

CHILDREN'S CHANGE PROGRAMME

To: Children and Young People Committee

Meeting Date: 08 November 2016

From: Theresa Leavy, Interim Director for Children's Social Care and
Lead for Children's Services Transformation

Electoral division(s): All

Forward Plan ref: 2016/062 **Key decision:** Yes

Purpose: To provide CYP Committee with an overview of the
proposed changes in children's services

Recommendation: To agree the overall direction of travel of the proposals
setting out how early help and targeted services can be
integrated so that the whole system works together to
improve outcomes for children and enables them to thrive.

<i>Officer contact:</i>	
Name:	Theresa Leavy
Post:	Interim Director for Children's Social Care and Lead for Children's Services Transformation
Email:	Theresa.Leavy@cambridgeshire.gov.uk
Tel:	01223 715604

1.0 BACKGROUND

- 1.1 The Public Sector is changing rapidly in an environment where there is increasing demand for its services and, at the same time, reducing resources to run those services. Salami-slicing budgets, reducing costs, greater efficiency, managing staff numbers down and paring down service delivery will not meet all of our financial challenges ahead. Ensuring our children achieve the very best outcomes will ultimately ensure sustainability of effective public service for our communities in the future.
- 1.2 Transformation of children's services is required across the county's provision in order to ensure we can respond to the increasing levels of need experienced across our communities. This need translates into demand for services that have to be delivered within an ever-decreasing resource envelope. We need to ensure that our service offer is reflexive and timely - targeted to those in greatest need and towards those that we can ensure experience a de-escalation of need and risk as a result of effective integrated, multi-agency services delivered in a timely manner.
- 1.3 A paper, setting out the current thinking behind a proposed transformation of children's services managed by Cambridgeshire County Council (CCC) was appended to the Children and Young People's Committee Report: Service Committee Review of Draft Revenue Business Planning Proposals for 2017/18 to 2021/22 – 11 October 2016. This report described the context of the challenges, needs and demands, followed by the outline of the proposals and the process that is currently being planned to achieve the transformation – the document can be found on the County Council's website: (<http://tinyurl.com/j5d67bu>).
- 1.4 This report begins to describe the implications of these proposed changes. However, it should be noted that these proposals are still being formulated so the final implications of these changes on our resources are still in draft at this stage.

2.0 FUTURE APPROACH

- 2.1 We want for Cambridgeshire to be a place where all families have the opportunity to thrive and we will ensure, where it is safe and in their best interests, our children will live within their families and communities. We will support those families with high quality services that support good outcomes in all our children.
- 2.2 Where we do look after children we will ensure that the quality of that provision is at least good and we will be relentless in securing a permanent arrangement for them.
- 2.3 We will redirect all of our services to ensure we close the gap across our vulnerable groups. Families will receive targeted help at the right time. This help will be structured to be impactful and focussed. It will be targeted to the groups that we understand to be at greatest risk of becoming looked after.

3.0 DESIGNING THE NEW SYSTEM

- 3.1 The approach to this significant change is one of co-design with all stakeholders. Since August 2016 we have engaged with in excess of 400 members of staff in various forums and key partners such as schools through the Cambridgeshire Primary and Secondary Heads forum other partners through the Local Safeguarding Children's Board. This work will continue with partners over the next few months with a series of 30 interactive workshops taking place for all professionals (voluntary and statutory) who work regularly with children and families. We have also engaged with parents over a series of sessions in partnership with Pinpoint during October 2016.
- 3.2 All of this feedback is helping to shape the design of the new system and work is underway to develop proposals around seven thematic workstreams which are described in section four of this report.
- 3.3 The CFA structure presently consists of a number of directorates with four contributing to the delivery of services for children and young people; Learning, Children's Social Care, Strategy and Commissioning and Enhanced and Preventative Services (early help). The ways in which families presently access services is currently complex with both gap and duplication. This programme will ensure that the new system is streamlined and efficient as possible. We will need the right leadership team (Director, Heads of Service and direct report level) in place to design and implement the new Directorate. It is proposed that this will also bring about the creation of a new Assistant Director post.
- 3.4 A formal consultation process with staff will take place for phase one and we anticipate that the consultation document will be released on 16 November 2016 following a briefing with the Unions. The diagram in Appendix A highlights the current system and associated costs of the management structure and Appendix B reflects the proposed new system (subject to consultation). Although we are projecting achieving the £500,000 savings that are currently identified in the business plan (Business Plan saving proposal A/R.6.202), we do anticipate that there will also be some level of re-investment of the savings. Further savings are anticipated and the final bottom line position will be confirmed once the proposals have been developed (through a zero budget build approach) and pressures and transformation proposals are taken into account.

4.0 THEMATIC WORKSTREAMS

4.1 One integrated front door and portal for services

- 4.1.1 We are working to evolve and develop further the role of the Children's Social Care front door – First Response and Emergency Duty Team (Fredt) and Multi-Agency Safeguarding Hub (MASH) and integrate a range of access points across the services including Advice and Co-ordination Team (ACT) and the LARM (Local Area Referral Meetings) activity across localities.
- 4.1.2 We will ensure that all service requests are captured, processed and delivered through the minimum number of portals and processes. The model that is being proposed has one integrated front door that determines the risk and need threshold for intervention, directs families in a timely way to the correct intervention and has capacity to review impact of that intervention. This model and associated staffing structure will form part of the formal staffing phase one consultation in November

4.2 Localised integrated services incorporating Family Centres, Targeted Youth and Family Work and Social Work

- 4.2.1 It is proposed that we will develop an integrated targeted service offer working with children and families in their community. Services will be integrated and located on a geographical basis; it is proposed across the five district/city council boundary areas. For the purpose of this paper, we will describe these as District Delivery Services (DDS). Services within the DDS Model will be targeted at enhanced and specialist level. We will model the service offer across the levels of need; design a mixed skillset offer that supports families in a continuous relationship base. It is proposed that the senior management of the district will comprise of two Heads of Service for Safeguarding and two Heads of Service for Early Help across all districts, subject to the phase one consultation.
- 4.2.2 The future shape and work of Children's Centres is being developed as part of the Children's Change Programme. A paper was presented to the CYP Committee in this regard on 11 October 2016 (<http://tinyurl.com/jlzfopy>). Presently the proposal is for the present Children's Centres provision to be redesigned and delivered in the following new ways:

Family Work direct to Families as part of a district offer	Community Delivery – linked with the development of Community Hubs.	Children's Centres/ Family Hubs
<ul style="list-style-type: none"> • One to one support at home or other outreach venue • Online Support and Self-serve offer • Telephone support 	<ul style="list-style-type: none"> • Community based 'front door' to accessing support services • Access to wide range of Community activities and support. • Main hub sites complemented by 'pop up' provision in other locations 	<ul style="list-style-type: none"> • Targeted and dedicated service provision for young families • Health services collocated within these buildings, with an ambition to integrated service delivery and potential for shared management with health partners. • Support for settings in the local area to strengthen their support for families

- 4.2.3 Children's Centre Service offer will be at the heart of District based provision, linking across higher tier provision and with a role to ensure capacity is provided and developed in communities.
- 4.2.4 It is proposed that families will be supported with the bespoke interventions and evidence based parenting programmes according to assessed need. Further work will be undertaken to develop the opportunities for integrated working with health partners.
- 4.2.5 We propose that online support and self-serve offer will be linked with Early Help Hub in the integrated front door. It is proposed that the Head of Service roles for

Early Help will include oversight of the Family Hubs.

- 4.2.6 It is proposed that the Family Workers and the Targeted Youth Workers of Enhanced and Preventative Services and the Family Workers of Specialist Family Support Services will be integrated at a district level and structured to deliver a tiered Family Support Service of practitioners at an enhanced and specialist level (box three section 4.2.2).
- 4.2.7 It is proposed that the Early Help Hub will refer families for enhanced provision where families require an Early Help assessment and intervention, and Senior Family and Young People Support Workers will be dedicated and aligned to the social work units to support families with complex needs (box one section 4.2.2).
- 4.2.8 It is proposed that Senior Transitions Advisers and Transitions Advisers (Not in Education, Employment or Training (NEET) work with targeted young people), Education Inclusion Officers and Education Welfare Officers will be included in the district based services, some roles will have a clear governance relationship to specific vulnerable groups e.g. Looked after Children.
- 4.2.9 The unit model within Children's Social Care is well respected and in the greater part is delivering a good quality service. However the size and capacity of units require change to ensure they are sufficiently able to both respond to the present levels of increased demand and the inevitable vulnerability of size. Work is currently being undertaken by Officers to determine the final position and structure of these Units moving forwards. We wish to include a senior social worker and a 0.5 clinician post in each unit. There will be a need for investment in this area in order to ensure that we have sufficient clinical and senior social worker capacity, this will be achieved through a realignment of resources across the service, the details of which are currently being worked through.
- 4.2.10 It is proposed that the Children's units will be located in the new DDS enhanced by additional senior social work capacity, increased clinician time and nominated family support and youth support staff.
- 4.2.11 In support of our commitment to continuous relationships in our social work practice, it is proposed that the new Children's units will hold families from Single Assessment through to Permanency. We propose that these units will undertake all social work interventions other than new child protection assessment work and young people looked after aged over 14 years of age. The number of children to be allocated in each unit is being baselined on best practice from across the country. With this framework we propose having less units but more senior capacity and more manageable caseloads within each individual unit, the details of which are currently being worked through.
- 4.2.12 We will work with our social workers to support a self-selection of where they wish to work across the organisation from the First Response and Child Protection to the lifelong social work units or the 14-25 LAC service. For some staff this will mean a change of line management and work location and this will be subject to consultation and a preferencing exercise with staff.

4.3 Lifelong integrated Special Educational Needs and Disability (SEND) Service

- 4.3.1 Children and young people with special educational needs or disability are presently resourced across five directorates. In order to support our determination to bring

services closer together, the manager of the Statutory Assessment and Resourcing Team (START) will be line managed by the Head of SEND Specialist Services from 8 November 2016.

- 4.3.2 We are determined to establish a Lifelong service but we propose that the first phase of this will be to develop an integrated 0-25 year SEND service bringing together all of the functions that are presently disparate under one Senior Leader. The proposal is that there will be a single Head of Service for the Lifelong SEND Service. The Head of Service will report to the Director with responsibility for Lifelong Services. This responsibility will be considered alongside the review of the structure to support adult social care.
- 4.3.3 The aims of the Lifelong SEND Service will be to ensure that individuals with SEND have access to a full range of support and opportunities to maximise their life chances, aspirations and goals. We want children and young people with SEND to achieve well in their early years, at school and in college; find employment, lead happy and fulfilling lives, and have choice and control over their support throughout their lives (Cambridgeshire SEND Commissioning strategy). A central aim of the transformation is to provide a seamless service to individuals who have SEND from the point at which their needs are identified through into adulthood.
- 4.3.4 To provide sufficient capacity to plan for and help implement a Lifelong SEND Service, it is proposed that a temporary two year Transformation Manager post is created to progress this work. This will be funded from existing budgets. It is proposed that the Transformation Manager will deputise for the Head of Service as needed, and will also have a link to the newly established Commissioning unit to ensure that commissioning arrangements reflect need and service demands. This will include responsibility for the current commissioned services portfolio that is held within the Disabled Children's Service.
- 4.3.5 As the commissioning unit for CFA is established, this part of the role will need to be reviewed. Part of the Transformation Manager role will also be to work with others across CFA to look for opportunities for closer alignment of services with Health and links across Cambridgeshire and Peterborough.

4.4 Specialisms and development of Partners in Practice (PIP) and service developments supported by Transformation Bids

- 4.4.1 There are opportunities for us to engage with the Partners in Practice (PIP) programme around innovative and new service delivery models. We have proposed already utilisation of the clinical expertise and partnership present in the Units to have clinicians and dedicated family support staff deliver effective Family Meetings. This takes the very best of the Family Group Conference Model but with a degree of seniority and expertise that ensures we have effective family mapping and safety planning for all our children subject of a child protection plan and those at risk of becoming looked after. More work is underway in developing this model. The Department for Education (DfE) are interested from a PIP perspective and a transformation bid has been lodged to fund additional capacity. We will review existing practices in order to invest in this new approach.
- 4.4.2 There are a range of other projects developing within the PIP process including the involvement of other multi-agency staff working with the social work units especially in relation to Domestic Abuse a significant risk for many of our children.

4.5 Being the very best Corporate Parent

- 4.5.1 Our Looked after Children (LAC) are our highest priority – we will be the best Corporate Parent we can be.
- 4.5.2 Our approach is emphatically that wherever possible we want to support families to thrive and to ensure children have the best outcomes.
- 4.5.3 Where this is not possible our absolute requirement is to ensure that we adhere to the *Right Child, Right Time, Right Placement at the Right Cost and only for as long as necessary*.
- 4.5.4 The revised Looked after Children Strategy will describe in detail the approach we will be taking to ensure this is achieved. It is essential that as we change we keep the tightest focus on this group and the work of the LAC strategy will be incorporated within the Childrens Change Programme Board. For Phase One there will some particular areas of attention:
- 4.5.5 It is proposed that our children and carers will in the future be supported by a 'No wrong door' or 'Mocking Bird' approach to our fostering service; with meaningful 24/7 wrap around support for children, young people and carers to ensure placement stability and capacity. This wrap around support will be highly skilled and responsive. This will assist us in developing and assuring that our foster carers can be the dedicated individual who travels with our children throughout their care journey. This will be form part of a Transformation Bid within the Business Planning process.
- 4.5.6 We propose to develop a 14-25 years Children in Care and Care Leavers service – the service will operate on a team basis with clinical support. The transfer at aged 14 allows for a greater continuity in these young lives at the time of their GCSE's commencing and allows for a great focus within the service on reunification where it is possible and in the young persons' best interests. This will see approximately 200 additional children in care coming out of the children's unit model into the 14- 25 service. This service will also lead on the Unaccompanied Asylum Seeking Children for whom we have statutory responsibilities.
- 4.5.7 We will look to engage in a pilot of the national Staying Close strategy for young people leaving residential care. Staying Close – similar to the Staying Put arrangements which exist for children in foster care – will enable young people to live independently, in a location close to their children's home with ongoing support from that home. We will also look to Innovation Programme funding to support us in coming together with other LAs in larger scale commissioning arrangements for residential care placements (Residential Care Strategy Sir Martin Narey²).
- 4.5.8 It is proposed that the Leadership for the Looked after Children Strategy will be within the new Quality and Partnership unit alongside the participation service.

4.6 The Strongest Children's Workforce delivering high Quality Interventions

- 4.6.1 We need to ensure the strongest Strategic Leadership of our work with

partners but also of our commissioning arrangements. We will develop one Children's Workforce Development Plan which supports all of our staff in being the most talented and skilled workforce in the country. We will develop a framework of skills, knowledge and behaviours required across the workforce. This will be transparent and well understood, building on the good work that has already taken place.

- 4.6.2 In conjunction with supporting the Corporate Capacity Review, we are proposing to create a single Partnerships and Quality Assurance Unit drawing together staff from across the directorates to oversee the quality of practice across Children's Services and provide strategic leadership for partnership work across the Local Safeguarding Children's Board (LSCB) and Corporate Parenting arena. We are looking to develop one business unit for children and adults for the safeguarding boards across Cambridgeshire and Peterborough and there will be a close link with this.
- 4.6.3 The Learning and Development (L&D) Plan will be aligned with the Quality Assurance units' work, ensuring L &D activities respond to the imperatives identified within the Quality Unit. It is proposed that the strategic lead for Children in Care will be placed within the unit allowing for a greater focus on strategic development and commissioning interface.
- 4.6.4 The Partners in Practice work and the Accreditation of Social Workers will have their lead within this service and the Lead Officer for this area and will be considered the Practice Leader within the new Accreditation Framework.

5.0 APPROACH, GOVERNANCE AND TIMESCALES

- 5.1 The Programme will be delivered through a programme management approach with thematic sub-groups reporting to a Children's Change Board. Wendi Ogle-Welbourn (Interim Executive Director of CFA) is the Sponsor and Theresa Leavy is the Lead Director/Senior Responsible Owner. There has been and will continue to be close engagement across the council and with partners to develop the approach. We will have Parent, Carer and Young People representation on the panel.
- 5.2 We plan to re-purpose the existing 'Next Steps' Board (this Board was the former Improvement Board that was changed to the 'Next Steps' Board following the good standard that was achieved at the last Ofsted inspection in June 2014) to be the governance for the Children's Change Programme. The current Membership of the board will be revised, along with the Terms of Reference. The first meeting will be on 14 November 2016.
- 5.3 Member engagement will continue throughout the lifetime of the transformation programme. It is proposed that The Children and Young People Committee and Spokes meetings receive regular update reports and clearly the associated key decisions relating to the programme will be brought forward to the Committee for oversight. Appropriate Member involvement in the various programme workshops, consultations and working groups will be arranged.
- 5.4 Clearly it will be essential, as part of the Programme Plan, to ensure that the disruption to service delivery is minimised. Change will be through a phased approach with a clear and defined timeline, within phase one it is intended to limit disruption to front line service delivery by not amending the majority of

front line job roles, but rather focus on integrating leadership and functions simplifying pathways and processes in order to allow effective further organic change in the future. The illustration in Appendix B begins to describe the proposed new structure and how the new pathway will operate. It should be noted that this is still in draft and work that takes place over the coming weeks will confirm the final pathway and the associated implications on our existing resources, subject to consultation.

It is anticipated that the programme will run to December 2017. The high level timeline is described below:

5.5 Phase one (August to September 2016):

- Define the programme
- Engagement with the workforce and partners
- Define the top tier management structure and those in phase one
- One Integrated Front Door framework developed
- Localised integrated services model developed

5.6 Phase two (October to December 2016):

- Reports to Members
- Governance Board established
- Parent participation events
- Partnership workshops
- Development of workstream proposals
- Briefing of Trade Union representatives on phase one of the consultation
- Briefing for staff in scope of phase one
- Consultation with staff on phase one – November to December 2016

5.7 Phase three (January to March 2017):

- Phase one – new structure on place
- One Integrated Front Door in place
- Consultation for Localised Integrated Services
- Consultation on one Lifelong Integrated SEND service
- Workforce development plan complete

5.8 Phase four (April to July 2017):

- Consultation on children's centres, linking with the implementation of Community Hubs and the proposal for significant elements of the universal offer of children's centres to be delivered through that forum (post June 2017)
- Outcome of consultation on Lifelong Integrated SEND
- Confirm new structure

5.9 Phase five (August to December 2017):

- New Children's Centres staffing structures in place (as a result of the consultation)
- One SEND Lifelong service operational

6.0 ALIGNMENT WITH CORPORATE PRIORITIES

6.1 Developing the local economy for the benefit of all

6.1.1 There are no significant implications for this priority.

6.2 Helping people live healthy and independent lives

- 6.2.1 This report discusses proposals relating to local, targeted services for children and young people, and services to support children with special educational needs. It describes work to develop these services so that all families in Cambridgeshire have the opportunity to thrive, and wherever possible, children live with their families in their communities. The implications of improvement in these services is that more children and families leading healthy and independent lives.

6.3 Supporting and protecting vulnerable people

- 6.3.1 This report discusses proposals for developing services that support and protect vulnerable children and families in the county, such as children's social care, services for Looked After Children, and child protection. Section four of this report describes the development of specific proposals to change and improve the way such services are delivered at the moment. The implication of these improvements is more effective support for vulnerable children and families, and therefore better outcomes.

7.0 SIGNIFICANT IMPLICATIONS

7.1 Resource Implications

- 7.1.1 The significant implications for resources are set out in Appendix A/B. The proposals are still subject to further work from Officers and therefore the implications on human resources, property assets and the associated final budget figures are draft at this stage.

7.2 Statutory, Legal and Risk

- 7.2.1 This report discusses some children's services that the Council is obligated by statute to provide and are overseen by regulatory bodies, particularly Ofsted. Particularly in the child protection area, a complex legal framework governs the Council's actions to safeguard children. Risks in this area to individuals, communities and the Council's reputation are high because of the high needs of vulnerable children and families, and the high media profile of child protection services particularly. Services manage these risks using the Council's risk management policy and they are scored at a tolerable level currently. The risks associated with changing and developing services are being mitigated through careful programme management and wide consultation before making any significant operational changes.

7.3 Equality and Diversity

- 7.3.1 At this early stage in their development, the proposals discussed in this report are not considered to have any significant implications for changing the access to services or quality of life for different groups. A Community Impact Assessment will be carried out on any individual proposals where it is necessary to do so.

7.4 Engagement and Communications

- 7.4.1 The implications for this section are outlined in section three of this report.

7.5 Localism and Local Member Involvement

- 7.5.1 This report discusses the development of targeted children's services. Targeted services must be fully aligned with a model of universal services in order to be most effective. The implication of this report is therefore that the development of targeted services should be taken forward alongside the development of local, universal services such as Community Hubs. This is being managed through a programme management approach.
- 7.5.2 Local members have been engaged through Member Seminars and Business Planning sessions.
- 7.5.3 This report discusses re-organising children's services around an integrated district model. This is because the district model allows the best balance of efficiency and scale required for children's social care to operate in an integrated way with Early Help, and recognises the importance of housing and community services overseen by district councils in addressing deep-seated and long-term challenges for families.

7.6 Public Health

- 7.6.1 This paper discusses improvements to children's services that are expected to improve outcomes for children and families. These are expected to include wider determinants of health such as educational attendance, safety in the home, addressing substance misuse and mental health. The implications of these improvements are therefore that there will be an improvement in the health of the group of children and families who are supported by targeted children's services.
- 7.6.2 Impact on public health commissioned health visiting and school nursing services need to be considered in any transformation programme.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Martin Wade (CYP)
Has the impact on Statutory, Legal and Risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: Suzy Edge
Are there any Equality and Diversity implications?	No Name of Officer: Theresa Leavy
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Simon Cobby
Are there any Localism and Local Member involvement issues?	Yes Name of Officer: Theresa Leavy

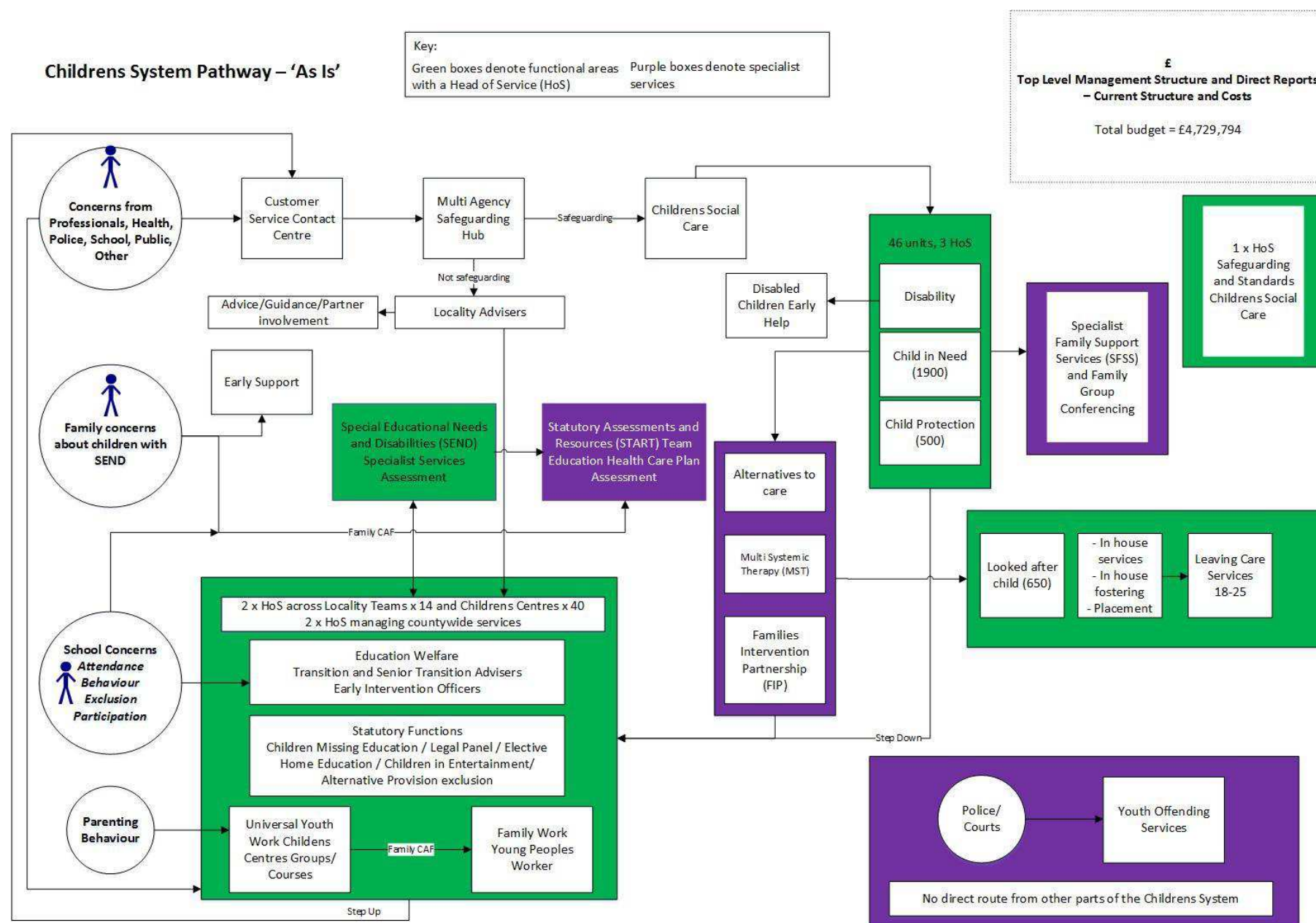
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Tess Campbell

SOURCE DOCUMENTS GUIDANCE

It is a legal requirement for the following box to be completed by the report author.

Source Documents	Location
Children and Young People's Committee Report: Service Committee Review of Draft Revenue Business Planning Proposals for 2017/18 to 2021/22 – 11 October 2016	http://tinyurl.com/j5d67bu
Children's Centre Service Delivery and Proposed Future Developments in 2017/18 – CYP Committee paper – 11 October 2016	http://tinyurl.com/jlzfopy
Looked After Children Strategy and Savings – CYP Committee paper – 11 October 2016	http://tinyurl.com/zr8pyxc

Appendix A



Appendix B

Children's System Pathway – 'To Be'

Green boxes denote functional areas with a Head of Service (HoS)
Purple boxes denote specialist services

