

REPORT TO: Executive Board

DATE: 06th March 08

REPORTING OFFICER: Strategic Director, Children & Young People's Directorate
Operational Director, Halton & St Helens Primary Care Trust

SUBJECT: Working arrangements to align PCT Child Health Services within the Children & Young People's Directorate; and Children's Trust Arrangements in Halton

WARDS: All

1.0 PURPOSE OF THE REPORT

- 1.1 To seek agreement on the next steps in the integration of services in Halton for children and young people, through new working arrangements between Halton and St Helens PCT and the Children & Young People's Directorate of Halton Council.
- 1.2 To seek agreement to place those new arrangements and their Governance within the context of Halton's Children's Trust Arrangements (Alliance Board).

2.0 RECOMMENDATION: That

- 2.1 **Executive Board agrees to the development of new working arrangements for PCT staff working with the "well" and "vulnerable" child within the Council's Children & Young People's Directorate.**
- 2.2 **Executive Board notes that Health Services for the "sick" child remain the exclusive responsibility of the PCT and thus outside these arrangements.**
- 2.3 **Executive Board agrees that work be undertaken to use the Alliance Board (Halton's Children's Trust arrangement) as the Governance Body for the new partnership arrangements with the PCT.**
- 2.4 **That all Council Services within the new working arrangements continue to be accountable to the Executive Board.**
- 2.5 **The geographic footprint that will be used for the future deployment of Children's Services will need to be agreed. The options are, depending on the nature of the service:**

- **Boroughwide delivery**
- **Runcorn or Widnes based delivery**
- **Locality based delivery, perhaps building on the area networks or other recognised locality**

2.6 That Appendix 2 be approved as the structure for the Children's Trust arrangements.

3.0 SUPPORTING INFORMATION

3.1 The following proposals are intended to improve outcomes for children and young people by:

- Bringing together a full range of services (Education, Health and Social Care) for children and young people within one Directorate under the auspices of Halton's Children's Trust arrangements;
- The further integration of services will enable the Council and its partners to provide better tailored and coordinated services, particularly for vulnerable groups of young people;
- They will provide, over time, the opportunity to create a series of "Teams Around the Child" delivering services in a much more effective and efficient way and one that is much more accessible and understandable to the public.

3.2 The report seeks to build on the integration of Education and Children's Social Care services that formed the Children & Young People's Directorate in 2006.

3.3 The proposals focus on the way the Children & Young People's Directorate and its partners will do business together in future. An integrated approach will enhance the Council and its partner's ability to deliver the key objectives of the Community Strategy, under the umbrella of the Local Strategic Partnership. All the services within that Partnership will continue to be directly accountable to their parent body for the quality and effectiveness of their services.

3.4 The proposals enhance the Council's ability to fully discharge its new statutory duties to children and young people in the Borough. This in respect of the statutory responsibilities of the Lead Member for Children & Young People, and the Strategic Director of Children & Young People Services.

3.5 The Health Services referred to are:

- The Health Visiting Service
- Child Therapy Services
- Midwifery
- School Health Advisers (School Nurses)
- The management/administrative structure and resources that supports these services.

- 3.6 Health Services for children are focused on three principal groupings:
- The Sick Child – children who require specific medical interventions due to illness or injury;
 - The Vulnerable Child – children who have a particular set of circumstances that make their health vulnerable, for example hearing loss, a chronic condition, or their welfare or safety
 - The Well Child – routine health matters that all children need.
- 3.7 Integration of those services will be complemented by the further alignment of other health related services such as, for example, substance misuse and teenage conceptions. A dialogue will be established with General Practitioners in the Borough on the “best fit” with General Practice. Dentistry Services are not part of this arrangement.
- 3.8 The Primary Care Trust is moving towards being a commissioning organisation; this is being mirrored elsewhere in the NHS. This sharpened focus on commissioning will ensure health needs are met as a result of a rigorous health needs analysis and better commissioned services to meet identified health needs.
- 3.9 In light of this, the PCT will explore a relevant NHS provider to deliver services to the “sick” child, whilst entering into this management arrangement with the Council for health services for the “well” and “vulnerable” child (as described above).
- 3.10 The proposed structure for the new joint arrangements within the PCT and Council are enclosed as Appendix 1.
- 3.11 Underpinning these proposed new partnership arrangements are the following prerequisites for the Council and Primary Care Trust:
- 3.11.1 NHS staff will not be subject to TUPE or Seconded to the Council; there will therefore be no change to the terms of employment or conditions of any NHS employee affected by these arrangements.
- 3.11.2 There will remain a clear line of accountability to the Primary Care Trust for all NHS services involved in the new working arrangement. The PCT Operational Director of Children, Families and Maternity Services (Commissioning) will have ultimate accountability for all Children’s NHS staff working within the arrangement.
- 3.11.3 All NHS staff that are part of the working arrangement will be professionally accountable to the Executive Nurse, Halton & St Helens PCT. They will provide health guidance, support and supervision to the Assistant Director from the PCT.
- 3.11.4 The PCT will identify a named individual (Assistant Director, Child & Family Health, Halton) to become part of CYPD’s Senior Management Team. This post will have direct Line Management responsibility for all PCT staff

in the new working arrangement. This post will report directly to the Council's Strategic Director of Children's Services for day to day management of services. They will also report to the Operational Director, Children, Families & Maternity Services for NHS accountability purposes. The latter accountabilities in the areas of, for example, risk management, health and safety, clinical governance and medicines management.

- 3.11.5 The Alliance Board (Children's Trust Arrangement) will act as the Governance Body for the Primary Care Trust and Council. This will cement the Children's Trust arrangements that have to be in place by April 2008.
- 3.11.6 Over the last year, the PCT Assistant Directors, Child & Family Health, have participated in the Senior Management Teams of both Halton and St Helens Councils. This "shadow" arrangement has helped develop an understanding of roles and responsibilities for Children's Services within the Council and Primary Care Trust.
- 3.11.7 The above prerequisites will be documented in a formal agreement that will be developed over the next three months. The agreement will be presented to both the Executive Board of the Council and the Primary Care Trust Board. The proposals are initially for one year and then to be reviewed.
- 3.12 These arrangements will be dovetailed with services for adults in three principal ways:
- The first through Halton's Parenting Strategy, ensuring that the child is seen in the context of their family or carer;
 - The second, through robust transition arrangements; and
 - The third, through joint working in the areas of adult mental health, domestic violence and adult substance misuse.
- 3.13 Following the approval to embark on these new partnership arrangements, further structural development will take place to identify how the range of PCT health services for children can be better aligned with Council and Voluntary Sector services, to create a series of "Teams Around the Child and Family". This alignment would be developed within Halton's identified Levels of Need for Children (Levels 1 to 4 : Universal, Preventative and Specialist Services).
- 3.14 In practical terms, both the Council and PCT will look for opportunities to co-locate, or align NHS staff with the Council's Children's Centres / Extended Schools services; and with Specialist Services such as the Child Care Teams working with Children in Need and Child Protection; as well as children with complex needs.
- 3.15 The geographic footprint that will be used for the future deployment of Children's Services will need to be agreed. The options are:
- Boroughwide delivery
 - Runcorn or Widnes based delivery

- Locality based delivery, perhaps building on the area networks or other recognised locality

3.16 It is likely that the configuration will be different, dependent upon the service in question. For example, "Adoption Services" will need to be Boroughwide; Building Schools for the Future will be on a Runcorn/Widnes basis; and Children's Centres/Extended Schools will be by locality. Locality working will be the principal model for all the Preventative Services, this in order to allow services to work much closer with local communities.

4.0 POLICY IMPLICATIONS

4.1 The establishment of Children's Trust arrangements in each Local Authority Area is a requirement of the Children Act 2004, and the accompanying Statutory Guidance on Inter-agency Co-operation to Improve the Well-being of Children: Children's Trusts.

4.2 Each Local Authority must have a Children's Trust in place by April 2008. Whilst the Government expects that Children's Trusts will be led by the Local Authority, the need for an inclusive partnership driven model is vital to the success of meeting outcomes for children, young people and families.

4.3 The Children & Young People's Alliance Board was established in September 2005 as part of a new strategic planning structure which aimed to progress the Every Child Matters agenda and integration through partnership working. At the same time arrangements were made for the establishment of a number of children's mini-trusts which would pilot various aspects of the integration agenda, with a view to using the learning from the mini-trusts to inform future Children's Trust arrangements.

4.4 The Alliance Board agreed in September 2007 to review the function and structure of the strategic planning arrangements in order to rationalise in line with the above developments and drive the progress of Children's Trust arrangements.

4.5 Appendix 2 outlines the proposed structure of the Children's Trust arrangement.

5.0 OTHER IMPLICATIONS

5.1 The adoption of formalised Children's Trust arrangements will ensure that the Council and its partners are fully compliant with Government expectations around the integration of services for children at both a strategic and operational level. This next step must be completed by April 2008.

5.2 The new management arrangements for NHS services will ensure that the priorities set by the Council and those found within the Children & Young

People's Plan and LAA are delivered in an efficient and effective way across organisations.

- 5.3 Legal advice, or the like, will be provided by the employees parent Authority.

6.0 FINANCIAL IMPLICATIONS

- 6.1 The proposed changes involved in the new working arrangements are intended to be cost neutral. The Primary Care Trust has agreed to the alignment of the management and administrative structure that currently supports medical staff. The Council will look for opportunities to co-locate staff wherever possible. Any financial or staffing implications of co-location would be reported separately.

7.0 PERSONNEL IMPLICATIONS

- 7.1 All partner agencies employees involved in the new arrangements will remain on their current terms and conditions of employment. The PCT will continue to manage all personnel matters concerning NHS staff.
- 7.2 Through the formal agreement for the new arrangements there will be an explicit definition and documentation for employees of the extent of separation and alignment of services.
- 7.3 Capability and disciplinary proceedings within an integrated working arrangement will remain the responsibility of the employing authority.

8.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

8.1 Children and Young People in Halton

The proposals will ensure that services to children and young people are integrated, providing a range of one stop services.

8.2 Employment, Learning and Skills in Halton

The proposals will enhance services that enable young people to enter employment, education and training.

8.3 Healthy Halton

The alignment of NHS services with those of the Council will have significant health gains for children and young people.

8.4 A Safer Halton

Both Children's Trust arrangements at a strategic level, and the new working arrangements between the Council and PCT, at an operational

level, will ensure that services are aligned with a range of community safety activity and the work of the Youth Offending Team.

8.5 Halton's Urban Renewal

The integration of services creates cohesion across organisations that will align a range of capital and revenue initiatives.

9.0 RISK ANALYSIS

9.1 The principal risks for the Council are addressed within Paragraphs 3.7.1 to 3.7.5 above, and are the pre-requisites to the new working arrangements.

9.2 All insurances necessary in relation to employees are preserved with the current accountable body.

9.3 The agreement on the new working arrangements will be subject to review at the end of the first year, before more permanent arrangements are agreed.

10.0 NEXT STEPS

10.1 It is proposed that the new working arrangements start in April 2008.

10.2 Development work on the alignment of PCT staff within the Children & Young People's Directorate Departmental structure will take place during 2008/2009. Services will initially be aligned within the Directorate in their current structural form.

11.0 EQUALITY AND DIVERSITY ISSUES

11.1 The alignment of NHS services and the Council will enable both Authorities to have a common approach to equality and diversity and factors that can narrow the gap in terms of opportunities for vulnerable children. Services will be aligned across Levels of Need and targeted on disadvantaged groups.

12.0 CONCLUSIONS

12.1 The incorporation of health services for the well and vulnerable child on the basis described above, within the C&YP Directorate is the logical next step in creating an integrated service for Children & Young People in Halton. The benefits will be significant in terms of cementing genuinely multi-disciplinary "Teams Around the Child" that can offer a one-stop service for all levels of need.

12.2 Subject to the approval of this stage of the process, further detailed work will take place with front line staff across organisations about how we can better align and join up services across the Levels of Need.

13.0 REASON(S) FOR DECISION

- Bringing together a full range of services (Education, Health and Social Care) for children and young people within one Directorate under the auspices of Halton's Children's Trust arrangements;
- The further integration of services will enable the Council and its partners to provide better tailored and coordinated services, particularly for vulnerable groups of young people;
- They will provide, over time, the opportunity to create a series of "Teams Around the Child" delivering services in a much more effective and efficient way and one that is much more accessible and understandable to the public.

14.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

Alternative options regarding the development of integrated services with the NHS and the proposals on Children's Trust arrangements include:

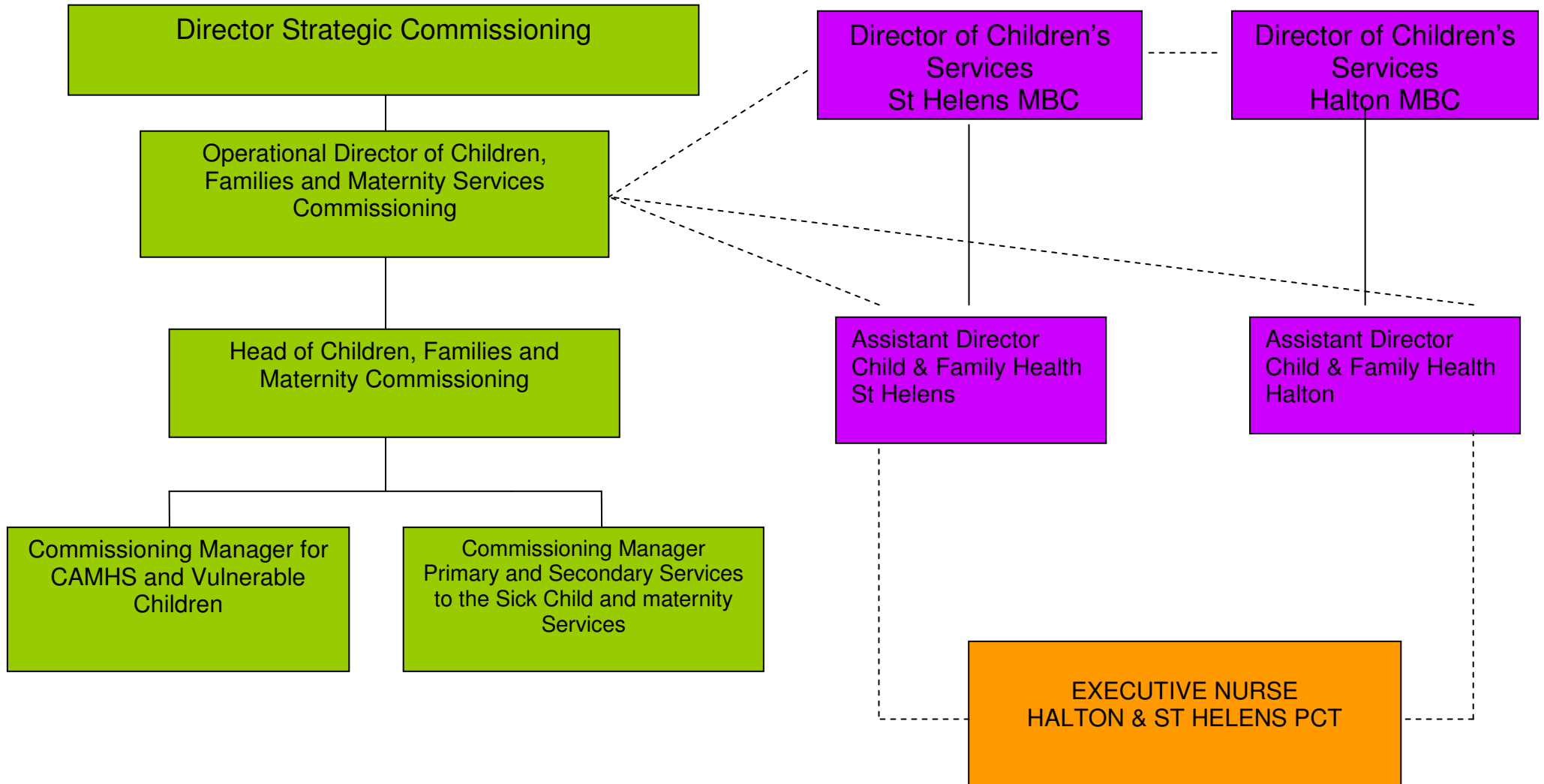
- No change, that is current management arrangements and strategic oversight would remain the same.
- The principle reason for this option being rejected is that the Council will miss an ideal opportunity to bring together the principal services for children and young people under one operational umbrella.
- It is a requirement that the Council leads Children's Trust arrangements and that this should be fully in place no later than April 2008. It is therefore a requirement that Children's Trust arrangements are cemented within the Borough.

15.0 IMPLEMENTATION DATE:

The Children's Trust arrangements would become effective by the 30th April 2008. The new arrangements for aligning NHS services would come into effect at the same time. During 2008/2009, work will be undertaken on the development of new structural arrangements at the front line, this in close consultation with operational staff. Also during 2008/2009 a formal agreement will be developed. The new arrangements will be reviewed in April 2009.

PCT STRUCTURE OF COMMISSIONING

OPERATIONAL ARRANGEMENTS FOR EACH BOROUGH



APPENDIX 2

Proposed Halton Children & Young People's Children's Trust Planning Arrangements

