in terms of the staffing for CYPD.
37. There are, however, some areas where funding has been cut for statutory services or for services which continue to be a Council priority, for example improving primary education. The directorate leadership team is currently working through the implications of continued delivery of these priority services albeit in at a reduced level or through a change in approach / delivery method to assess the impact on the local authority budget.
38. Confirmation of delivery of the full amount of the financial saving delivered through the restructure cannot therefore be confirmed until this work has been completed.

Legal Implications

39. The restructure is funded through formula grant and a reduced number of specific grants. The use of budgets including grants must comply with the legal requirements associated with each funding stream and the conditions of specific grants.

Risk Management

40. A risk register is being maintained and monitored through the service re- design implementation board.
41. The risks in terms of the restructure are primarily associated with being unable to fill vacancies, delays in progressing the restructure, lack of staff engagement with new ways of working and the reorganisation not achieving the savings required. The service redesign implementation board and DLT are managing these risks. Good progress is being made in almost all areas. Further specific budget work is being undertaken currently with regard to the restructure achieving the required savings given the severe impact of further grant cuts and reductions in formula grant for 2011/12.

Consultees

42. In May 2010 the CYPD initial proposals outlining the future shape and direction of the Directorate were outlined for consultation with staff.
43. Following this initial period of consultation the proposals were further refined to develop the exact structure of the Directorate. The formal consultation period was held from 8th September 2010 until 8th December 2010. During this period CYPD Senior Managers consulted with staff, unions and key stakeholders on proposed structure changes. This was achieved through a variety of different mechanism:
- Individual meetings with affected staff
 - Team meetings
 - Divisional meetings
 - Consultation meetings with relevant unions consultation groups; Directorate JCF, Teacher Trade Union Consultation meeting, Corporate JCF
44. As part of the consultation period the following options in order to avoid compulsory redundancies were pursued:
- Staff turnover
 - Recruitment freeze
 - Reducing agency / short –term casual contracts
 - Opportunities for flexible / part time working
 - Early retirement
 - Voluntary redundancy
45. Following the consultation period all feedback was considered by DLT and the final structure for CYPD was developed and announced on 20th October 2011.
46. All partners, key stakeholders and children & young people were consulted as part of the No Wrong Door project which established the locality team arrangements

Appendices

47. Appendix A – Children & Young Peoples Directorate Structure

48. Appendix B – Performance Measures

Background Papers

Members Seminar Feedback

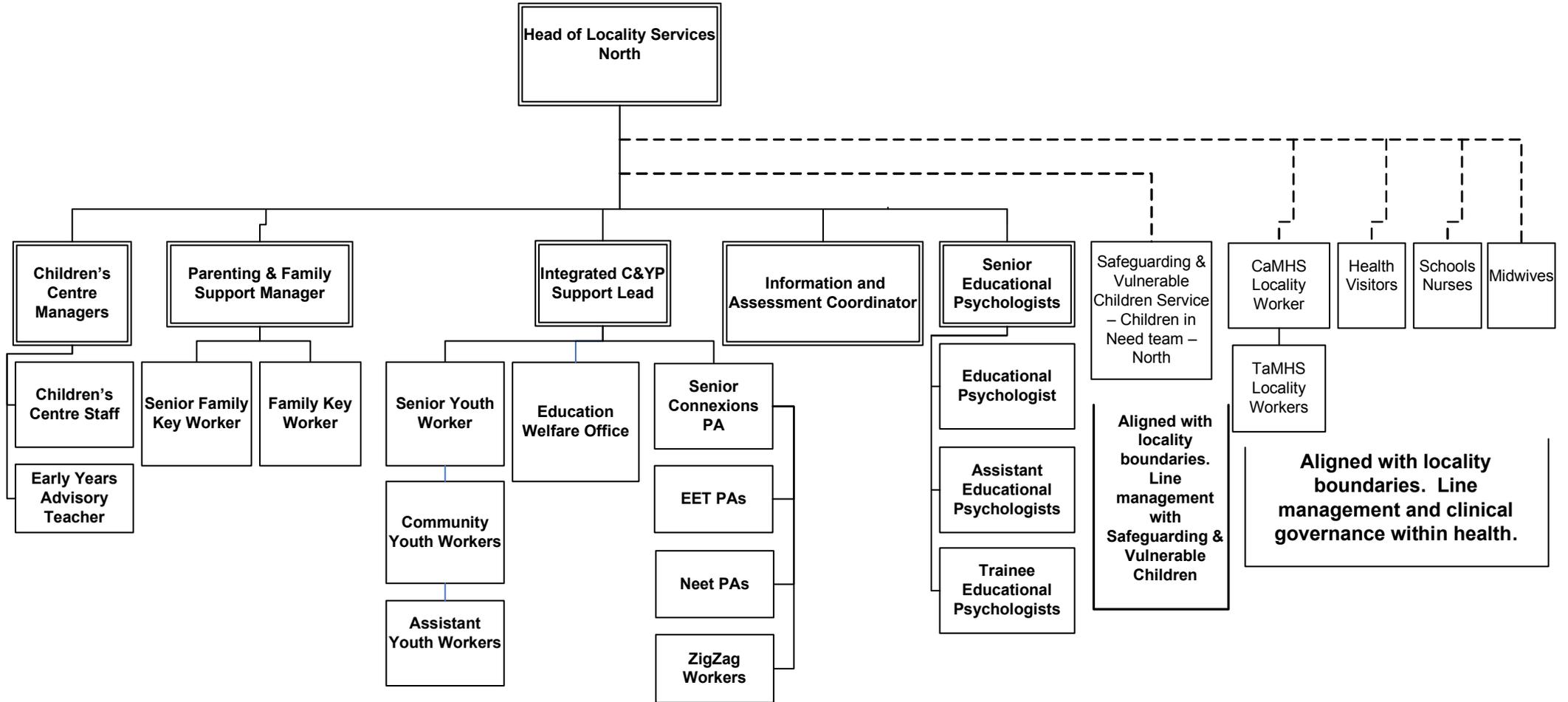
CYPD restructure Risk Register

Appendix A

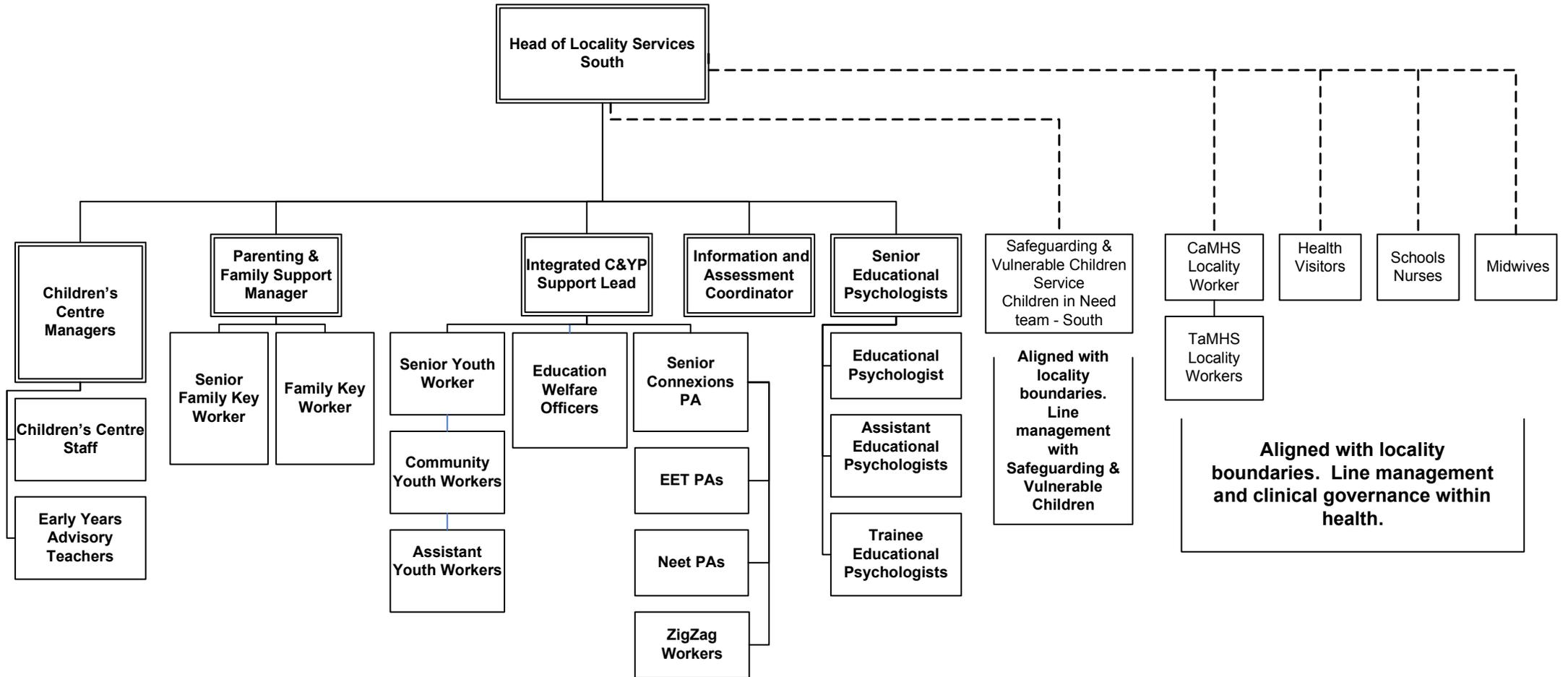
Children & Young People's Directorate Confirmed Structure March 2011

Further information on the subject of this report is available from
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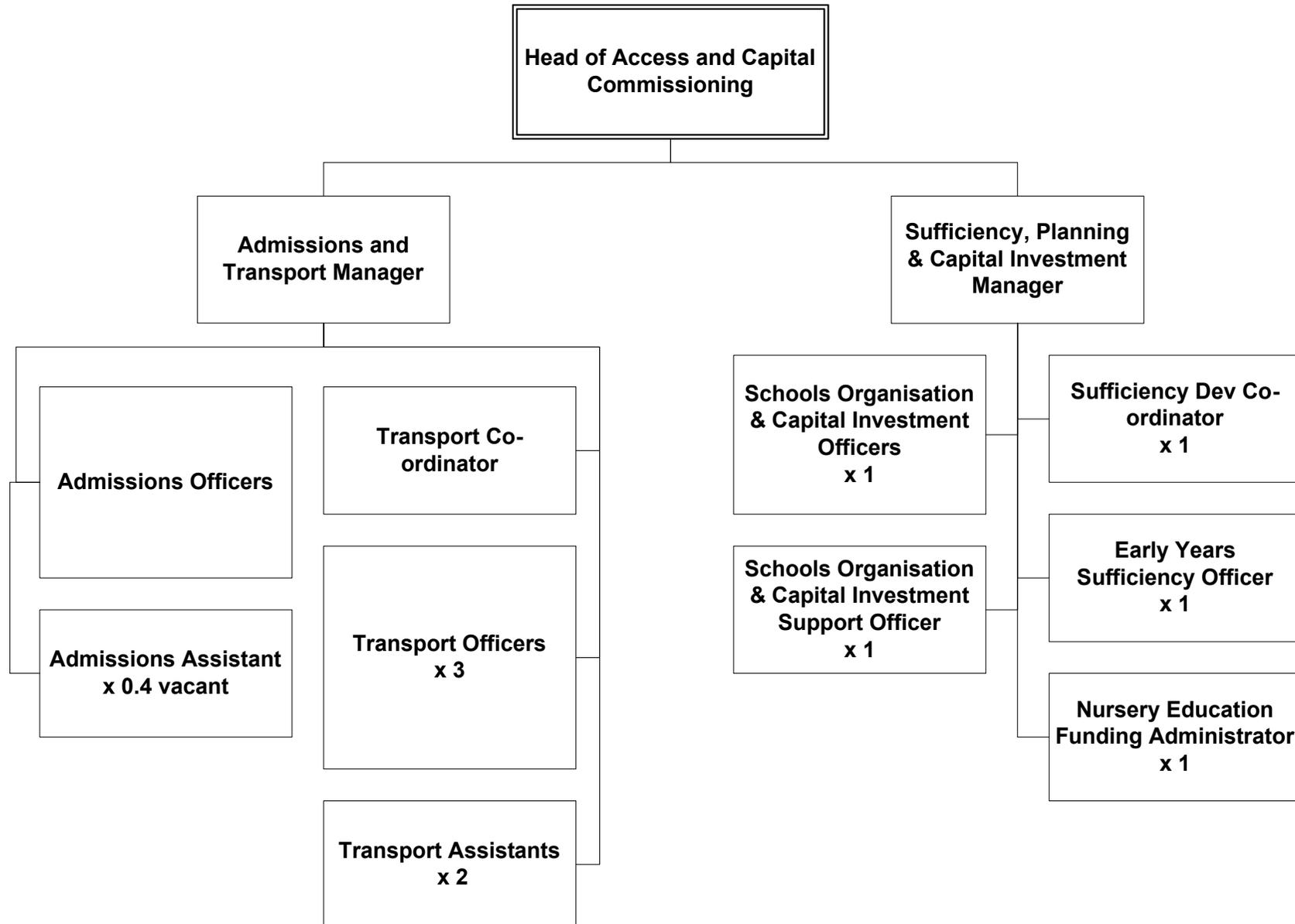
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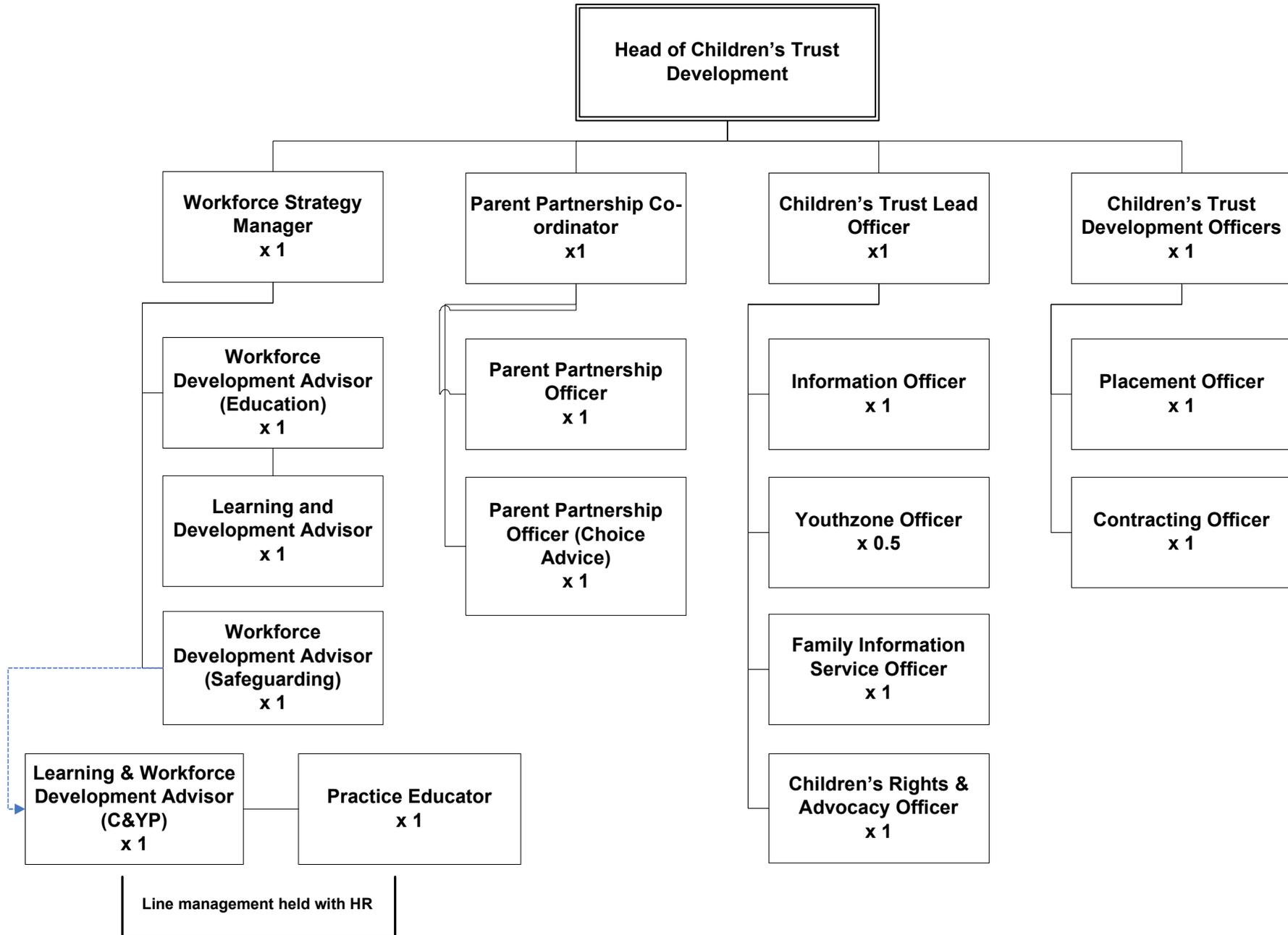
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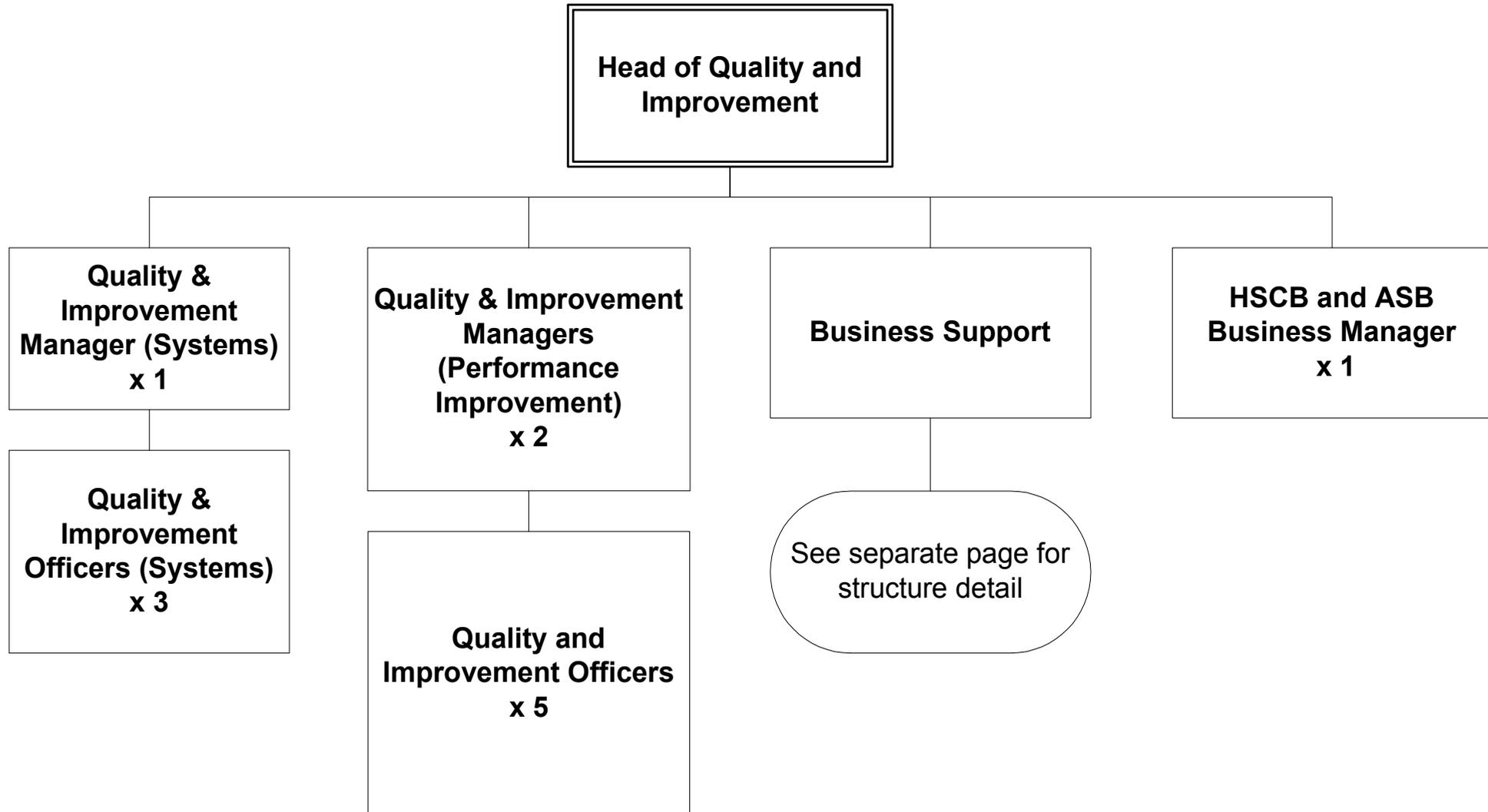
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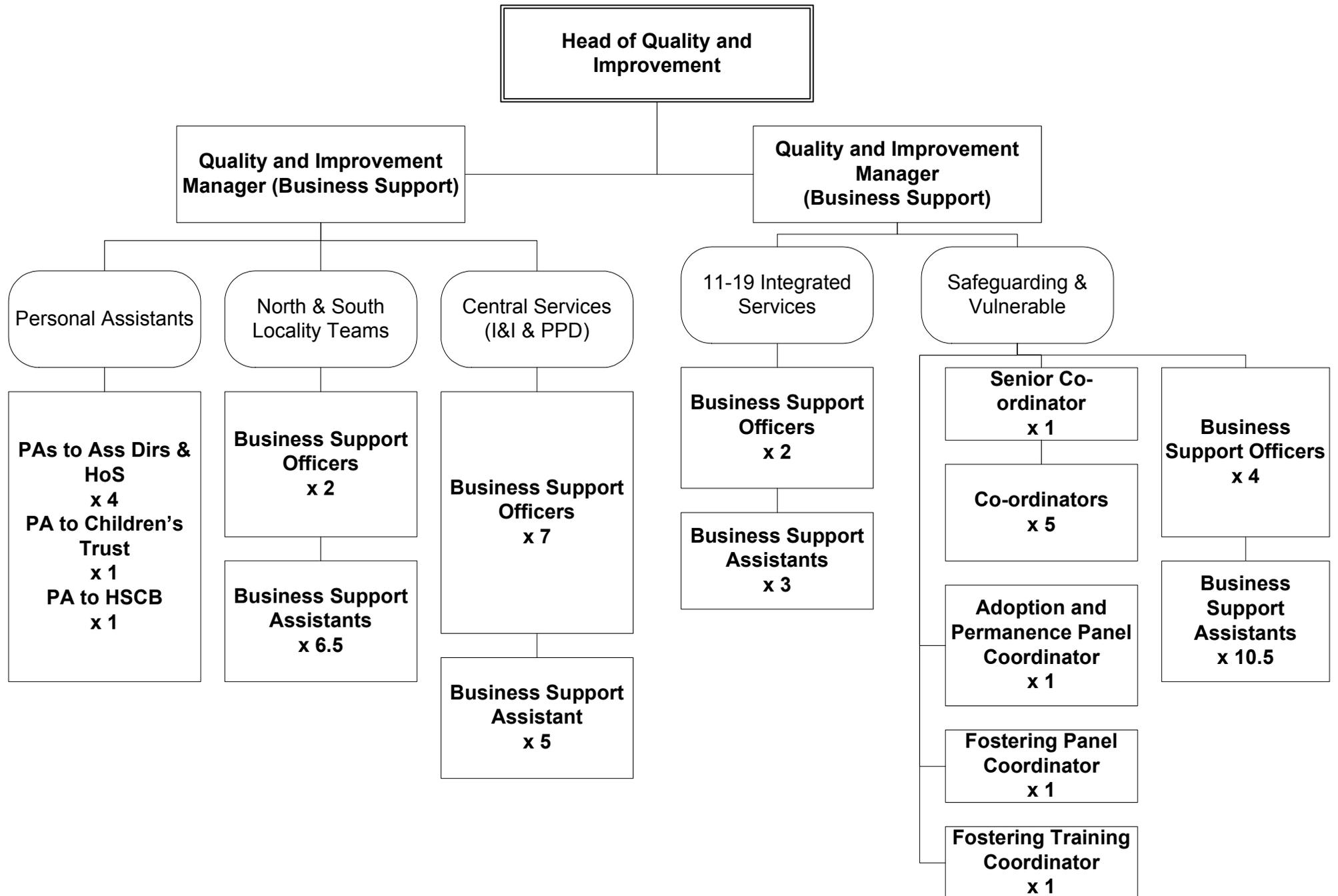
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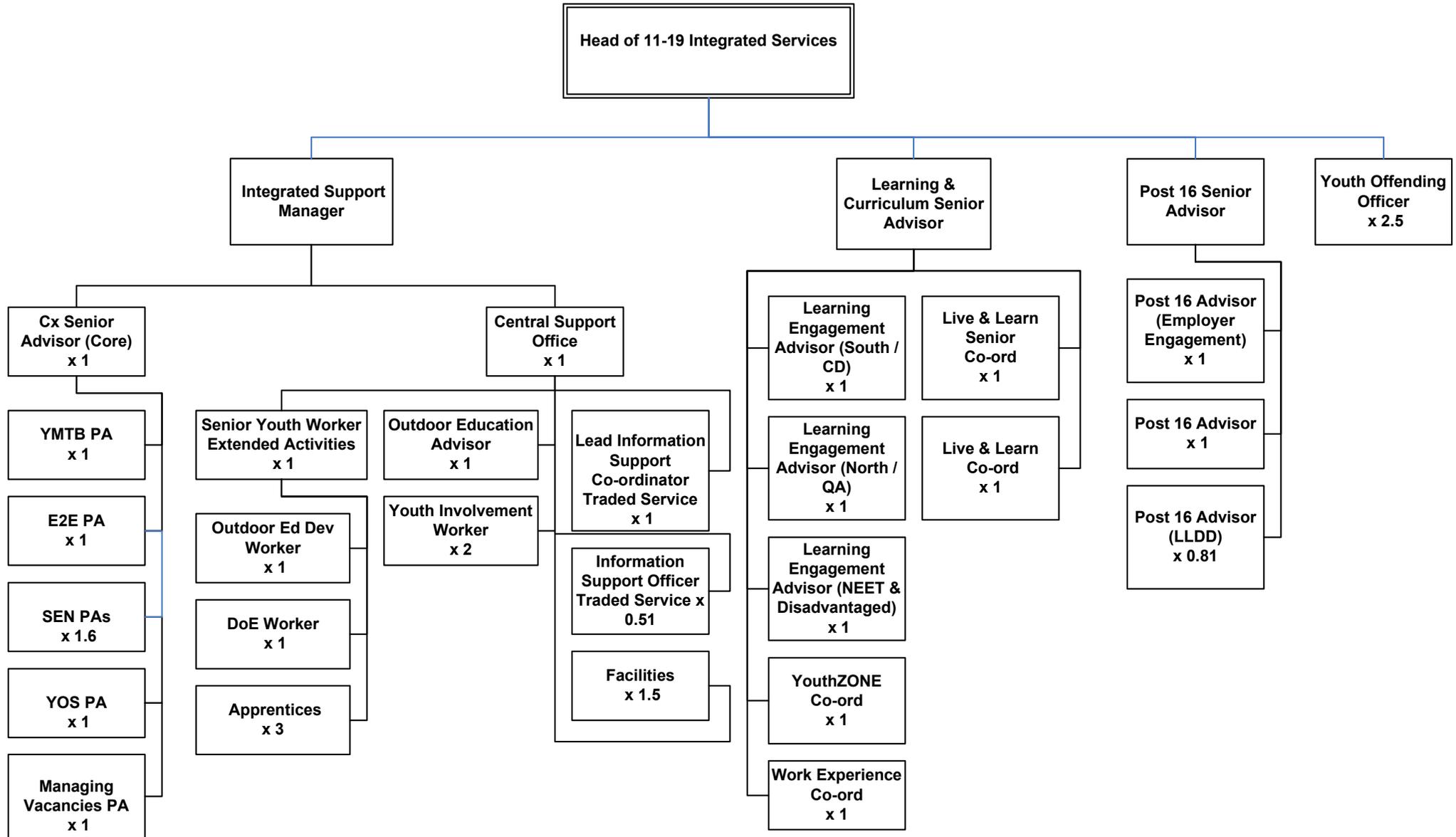
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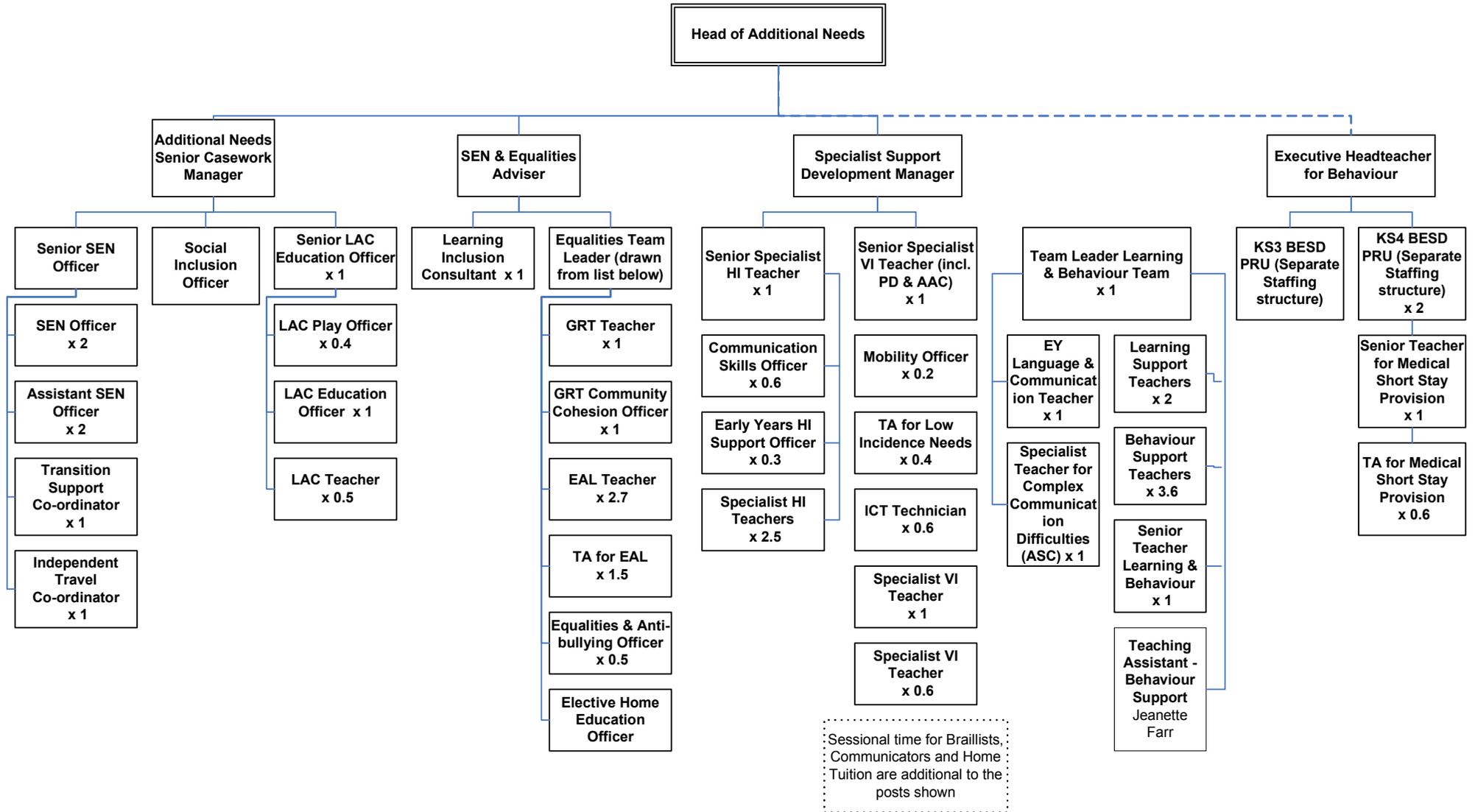
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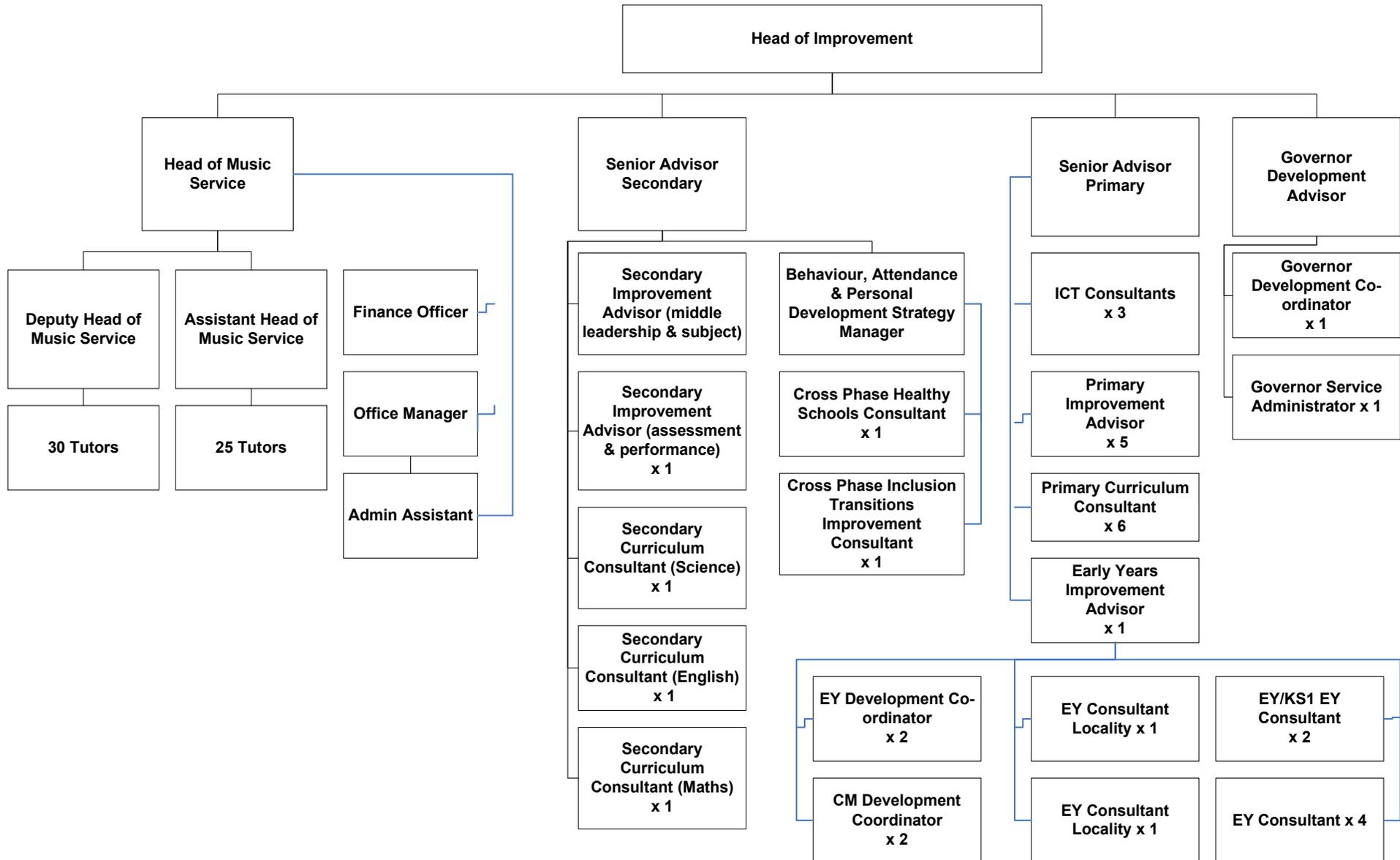
Improvement & Inclusion



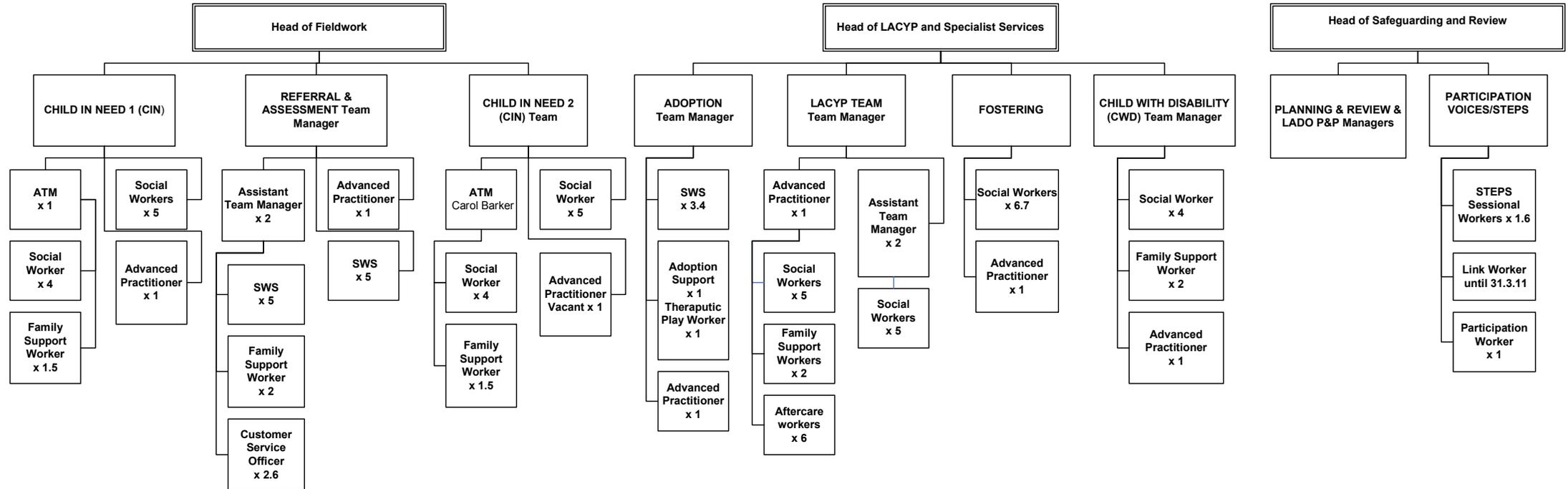
Improvement & Inclusion



Improvement & Inclusion



Safeguarding & Vulnerable Children



Appendix B

Measuring the impact of locality teams - Performance measures

Indicator		Measure	Source & People
Evaluation of earlier intervention			
	Appropriateness of referrals made to Children's Social Care;	Number of social care referrals that go onto become an initial assessment/CAF/no further action	FWi
Service improvement			
	Number of step-down CAFs (Common Assessment Framework)	<i>As indicator</i>	CAF registry
	Number of step-down CAFs that are not subsequently re-referred to Children's Social Care after 6 months	<i>As indicator</i>	CAF registry
	Number of step-down CAFs that are not subsequently re-referred to Children's Social Care after 12 months	<i>As indicator</i>	CAF registry
	<i>Percentage</i> of CAFs that do not result in a service from Children's Social Care within 6 months of the start of the CAF	<i>As indicator</i>	CAF registry
	<i>Percentage</i> of CAFs that do not result in a service from Children's Social Care within 12 months of the start of the CAF	<i>As indicator</i>	CAF registry
Staff improvement			
	Percentage of staff time that is spent on face to face work with children, young people or families	Amount of time spent by staff on face to face work divided by normal working hours	Staff reporting
	Percentage of staff time that is spent travelling	Amount of time spent by staff on travelling divided by normal working hours	Travel claim comparisons

	Cost of travel expenses (<i>compared to pre-locality period</i>)	Amount spent on travel expenses pre and post localities	Travel Claim comparisons
Intervention timeliness			
	%age of referrals achieved in appropriate time frame for CAFs	%age of CAF referrals completed within 20 days (not working days).	CAF registry

Satisfaction Measures

Indicator		Measure	Source & People
Needs identified sooner			
	<i>'Have things got better for you?'</i>	%age of people reporting that things had improved for them.	CAF registry
	<i>'Have things got better for your child?'</i>	%age of people reporting that things had improved for their child.	CAF Registry