Delivering Children's Services: in a 'Locality'

Children and Young People Scrutiny Committee
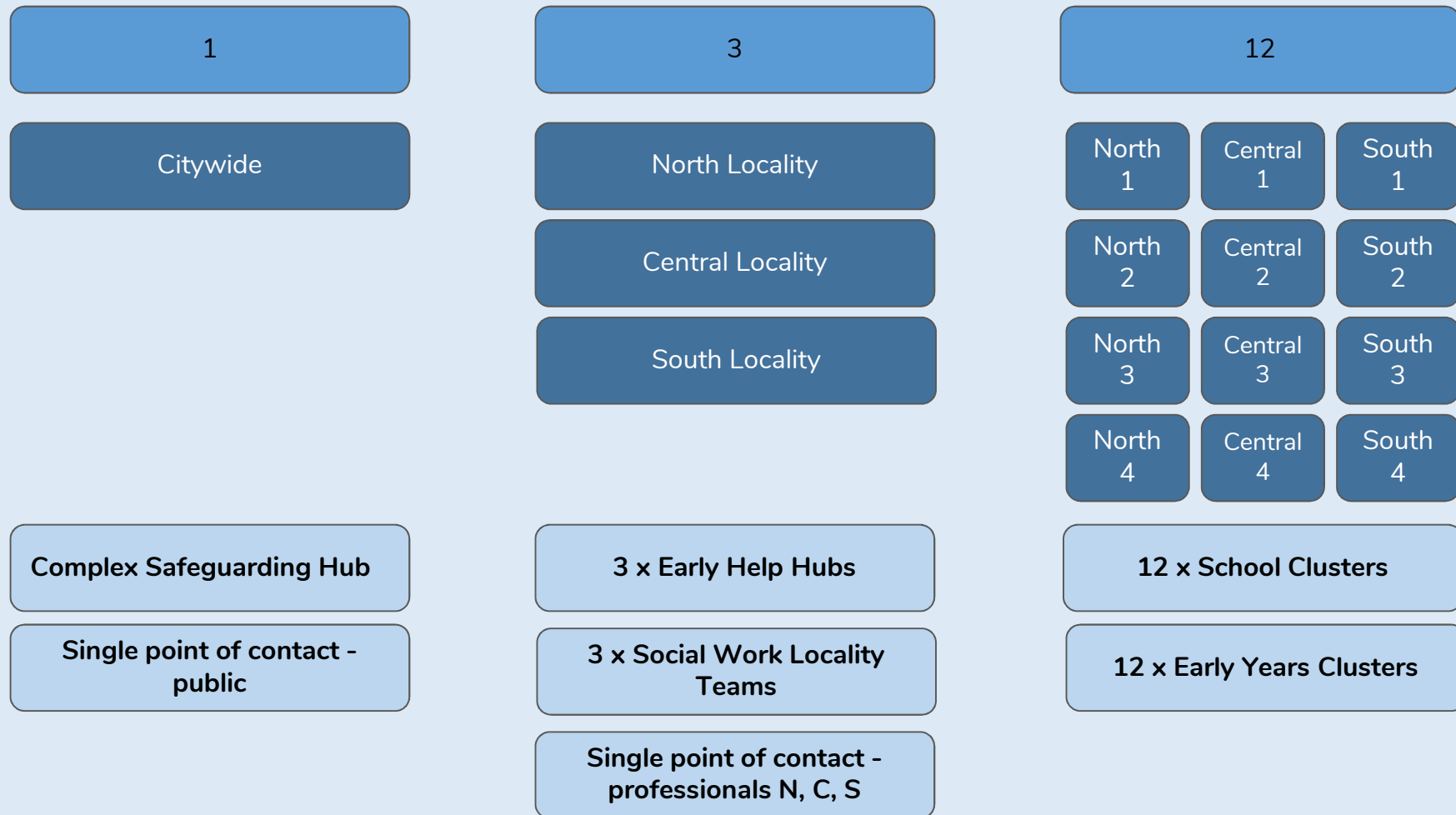## 17th July 2019

Introduction

The Children's Locality Model Programme will reform Children's Services to deliver **local, place based** services on a **1-3-12** footprint; aligned with Bringing Services Together and Manchester's Multi Agency Safeguarding Arrangements (MMASA).

The aim of the programme is to change the way services are provided to achieve the vision and objectives set out in the Our Manchester, Our Children plan. Changing how services are delivered with partners committing to an **integrated, multi agency** place based teams centred around locality partnerships and understanding and resolving of the specific complexities of each **geographical area**.

The vision for the programme is:

Practitioners **working together** in a **locality**, having **conversations** to agree **effective, right and timely** interventions resulting in **positive change** for our children to have *safe, happy, healthy and successful lives.*

Children's Locality Model

1	3	12
Citywide	North Locality	North 1 / Central 1 / South 1
	Central Locality	North 2 / Central 2 / South 2
	South Locality	North 3 / Central 3 / South 3
		North 4 / Central 4 / South 4

Complex Safeguarding Hub

Single point of contact - public

3 x Early Help Hubs

3 x Social Work Locality Teams

Single point of contact - professionals N, C, S

12 x School Clusters

12 x Early Years Clusters

Underpinning principles

- Our Manchester behaviours to underpin integrated working practices
- Focus on person (child and family) centred outcomes across all sectors
- Improved communication and joint working; removing duplication
- Establish a culture of inclusivity across a geographical area to achieve a 'virtual leadership team' and lead seamless access to services for children and their families to receive a timely and 'right' intervention.
- Lean pathways and strengthened relationships to support practitioners work effectively together
- Workstreams with short,medium and long term activities
  - Workforce relationships and place-based working
  - Governance, plans and 1-3-12-32 approach
  - Understanding people and places, including data and insight
- Developing the short, medium and long term activities for each workstream
- Engaging our workforce to engender investment/ownership
- The delivery of a safe effective and efficient service

Improving Resilience and Outcomes	Reduces Unnecessary Demand

Intended outcomes and impacts

Children, young people and families
- More effective and targeted early intervention for those families most likely to be in need / access specialist services avoiding escalation to specialist services
- Effective and inclusive decision making
- Young people and their families are engaged and feel supported
- Continually improving quality of practice/intervention from specialist services.

Workforce
- Manageable caseloads resulting in timely outcomes for children, young people and their families
- Improved conversations between professionals
- Strong, trusting relationships across organisational boundaries
- Professionals enabled to work more collaboratively across agencies
- Professionals empowered to own the assessment, planning and interventions

Organisation(s)
- Reduction in unnecessary demand on services
- Safe reduction in requests for specialist assessments
- Informed and appropriate resource allocation to manage business priorities

Partnerships
- Maximisation of collective capacity
- Reduction in multiple referrals - joined up offer
- Reduction in no further action
- Increase in prevention and early help from more organisations

Locality Leadership

Delivery of the locality model vision will require effective leadership arrangements in each locality (North, Central and South)
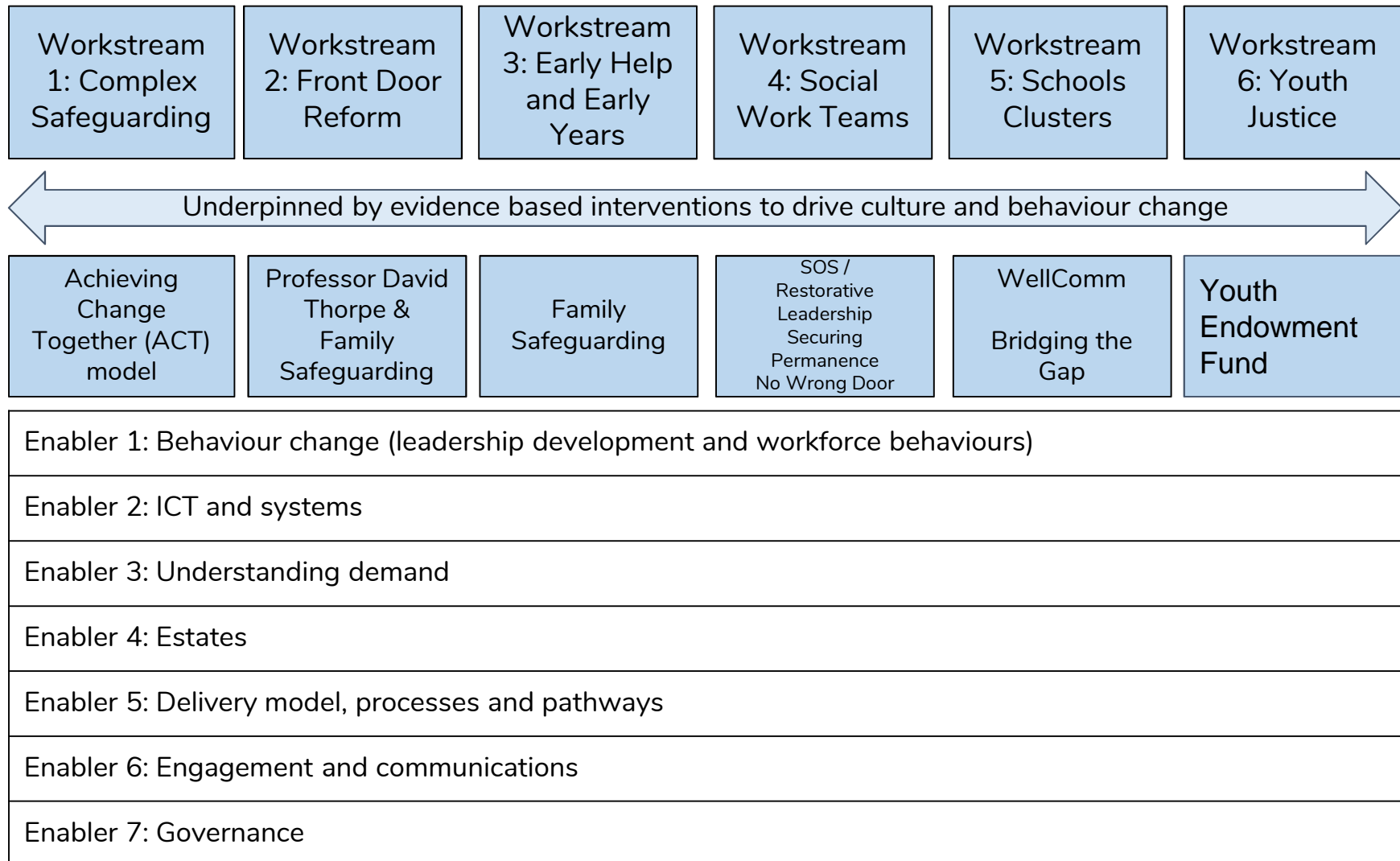
Establishment of local leadership partnership arrangement with shared values, principles, understanding of respective roles, responsibilities, working together (integration) and trusting relationships that are characterised by 'high challenge and support (restorative leadership).

Alignment of local leadership partnership with the published Multi-Agency Safeguarding Arrangements (locality practice forumsfora)

Progress:
- Terms of reference and membership for each of the Locality Leadership Groups have been agreed. Groups established and up and running.
- Colleagues from HROD have scoped three stage leadership development offer for each group. This involves:
  - **Stage 1** - Workshops to identify and articulate behaviours for effective system leadership and workforce behaviour.
  - **Stage 2** - Workshops to focus on cross system relationships to identify and build on ways of working across teams.
  - **Stage 3 -** A modular development programme which might include systems leadership, leading beyond authority, asset based ways of working. The detail for the third stage will be informed from the content of the development activities for each area.

Programme outline

Workstream 1: Complex Safeguarding	Workstream 2: Front Door Reform	Workstream 3: Early Help and Early Years	Workstream 4: Social Work Teams	Workstream 5: Schools Clusters	Workstream 6: Youth Justice

Underpinned by evidence based interventions to drive culture and behaviour change

Achieving Change Together (ACT) model	Professor David Thorpe & Family Safeguarding	Family Safeguarding	SOS / Restorative Leadership Securing Permanence No Wrong Door	WellComm Bridging the Gap	Youth Endowment Fund

Enabler 1: Behaviour change (leadership development and workforce behaviours)

Enabler 2: ICT and systems

Enabler 3: Understanding demand

Enabler 4: Estates

Enabler 5: Delivery model, processes and pathways

Enabler 6: Engagement and communications

Enabler 7: Governance

Workstreams and milestones

Workstream 1: Complex safeguarding	
Aims	**Key milestones**
- Work together to understand and provide a better coordinated response to support those at risk of exploitation. - Bring together expertise, knowledge, and skills to deliver services in a coordinated way to respond with a specialist and sensitive approach for those children and their families at highest risk of exploitation. - Better communication and coordination to respond effectively to safeguarding risks	- Development of operational processes and governance - Review of missing from home function - Establishing complex safeguarding community of practice - Implementation & evaluation of Achieving Change Together (ACT) - Accommodation and ICT - Young people and families voice - Extending scope of CSH to include all strands of complex safeguarding - Measuring and evaluating effectiveness of the service
Progress to date:	
- Complex safeguarding hub established in October 2018 - Delivery Group now established with action plan for key priority themes. - ACT Social Workers in post and small cohort of 10 young people being identified to trial model. - LGA peer review completed - Workstream to close and transfer to business as usual with Delivery Group reporting to CLT	

Workstreams and milestones

Workstream 2: Front door

Aims	Key milestones
- Deliver a more effective system that reduces duplication, handovers and ensures a more timely and appropriate response to need and demand; - Ensuring improvements in cross partnership engagement and understanding of engagement with support, early intervention and prevention - Achieve greater collaboration / conversations and access to social work expertise at the point of contact (front door)	- Design front door model for locality working - Review interdependencies in locality front door model - Accommodation and ICT - Co-locate MASH / Duty & Assessment and Early Help teams in localities - Workforce development

Progress to date:

- Feedback from testing in each locality has been positive and learning from each testing phase has informed practice guidance.
- Launch of new front door model July 2019
- Workforce development programme agreed - all teams to undergo Our Manchester 'Owning it'.
- Communication activity with partners about changes to the referral process and benefits of this approach.

Workstreams and milestones

Workstream 3: Early Help and Early Years	
Aims	**Key milestones**
• Development of a locality early years and early help delivery model • Reduce potential duplication of services and support a stronger, more coherent prevention offer in our communities • Development of an improved early help and early years offer for families that is seamless, accessible and close to home. • Enable the workforce to be more confident and proficient	• Implementation of iThrive across Early Help and Early Years to create seamless offer of support • Collate learning from current pilots across Early Help and Early Years • Development of workforce development and training offer • Development of risk stratification approach • Establishment of Start Well partnership board to develop 1000 day pathway
Progress to date:	
• Agreed vision and principles for greater collaboration across Early Help and Early Years • Mapped current service offer to iThrive approach to identify opportunities to deliver a more person centred approach to delivery • Workshop in July 2019 with service managers to develop roles and responsibilities for staff to ensure they work in an iThrive way • Start Well partnership board to have initial meeting July 2019 • Risk Stratification working group established and meeting in July 2019	

Workstreams and milestones

Workstream 4: Social Work Teams	
Aims	**Key milestones**
- Understand system, culture and process enablers and barriers to locality model and develop a plan to enhance enablers and work through barriers - Develop our current initial assessment (duty) model to effectively contribute to the delivery of the programme vision - Ensure the above is legally compliant and works within the expectations of the regulator - Profile need/demand, Review and alignment of resources accordingly - Clear and coherent practice guidance and team remit to reduce 'handoffs, improve practice and management oversight and grip.	- Social work options appraisal to ensure alignment with front door, partnership and locality working. - Analysis of demand in David Thorpe model - Embed Our Manchester behaviours to drive culture and 'ways of working' to support improving practice standards/service delivery in localities. - Development and delivery of workforce development activity
Progress to date:	
- Initial options appraisal developed - to be reviewed in response to data from demand analysis in Sep / Oct - Demand analysis of referrals and contacts under David Thorpe model is ongoing - key review points are 3 months (June) and 6 months (September) to see if impact of change in demand transferred to rest of social work system. - Planning for workforce development activity in relation to design of service delivery arrangements, culture and behaviours	

Workstreams and milestones

Workstream 5: School Clusters

Aims	Key milestones
- Greater collaboration in a locality to improve outcomes for all young people including those with SEND - Schools improve relationships with partners and early years settings on a locality level, lead to increased understanding and safer children - Support a stronger offer in our communities by ensuring inclusive schools work closely with other agencies. - Strengthen engagement of schools in responding to safeguarding and welfare of children - Consider joint commissioning arrangement opportunities	- Geographical alignment of the school clusters - Research best practice in other areas - Pilot new cluster frameworks - Stakeholder engagement - Development of partnership meetings - North, Central and South and Wythenshawe - Delivery of Health and School Readiness 'WellComm Pilot' at Martenscroft Nursery - Delivery of Bridging the Gap pilot - Lily Lane Primary - Development of a delivery model for special schools at a city wide level - Launch event

Progress to date:

- Clusters have been mapped and input from the headteachers has been taken into account when grouping Primary schools together
- Best practice identified
- Ongoing meetings with headteachers to inform development of the model
- Key activity on ensuring schools understand the changes and strengthening links with early help and early years.

Workstreams and milestones

Workstream 6: Youth Justice - new workstream recently added to programme	
Aims	**Key milestones**
- To modernise the service to enable them to tackle identified issues from the recent inspection - To add their expertise to further develop our approach to earlier intervention - To tackle long standing risk factors impacting on desistance, namely education, employment and training - To identify and then implement refreshed operational values - To review the court based services and reduce remand	- Management Board in August 2019 - The completion of the refreshed business plan - Delivery of the agreed action plan to address the recommendations resulting from the recent inspection
Progress to date:	
- Workstream lead identified - Operating values presented and endorsed to a whole staff group in June 19	

Emerging impact - feedback

Thank you for your email I met with mum today and we had a really good conversation around what HB had said. Mum became quite emotional and continued to say she wasn't aware how this happened and how upset she was that HB had said this, upset that her baby girl would feel this way or make this up. I was happy with the conversation and we as a nursery will continue to report should we need to. Thanks for your advice today – although i was unsure of whether this was an immediate referral, it was great to have a social worker listen and advise patiently and clearly – so thank you - **Feedback from Nursery Manager**

In relation to the new system for making referrals to Children's Services, I wanted you to know that I have had positive experiences so far. Specifically, it was useful to discuss the referral relatively quickly and various options available including a discussion with another social worker.

As a social worker myself, I've always believed that its best practice anyway to have a discussion with another professional(s) to work out next steps and the right options for children and families. I believe its really important to have the discussion and help to process what can be very complex information and sensitive data. In my opinion this is preferable to spending time writing a referral which may not be the best option. If it is then we can still complete one but the chance for discussion with other professionals is really helpful and feels supportive - **Feedback from School Safeguarding lead**

David Thorpe's work has provided practitioners the opportunity to discuss any concerns re a child(ren) directly with a MASH social worker. This process will also prevent any unnecessary contacts into CSC and practitioners can be supported with guidance on how to manage any concerns raised - **Feedback from MASH Health Lead**

Emerging impact

- The number of **referrals have reduced** significantly. 1,131 were received in April and May 2019 compared with 2,142 in the same period last year
- Numbers of Section 47 enquiries (**child protection) have reduced f**rom 518 in April and May 2018 to 385 in the same period this year
- Numbers of **children subject to Child Protection Plans are reducing**. There were 962 children on a Child Protection Plan in May 2018, by May 2019 this had reduced to 737
- **Social Worker caseloads are reducing** from an average of 21.3 for ASYEs and 21.4 for social workers in June 2018 to 14 for ASYEs and 17.7 for social workers in June 2019.

Key **headlines from a recent Local Government Association peer review** on Complex Safeguarding included:
- Strong leadership and political support
- Strong partnerships
- Recognition of innovative work mapping and using contextual safeguarding principles to tackle child exploitation
- Improvements in practice since the new Complex Safeguarding Hub was established.
- Caseloads are reducing and manageable, workers report good management support.
- Strong evidence of multi- agency working, sharing of intelligence, joint operations and disruption and there were examples of positive outcomes and innovative interventions.

Upcoming priorities

- Approval to be sought from Children's Locality Programme Board to close Complex Safeguarding workstream and transfer to business as usual
- Launch of new front door arrangements following pilots
- Further development of Early Help and Early Years approaches based on learning from pilots and collaborative engagement with service managers
- First meeting of Start Well Board and development of a partnership work programme focusing on the first 1000 days
- Establishment of risk stratification working group to identify practical use of approach and tool
- Delivery of 'Owning It' workshops with locality teams
- Development of Central, South and Wythenshawe partnership meetings to be established in relation to school clusters
- Development of Bridging the Gap in North Manchester
- Further scoping of workstream 6, Youth Justice, and development of a project plan
- Development of stage two application for DfE Strengthening Families, Protecting Communities programme

Challenges

- **Partnerships**
  - Capacity and commitment of partners to deliver services in a locality - partners are involved in project delivery groups and discussions being progressed to ensure buy-in
- **Leadership development**
  - Programme requires multi-agency leadership at a locality level to drive implementation - leadership development programme being led by HROD and co-produced with the locality leadership forums
- **Estates**
  - Ensuring adequate and fit for purpose, flexible accommodation to facilitate locality working and partner co-location - requirements established with each workstream and monitored
- **ICT systems**
  - Connectivity requirements for partners (e.g. GMP; health) to facilitate locality working - discussions being progressed with GMP and Health colleagues
  - Implementation of Liquid Logic underway
- **Communications**
  - Ensuring internal and external communication activity is in place and consistent - overarching narrative drafted and communications milestone plan in place. Plan updated by workstream leads on a regular basis to flag any required communications and engagement activity

Discussion points

- How can Scrutiny Committee Members support and challenge to ensure we successfully deliver Children's Services in localities?

- What do you consider to be the opportunities and risks?

- What do Scrutiny Committee Members consider to be realistic measures of success?