For general release

REPORT TO:	**Children and Young People Scrutiny Committee**
	18 June 2019
SUBJECT:	**Update on localities work across Children, Families and Education**
LEAD OFFICER:	**Rob Henderson, Executive Director, Children, Families & Education**
CABINET MEMBER:	**Cllr Alisa Flemming, Cabinet Member for Children, Families and Learning**
PERSON LEADING AT SCRUTINY COMMITTEE MEETING:	**Rob Henderson, Executive Director, Children, Families & Education**

ORIGIN OF ITEM:	**This item is contained in the Sub-Committee's work programme**
BRIEF FOR THE COMMITTEE:	**To review information on the approach of delivery of a Localities Service Model.**

1. EXECUTIVE SUMMARY

This report sets out information about the approach being taken in Children, Families and Education to plan and deliver a service model which is aligned to 'localities'; different geographical areas of the borough over the next 2-3 years.

The report highlights the work undertaken to date, including indicative data analysis and findings from initial engagement and communication events with senior managers and frontline staff. It should be noted that with the exception of the Early Help Service which was realigned to work out of three locality hubs outside Bernard Weatherill House (North, Central, and South) in December 2018 this work is at an early design stage across the rest of the Department (Children, Families and Education) and a measured risk-based approach will be taken across social care services to ensure that any changes do not impact negatively upon progress in improving frontline social work practice, quality assurance and management oversight which is the Department's overarching priority.

At this stage there are no agreed plans to move teams and services to bases outside of Bernard Weatherill House and the Turnaround Centre over the next 6 months and activity over the coming weeks and months will be focused on engaging with managers and frontline staff to understand how different teams and services can adopt locality working in different ways (as described in section 2.4 of this report) identify risks and dependencies and determine suitable timelines for implementing new ways of working.

The report will also outline how the department is working with colleagues across the council in Gateway, Strategy and Engagement and Adult Social Care to take a more joined up approach to this initiative going forward to avoid duplication and pool resources where possible; creating multi-agency pilot projects to tackle issues around domestic violence, adult mental health and adult substance misuse.

2. *Overview of work to date*

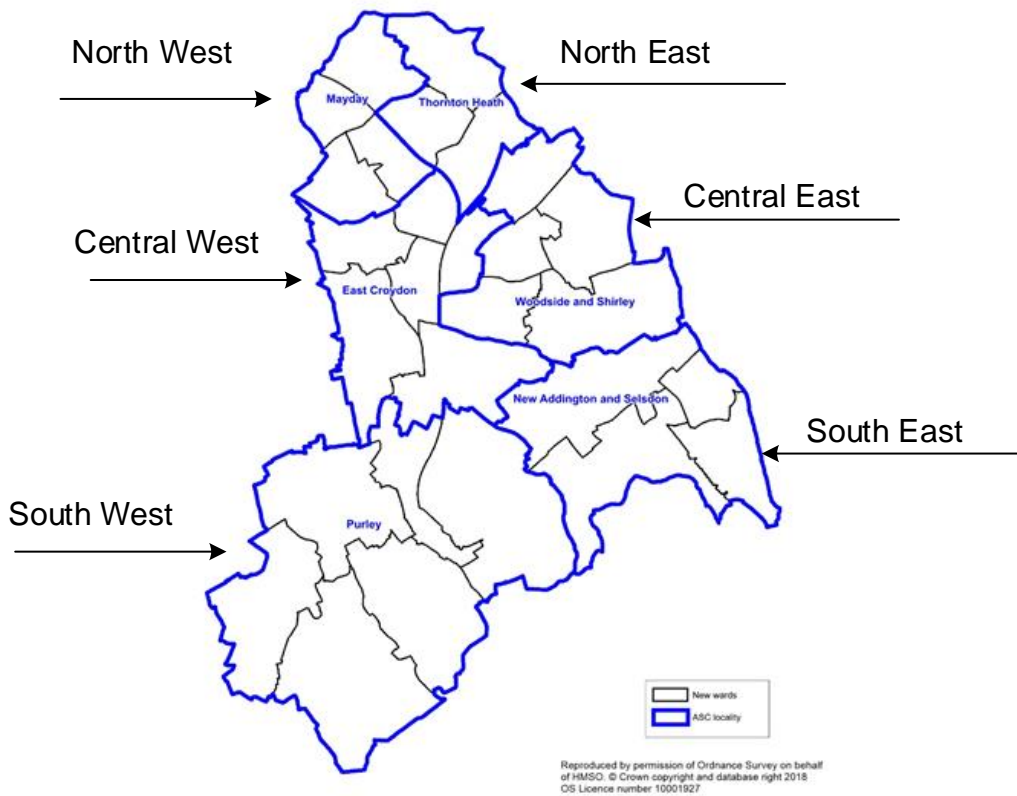### 2.1 Developing a strategic framework for localities work across CFE

• Following the appointment of new leadership in the department at Executive Director and Director Level between November 2018 and January 2019, work has been underway to develop a strategic framework to guide the department's work, aligned to the following corporate plan outcome;

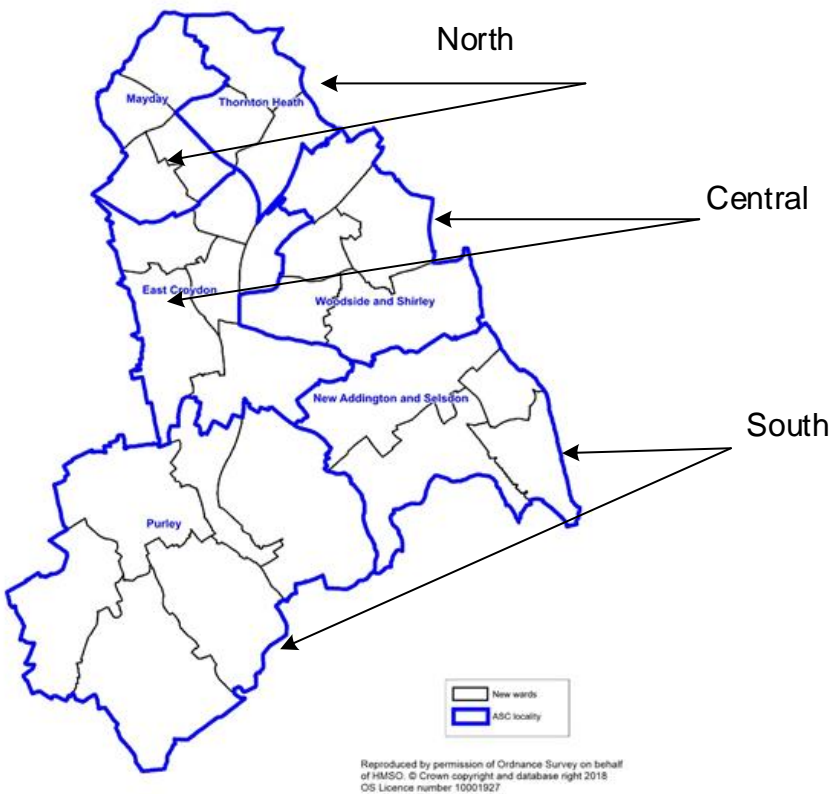*'Our children and young people thrive and reach their full potential'*

• This is described in the document attached [See appendix 1] which identifies locality working as one of the key ways in which we aim to achieve outstanding outcomes for children and young people over the next 2-3 years.

• This document provides the following high level definition of locality working to help staff and key partners understand what it means; 'We will bring our services closer to the communities they serve through changing where and how we work. We will use local knowledge and intelligence (e.g. data and feedback) to ensure communities can access the services they need from us and partners, closer to home.'

• This document also describes our practice framework for Early Help and Social Care; a relationship based model which is about developing trusting relationships with children and young people, their families and carers and our key partners and community allies to make positive change together.

• Working with children and families across a smaller geographical areas (known as localities) will support this approach by minimising the number of different professionals frontline staff work with on the ground and allowing them to develop better knowledge of an area and community; gathering a more holistic picture of a child or young person's needs and strengths within the community and identifying what resources (e.g. services and people) are available locally to reduce risk and build resilience.

2.2 What are the localities and locality areas?

• The six localities (set out below) that Children, Families and Education are planning around are identical to the 6 Integrated Care Networks (ICNs) Adults Social Care are aligned to. Further localities development work the Alliance is setting up will also align to this. It should be noted that a decision is yet to be made about how many primary care networks will be designed in relation to the CCG and Adults Social Care, however this is unlikely to impact upon planning across Children, Families and Education.

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- In order to take a phased and risk-based approach to the alignment of services across CFE over the next year and ensure flexibility of resource where demand changes (e.g. to prevent workloads from increasing) we are also planning around a more simple model in some service areas (referred to as locality areas) with a view to further segmenting into six over the next 2-3 years where scale allows for this.

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2.3 Overview of data analysis work; responding to unequal demand

- In February 2019 a data mapping exercise took place to look at how demand for services across Children, Families and Education differed by locality. It considered information on current service demand including;

  - Early Help (open cases)
  - Children and Family Assessments
  - Children on a child protection plan
  - Children in a child in need plan
  - Looked after children
  - Children with disabilities
  - Children with education, health and care plans (SEND)
  - Children receiving SEND support
  - Persistent absentees
  - Exclusions in primary and secondary schools
  - NEETs

- The high level findings are as follows. Please note that findings are largely indicative of population size (e.g. where more children and young people live) and it should be acknowledged that there are smaller pockets of deprivation and need in other localities (e.g. the North East)

  - **Central West** (covering Addiscombe West, Broad Green, Fairfield, Selhurst, South Croydon and Waddon) had the highest number of children and young people (highest demand) for all the indicators listed above. For example, it accounted for 28% of child protection plans, 27% of looked after children and the highest number of EHC plans, persistent absentees, exclusions and NEETS.

  - **South East** (covering New Addington North, New Addington South, Selsdon & Addington Village, Selsdon Vale & Forestdale) had the second highest number of Early Help cases, C&F assessments, EHC plans, exclusions and NEETs

  - **North West** (covering Bensham Manor, Norbury Park, Norbury & Pollards Hill, West Thornton) had the second highest number of Children with Child in Need plans, Looked after children, children with disabilities and persistent absentees.

- The analysis also looked at family based safeguarding issues (including the so called 'toxic trio' of domestic violence, adult mental health and adult substance misuse) using data from other council departments and health. It identified;
  - The most significant need around issues of domestic violence in Central West and South East, followed by the North East
  - The most significant need around issues of adult mental health in the North East and Central West equally (based on SLAM service users)
  - The most significant need around parental substance misuse (based on C&F assessment data) was in Central East followed by Central West.

- These findings are being used to carry out joined up work and planning across children, adults and gateway services to create networks of professionals on the ground. A regular meeting slot is in place for the Executive Directors of CFE, Health, Well-being and Adults and Gateway Strategy and Engagement to come together discuss and plan this work together.

- The findings from this data analysis exercise are being used to inform programme planning and decisions about how and when different services and teams can work in alignment with localities (come 'on stream'). Where this may require future structural changes, the data will be refreshed and analysed in greater detail (at service level) to the ensure that any alignment of services based on locality area ensures that there is sufficient resource to meet differing demands (e.g. hypothetically Central East Services or teams may be bigger than others)

- There will also have to be flexibility built into the model (e.g. an 80/20 approach), especially in child protection social work teams, to ensure that there is sufficient resilience where staff leave to avoid workloads becoming too high in certain teams and inconsistent across a service.

2.4 Overview of engagement and communications work to date

- Following the data mapping exercise, two workshops were held in February and March with Heads of Service and Directors, led by the Executive Director to understand demand and identify risks. At the first workshop it was identified that due to the different sizes and specialisms of services and teams across CFE a one size fits all approach would not work.

- In the second workshop the following different approaches to locality working (groupings) were discussed as a way forward;
    - o 'Pioneers': Staff that already are, or who will be physically based/co-located in locality areas (e.g. Early Help) and will act as pioneers of this new way of working; building strong relationships with key people on the ground (e.g. school staff, health, police and voluntary sector)
    - o 'Navigators': Staff that will be aligned to locality areas through their day to day work (e.g. taking social work cases from the North of the borough). While primarily based at BWH or the Turnaround Centre they will work in an agile way way working out of local hubs in between meetings and visits.
    - o 'Ambassadors': Staff who's work allocation and physical location will not change but will have a nominated 'Ambassador' for each locality area who will regularly attend local forums and events and liaise with other ambassadors, navigators and pioneers (e.g. from the North, Central or South).

- In May 2019 five engagement and communications events took place, led by the Executive Director of CFE approximately 180 staff were involved and asked to identify benefits, risks and how their team or service could be align to localities (based on descriptors above). It was positive to see staff identify many more benefits than risks (particularly around developing stronger relationships with key professionals locally, less wasted travel time and knowing our communities better (including their assets as well as needs). This feedback will be used to inform follow up conversations with managers about how and when team and service can adopt new ways of working and build an extensive phased programme plan (including further communications activity).

2.5 Identified risks and planned mitigations

An extensive risk log has been developed and is held and updated by the Children's Improvement Team. High level risks and mitigations are as follows.

RISK DESCRIPTION	IMPACT DESCRIPTION	MITIGATIONS
Failure to provide key enablers (e.g. finance, premises, communication and infrastructure)	Benefits of locality working are not achieved, or not achieved within timeline and budget. Productivity is negatively affected and there is lack of buy in for the programme.	Development of a clear programme plan, securing financial resource/investment and joined up work with colleagues across the council to identify assets (e.g. building and make these fit for purpose)
Distraction/disruption which takes focus away from improving EH and social work practice and management oversight	Children continue to receive inconsistent EH and CSC services and Ofsted judge Croydon to be 'Inadequate' for a second time during full re-inspection (ILACs)	Development of a phased programme plan which minimises disruption to more fragile parts of the service and maps interdependency (e.g. Ofsted visits). Development of service improvement plans which focus on improving key areas of EH and SW practice (e.g. assessment, plans, management and case transfers) and ensure that locality working enables more collaborative ways of working (e.g. better case transfers)
Disruption of BAU services in education and youth engagement	Negatively impact on performance or productivity	Development of a phased programme plan which minimises disruption during busy periods or in fragile teams and services
Alignment of work to localities (e.g. in social care) leads to higher workloads for some staff	Children and families receive a poorer service, staff morale dips and more people leave the service	Data analysis and careful planning will be undertaken before work is aligned to localities, and flexibility is built in where possible to ensure resilience (e.g. 80/20 rule)
Alignment of work to localities including physical moves leads to more inconsistent practice across EH, CSC and Education Services	Children and families receive different levels of support depending on locality and thresholds may be applied inconsistently	Development of a strong quality assurance function which collects and analyses quantitative (KPI's) and qualitative (audits) info as well as carrying out in person case discussions and mocksted activities on the ground to asses and compare practice
Concerns/opposition from staff to locality working (including physical moves away from BWH and more mobile working outside of the office)	Benefits of locality working are not achieved, or not achieved within timeline and budget	Development of incremental comms/stakeholder management plan which identifies and mitigates against such concerns/opposition
Concerns/opposition from managers to locality working due to issues of trust etc. (including physical moves away from BWH and more mobile working outside of the office)	Benefits of locality working are not achieved, or not achieved within timeline and budget	Development of incremental comms/stakeholder management plan which identifies and mitigates against such concerns/opposition

2.6 Next steps

- Work is already underway to ensure the current Early Help hubs are better fit for purpose, as this identified as a barrier to effective locality working by staff prior to and during the consultation activity.

- Joining up with Adults and Gateway Service more effectively, to develop an integrated model of delivering interventions around the 'toxic trio' working with the whole family through small pilot projects

- Following the initial staff consultation and further information about benefits risks and suitability of different ways of working a detailed programme plan will be created which identified key milestones.

- Engagement with team and service managers is underway, following the all staff engagement activity to agree methods of delivery (e.g. which locality group a team or service could fall into) and key milestones.

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Background Documents: None

Appendices: Appendix 1 - Children Families and Education -
Who we are and where we are going