

moving forward together:

joining up workforce strategies

final report of the IDeA
integrated workforce strategy project



contents

1. introduction.....	4
2. key issues and learning	5
strategy	
having clear, common and tangible imperatives	6
momentum	
keeping moving forward	10
people	
addressing managerial and cultural issues	13
capacity	
having the capacity to resource change and development	16
alignment	
building systems that foster partnership working	19
inclusive partnerships	
linking effectively across different sectors	21
3. conclusions and recommendations.....	25
appendix one	
what do we mean by integrated workforce strategies and how can they benefit councils and their partners.....	29
appendix two	
a review of the project study areas	31
appendix three	
relevant Local Government Workforce Survey 2008 results	37

1. introduction

The integrated workforce strategy project explored, with participant local authorities and their partners, the challenges and benefits of tackling workforce issues together. The project involved action learning with six study areas, involving seven different local partnerships and covered children's services and adult social care. These two service areas were chosen because they are ones where there has been the most significant focus by councils and their partners on joining up action on workforce issues.

The project started in June 2007 and the first study area activities began in November 2007. An IDeA consultant worked with each study area for a period of eight months. They looked at what works and does not work in the pilot areas, recognising that there is no simple 'one size fits all' solution. The work in individual study areas was supplemented by regional learning events and a national event in November 2008 to mark the end of the project.

Nationally the project was funded by the Department for Communities and Local Government (CLG); the Department for Children, Schools and Families (DCSF) and the Department of Health (DH). The DCSF funding was channelled through the Children's Workforce Network (CWN) and the Children's Workforce Development Council (CWDC), both of whom have been jointly supporting and advising the project. Regionally the project was supported by the Yorkshire and Humber, West Midlands and London Regional Improvement and

Efficiency Partnerships. The Project Steering Group had representatives from CLG, DCSF, DH, Local Government Employers (LGE) and the three Regional Improvement and Efficiency Partnerships. North West Employers' Organisation also jointly organised the national event with IDeA as well as organising an additional event because the demand for places was so high.

This final report looks at the overall project findings, discusses them in the context of the benefits of integrated, joint and complementary working and looks at the implications for national, regional and local policy and action. It is structured around the common experiences encountered by those working in the study areas, both in local authorities and their partner bodies. It looks, in turn, at each of the common experiences and finishing with conclusions, some current realities and pragmatic recommendations for players at the local, regional and national level. The booklet also includes a series of 'on the ground' case study panels that highlight particular initiatives from the study areas as well as 'talking point' panels intended to stimulate thought and debate.

Further material from the project can be found on the IDeA website, www.idea.gov.uk/joiningupworkforce. This includes links to case studies and other 'on the ground' materials used by local authorities and their partners in the study areas.

2. key issues and learning

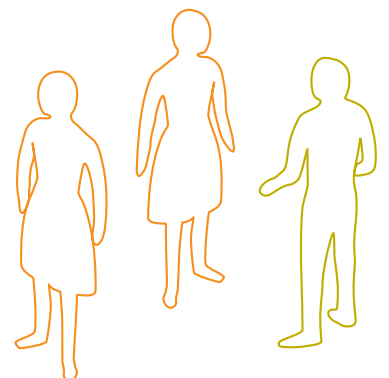
The authorities and their partners in the study areas are conducting a variety of valuable initiatives. We review these in detail in appendix 2. Everywhere there was a strong belief in the importance of services being ‘joined up’ around the needs of service users and of the benefits of joint action on shared workforce issues to support and enhance this.

We found that the greatest successes came where partners focused on tangible practical action that addressed important and immediate shared workforce priorities. Many people in the study areas emphasised the benefits of starting by building trust, mutual understanding and relationships as the foundation for developing a more comprehensive shared workforce strategy in the longer term. Those that are making the biggest headway were developing a shared workforce strategy step by step, building on the initiatives that offered the most immediately achievable payback.

Some authorities also felt that they need to focus on getting ‘their own house in order’ by developing a shared workforce strategy and action on key issues across the authority, before moving on to look at shared workforce or integrated working issues in any major way with partners.

In the following sections we describe the common experiences encountered by those working in the study areas, both in local authorities and partner bodies. We have clustered the learning and experience around six key themes:

- **strategy** - having clear, common and tangible imperatives linked to business plans
- **momentum** – keeping moving forward
- **people** - addressing managerial and cultural issues
- **capacity** – having the capacity to resource change and development
- **alignment** - building systems that foster partnership working
- **inclusive partnerships** – linking effectively across different sectors.



strategy - having clear, common and tangible imperatives linked to business plans.

Unsurprisingly, everyone emphasised the importance of having clear and tangible strategic imperatives that were shared in common between all the players involved in particular initiatives. Such imperatives need to come from the top-line strategies of the local authority and common, shared priorities between the local authority and its partners. However, it takes considerable time and effort and it is not always easy to achieve this.

In some study areas some key players felt that these strategic imperatives and shared priorities had not yet been fully agreed. This led to disconnections between either their own work and top-line strategy or between the strategies of different players that impeded progress. In some instances, this resulted in 'parallel working' or prevented projects moving beyond a certain stage or level of effectiveness. For example, one senior officer in a locality where 'we have a history of working in partnership' observed:

'There were several pieces of work happening in parallel that weren't necessarily joined up right from the beginning. As a consequence of that things have been happening alongside one another but not necessarily in a joined-up way. One of the issues that we have learnt from and are learning from is that it is absolutely vital to get buy-in from top down and bottom up right from the beginning all the way

across so that you don't fall into the trap of having mini projects developing alongside. Instead, they are all integrated together.'

Even where there is a strong sense of common vision and goals, it is clear that translating goals into action in a partnership context can be slow. As one officer said, 'it is a bit like herding cats' (see panel on p7). Another reflected:

'Certainly around the table there is a real sense of common purpose and common goals. However, two years down the road we're still no further forward to anywhere near what I'd call integrated training and development.'

A key problem is that workforce issues are commonly overlooked by those setting the business strategy. As one senior officer pointed out:

'I think they do get divorced. In general, workforce issues are regarded almost as an afterthought. We find that service plans will go ahead and then, when it gets to the point of moving staff around or having more staff or less staff, they pull OD and HR in. It doesn't get included at that strategic planning stage early enough.'

Another manager involved in workforce planning stressed:

'Make sure that your workforce planning is very, very linked to your business planning process. A lot of people don't make that linkage. Certainly at an operational level, people don't always make the link between the business plan and the workforce plan.'

Even, when they are intertwined, the adequacy of business or strategic planning and workforce planning relies on vision and leadership. As the same officer remarked:

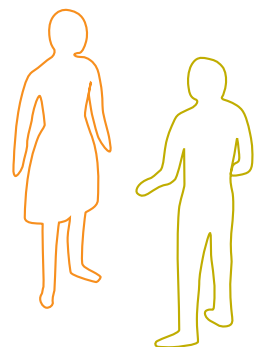
'You've got to make sure that the leadership and horizon scanning is happening. If people aren't looking forward and saying where our services are going, it's going to be very difficult to know where the workforce is going as well.'

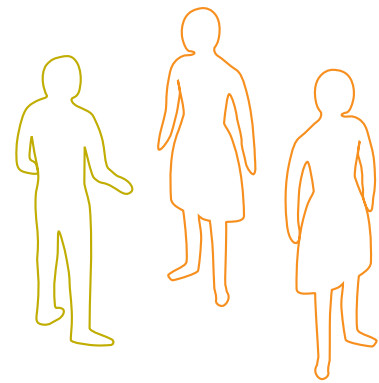
Finally, clear 'top-down' strategies need to go hand in hand with strong 'bottom-up' processes for gathering user and customer perspectives which inform the direction of travel. As one officer stressed:

'If you do nothing else listen to what your customers are telling you about what they want from their workforce. For me that is an overriding principle. The voice of users of services needs to drive the planning.'

talking point:
It's like herding cats!

'The fact is that the system that we're operating in is quite a complex one with a lot of stakeholders. Achieving a strategic vision and a set of objectives that everybody will sign up to is quite complicated. It is a bit like herding cats when you try and negotiate that with about fifteen different parties, who have all got an interest in the outcome but may have slightly different takes on what the priority needs to be. It's difficult to get everybody pulling in the same direction and there are some really difficult systemic problems that, at the moment, we don't have an easy solution to.'





strategy – action to consider

Vision and leadership. Be a 'partnership with a purpose'. Make sure that there is a clear vision in place of the destination you want to reach and that top leaders understand and are involved with the key people and workforce changes that will be important in getting there.

No hidden agendas. Be clear what you want to achieve, make sure all partners know what all other partners want to achieve, be clear about what you can and need to achieve together, the intended timescales and that there are no hidden agendas.

Make the top level-OD/HR links. Good close relationships between the key strategic managers and major organisations in the partnership and the OD/HR people are essential.

Be driven by a customer focus. A strong customer focus provides an imperative that can cut through inertia and possible barriers to change.

Take staff along with you. Use a range of strategies to gain workforce ownership, so that staff will engage in the development that is required for new partnership ways of working.

on the ground: Barnet: children's workforce initiatives

A multi-agency **children's workforce strategy group** in Barnet oversees and develops the borough's children's workforce strategy. Delphine Garr, the borough's workforce development and learning manager - children's service, says 'the group has representation from all our partners across the children's service, including the voluntary and private sectors. We meet approximately every six weeks to review progress against the action plan.' The group organises an annual multi-agency **children's workforce conference** with around 300 participants from varied service areas across the partnership.

The actual workforce strategy has been influenced by the **views of children** themselves. 'We decided we would ask the children and young people to tell us who they think are part of their children's workforce,' explains Garr. 'We devised a personal, social and health education (PSHE) and citizenship lesson plan activity for children in school years five and six. The questions focused mainly on the children's views on who is part of the children's workforce and the skills these people need to work effectively with children and young people'. Nine schools and about 450 students took part. Children's views are informing skills training plans as well as the wider strategy.

The group has been the springboard for several further initiatives. These include the borough's first ever children and young people's workforce **recruitment fair** in 2008. 'It was quite innovative to have a joint careers event,' says Delphine Garr. 'We made sure that everybody was represented. We had representation from early years, social care, youth work, police, Barnet College, Barnet hospital, the PCT, the voluntary sector and schools. We also included careers and job centre plus. The message was 'if you want to work with children and young people come to this event. You may come in wanting to be a nurse but actually you might end up going away wanting to be a social worker.'

The borough also operates a multi-agency **job shadowing** scheme to progress integrated working and understanding of different job roles and to foster good working relationships. 'People who want to learn about other jobs can shadow for a maximum of two days,' explains Garr. 'Anyone working in the children's service across the partnership is eligible. All they need to do is send a message, complete an application form and we arrange shadowing for them. The scheme includes all our partners in the PCT, hospital, universities, colleges etc.'

momentum – keep moving forward

There is a temptation to feel that progress cannot happen until all key stakeholders have been fully engaged and extensive scenario planning and gathering of data has taken place. The former can render workforce strategy initiatives vulnerable to being sidelined when partners find themselves preoccupied by their own major change, for example PCT reorganisation or the letting of a major contract with a service provider. Officers in a number of the study areas reported that progress towards integrated working or tackling shared workforce challenges had been slowed or even stalled by such circumstances:

‘The PCT were reorganised so things became very difficult. At that point, they weren’t very keen to come to meetings. It wasn’t the time to use a stick. Instead, we put time in with them, briefing them if they couldn’t come to meetings, finding out what they were doing and seeing how that could still fit with what we were doing.’

Similarly, there were instances where the development of workforce strategies became bogged down in worries about data gaps:

‘We were thinking we couldn’t move forward before realising that the important thing was to judge whether a gap was really important and simply address it as part of the next steps while still maintaining momentum on the

wider project. The other mistake was gathering so much data and feeling the need to share that with everyone instead of focusing on the end goals.’

Waiting for the ‘perfect workforce data’ invites the danger of paralysis and can overlook the need to take action to address obvious shared workforce issues. Often, partnerships don’t need to wait for a more detailed analysis of workforce data before they begin to act. Comprehensive Performance Assessment (CPA), peer reviews, user reports etc. will have already highlighted strengths and weaknesses in service delivery and can be the basis for shared priorities. Similarly, labour market and workforce data may be incomplete but, nonetheless, will still be sufficient for workforce planning, training or recruitment initiatives to get underway. It is often helpful to ‘start small’ and focus work on one locality and to build up the data that is judged necessary locally even if whole authority data is not easily available

Once the vital intelligence and clear goals are in place, identify lead champions who will promote and drive required action. It is also useful to develop a simple ‘direction of travel’ system that will highlight progress. Keep momentum going by celebrating quick wins and achievements. One officer emphasised the importance, in a partnership context, of focusing on very tangible, practical projects that could deliver quick wins:

'The group constantly engages with its partner bodies and is constantly on the go, doing real practical things. That is really important in keeping us going'.

'Don't make it over mysterious or complicated. Try and find ways that engage partners and stakeholders in getting something done that doesn't make them feel like 'oh my word another meeting I've got to go to and I don't really know what's in it for us.' Find a way of engaging people that gives them some enthusiasm and energy.'

momentum – action to consider

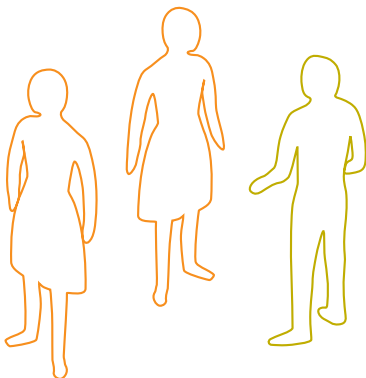
Involvement and commitment. Involve people who are committed and passionate about the opportunities you want to seize. Make sure they are people who can go back to their services and deliver.

Focus on demonstrably practical and useful actions. Know your overall goals. Don't spend too long developing an overly ambitious and complex workforce strategy. Maintain a focus on the practical steps that can take you closer to your end goals and celebrate 'wins' or steps in the right direction

Don't let a lack of data hold you back. Think really hard about the actual data that you do need, understand that there are likely to be gaps and that there may be some intelligence that you will discover further along the way. Start small and build up data as you go along and staff begin to identify what is most useful. Learn from doing things together.

Explicitly address the implications of changes for partners. Recognise that there may be big changes taking place within individual partner organisations.

Take explicit steps to understand the implications for shared workforce projects. Put in place measures to maintain progress where it is realistic, rather than adopt an 'everything must wait' approach.



on the ground: Stoke: overcoming stumbling blocks

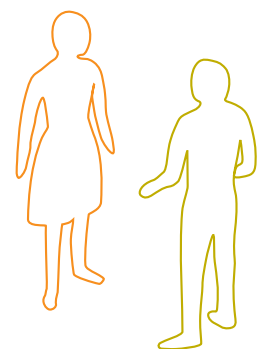
In Stoke a framework is being developed between partners to deliver an integrated workforce strategy for adult care. Tracy Kirton, Stoke City Council's learning and workforce development manager for adult social care, says the strategy has faced a number of stumbling blocks: 'We kept hitting hurdles thinking 'we haven't got this data' before being pragmatic and working with what we had and putting a system in place to get that data for next time.'

Another barrier was people's perceptions of what a strategy should look like: 'I think people were thinking an integrated workforce plan would be 'all singing, all dancing' and would include the whole of social care and the whole of health.' Kirton emphasises that there is a danger of making a strategy too wide in scope and not focusing on where it can really add value: 'Instead we identified the reality that we had already got some integration but in small pockets. We have focused on how we can move that forward into more formal integration and put that into a workforce strategy.'

The result has been to move from a draft that was over 100 pages long to something that Kirton describes as 'far simpler, far more user friendly and more customer-focused. We've realised that starting with the pockets of integration that we have, accepting that those pockets are successful in their own right and then

trying to join them all together, as a fully integrated plan, is probably a far better approach.'

Kirton also emphasises the value of exchanging experience with counterparts in other local authorities. 'When we started to meet with the other authorities in the regional showcase event, it gave us some perspective on the work that we are doing here. You can easily feel that it is not getting as far as you would like but that event made us suddenly realise that people thought a lot of the things that we are doing are really interesting and good.'



people - addressing managerial and cultural issues

The particular challenges for managers of multi-agency or integrated teams came up in many of the study areas. These challenges stemmed from a number of causes – differing pay and conditions; different professional cultures, policies, ways of working and requirements; different work patterns and the need for the manager to be adept at liaising with a variety of agencies. As one officer put it:

‘There has to be good induction, good training. A good manager (of a multi-agency) service really needs to have skills to work across agencies, work across professional boundaries and be able to pull together behind the common goal of supporting children and young people. There needs to be the organisational commitment behind them as well.’

In some cases, the special managerial requirements that spring from integrated working were unexpected:

‘It has possibly got easier but in the early days it was very, very difficult. The managers of those teams weren’t just managing health staff, they were managing local authority staff. I think that came as quite a shock for managers to be honest. Some were from a health background and some were from a local authority background. They were very much on a learning curve, learning about each other’s background.’

In a different context in another local authority, the emphasis is on partnership working rather than extensive use of integrated teams. This is raising questions about structures and, in particular, the way middle tier managers in the local authority approach their roles:

‘There is a degree of fear or at least trepidation for many of these middle managers. They see partnership working above them at the strategic level. They also see partnership working on the ground, in the sense that practitioners are rubbing along quite nicely and working well together across agencies, but I don’t think it’s joining up for them. I think their roles are being a bit threatened. Certainly their roles probably need to change more now than in some other areas.’

Whether it is joint working, integrated working or complementary working many of those interviewed emphasised the extent to which professional differences and cultures created barriers in the way of more cohesive working:

‘Even though we are all here to provide services to local people, people do get hung up about territory – a ‘we don’t do that, you do that’ attitude. I’ve been around the block a few times so I shouldn’t be greatly surprised but even now there are people who tend to be very protective of their territory.’

What is striking is that issues of cultural cohesion and division do not seem to be so apparent in more ‘green field’ operations. Youth offending teams and Sure Start

children's centres were mentioned by one interviewee as an example of successful and established multi-agency working. Another interviewee observed:

'Where it (integrated working) has been very successful is where new teams have been set up - assertive outreach teams, crisis resolution teams and the new developments in mental health. Where they've actually been set up right from scratch with absolutely no history with them at all I think they've probably succeeded with this (overcoming professional divisions) more than the community mental health teams that were already there. I think having that clean slate has worked better.'

'There needs to be a good balance between those places where people have come from and clarity about where people are going to'.

talking point: the importance of language

'It's very, very easy for a senior manager to alienate people with even just a word. For example, trust health staff will regularly talk about clinicians. But that is not a term that local authority staff would use, not a term that they would be comfortable with. For local authority staff they see that as a very medical health term. They would probably talk about practitioners.'

people – action to consider

Focus on improved outcomes for service users. Maintain a consistent focus on meeting the needs of service users to promote cohesion among staff and help people from different professional backgrounds coalesce around a common goal.

Facilitate professional development. Check that important professional identity and development is not lost in the move to integration. Ensure that support for professional identity is available for all groups of staff.

Step back and listen. Step back from your own background and profession. Really try to stand in somebody else's shoes and appreciate where they are coming from.

Use staff development to build relationships. Maximise any opportunities to get people together and build cohesion via learning and development. Provide regular culture change activities and experiences.

Use language carefully. Think about where 'legacy language' might hinder rather than promote progress. Be aware of the potential impact of language.

Celebrate success. Spread the word about examples of successful integrated working and use staff who have been involved as 'emissaries' to persuade others that 'it can work'.

Specific managerial skills. Think through the implications of integrated working for managerial recruitment, skills development and training.

‘Understand the value of the parts but be clear about the added value of the sum of the parts.’

on the ground: South West Yorkshire: addressing professional identity issues

In South West Yorkshire, strong partnership working is taking place in the delivery of adult mental health services. The South West Yorkshire Mental Health Trust has day to day responsibility as the lead organisation for the management of services which are delivered through integrated teams. Local authority social care staff are deployed into the integrated service.

The integration has raised cultural and professional identity issues. Jackie Davis, learning and development manager, South West Yorkshire Mental Health Trust, observes: ‘We were very health dominated and I think that’s changed quite dramatically over the years. Teams began to look very different. Their workforce development needs and learning and development needs started to interface and started to overlap. A lot of the staff felt that was very, very positive in lots of ways but they also felt that they’d lost what they saw as their professional identity.’

The ‘loss of identity’ has been felt by nursing staff and social work staff alike. One of the responses has been the initiation of forums for the individual professions. On the social care side, this has taken the form of a social care council. Meetings are quarterly, open to all social care staff and the first one was held in January 2008. Linda Webster, Wakefield Council’s human resources adviser (mental

health), says: ‘The social care council is where they collectively can share concerns, share information, celebrate success and share good practice.’

‘It is important that the social care council is profession driven. It is not there to duplicate line management and HR mechanisms but to focus on professional issues,’ says Webster. As well as the establishment of the Social Care Council, a new post has been created to provide a professional lead for social care development. ‘The post has no line management responsibility,’ says Webster, ‘enabling it to provide a professional social care lead within the service.’

Despite the cultural issues that have arisen, staff express one voice about the benefits of integrated teams. Jackie Davis recalls: ‘In a workshop, the IDeA consultant asked ‘would you go back to separate working?’ and every single person said absolutely not. Even though it’s full of challenges and it’s not been an easy journey, people would not want to go back to how it was.’

capacity – having the capacity to resource change and development

The challenge of resourcing change was identified by almost all interviewees. It was recognized that change in partnerships can need extra effort and capacity to ensure follow-up and to push ahead with initiatives. Extra short term investment is often needed in order to deliver longer-term payback. This was the case whether it was councils and partner agencies working together on shared workforce challenges or in cases where officers were seeking to address integrated working and workforce development within the council.

Comments from three interviewees in different councils highlight the overall issue:

‘The thorniest of the lot actually is resourcing. Resourcing change.’

‘We have struggled for resource in a number of areas. We’ve been very lucky in terms of the engagement of the strategic health authority locally and their workforce stakeholder board who have sponsored quite a bit of work for us one way and another and allowed us to get consultants in to do some work.’

‘The problem is that there isn’t always money devoted or put aside for workforce development in itself. So we’ve been very creative with some of our budgets. We have the CWDC fund which was pooled into the resources so we can use it jointly.’

In the partnership context, a tension between carrying out the ‘day job’ and undertaking partnership was at the front of many people’s minds, as these observations from three different interviewees show:

‘There is a real tension for everybody in setting up partnership plans and then having to go back and do the ‘day job.’ While we try and make those links as often as we can, it is still in a sense extra work - more work than we’re often resourced to do. I don’t think it’s an issue only in this area. I think it is holding a lot of people back at the minute.’

‘Dedicated resource is an issue that we are all struggling with. It’s very easy to attend meetings or groups where for the two hours that you are there you feel you could change the world but actually very few people are applied to that work in between the meetings. There has to be a realisation that some dedicated resource is needed to move the goals forward. It has now come but has been a bit slow in coming.’

‘Change needs priming to a greater extent than I’ve seen in this particular area. You have an established pattern of work and an established customer base who requires certain things of you. You have to deliver to that at the same time as effecting change and looking to bring people together in a different kind of way. You need to resource that, at least in a priming sense in order to make it more effective. That’s where the CWDC

Integrated Working/Workforce Reform grant is going to be quite helpful... having someone there who's sole job it is will be crucial.'

However, even in cases where there was dedicated capacity, it sometimes fell on the shoulders of one person with consequent strains that arose from the wide-ranging nature of the role. For example, for this part-time officer focused on integration and shared workforce issues within a single council, simultaneous strategic and operational demands sometimes conflicted:

'One thing that would have really helped would have been to have a team of people around me who could take the lead on some of the projects that I still find myself heavily involved in. For example, people to do the change facilitation, people to do the careful work of joining up training plans. Being able to operate strategically and operationally is quite a challenge for a single post-holder.'

talking point: avoiding dependence on individuals

'Commitment from individual personalities can have a very, very positive effect on how you actually approach working in partnership. So that is really helpful but it can also be detrimental unless you've got systems and processes in place to embed that partnership working and make it sustainable. Otherwise, if those individuals are no longer around, it can have a negative effect on the partnership working.'

capacity – action to consider

Set realistic priorities. Recognise that there is a limit to what can be added to the 'day job' - set timescales and prioritise accordingly.

Identify resources. Be realistic about what capacity and resource is needed to address shared agency agendas and identify where that is going to come from.

Understand the tasks needed. Be clear about the different tasks that are needed at different levels and identify the most sustainable way to accomplish them.

Identify the cost-benefit. Working out the cost-benefit of particular initiatives should help agencies address resourcing issues in an appropriate way and, where appropriate, secure extra resources.

on the ground:
Walsall: embedding strategy and getting all streams up to speed

In Walsall an integrated workforce development group has been responsible for the development of a children's workforce strategy covering education, the local authority and health. 'We've got quite a strong strategic partnership context in terms of our local strategic partnership (LSP) and, in terms of children, through the children's executive group,' says Mark Freathy, Walsall Council's human resources strategy services manager.

The group has successfully agreed a strategy covering five themes - recruitment and retention, core and transferable skills, workforce reform, communications and engagement and workforce planning. Freathy is the first to admit, however, that 'some of those streams have moved forward faster than others. Certainly, though, in terms of recruitment and retention our major focus was on safer recruitment and that's come a very long way.'

Jane Bayliss, assistant director workforce at Walsall PCT, says the strategy is 'now at the stage of being embedded much more robustly in partner organisations. We've gone from huge enthusiasm but perhaps not much dissemination, an ambitious target in terms of what we want to achieve, through to making it real and embedding it across the partner organisations.'

One of the priorities will be to streamline training provision. Mark Freathy observes: 'We believe there is a great deal of duplication and waste out there. For example, we are running many separate courses in different parts of the partnership that are all doing broadly the same thing. We could do those more efficiently and make better use of our resources.'

This is likely to change. Resourcing somebody to do the legwork has been a problem but, during 2008, the workforce development group has been able to conduct a scoping study of current training provision. This has completed a necessary first step towards aligning training more closely to the competences that are needed and eliminating duplication across agencies.

alignment - building systems that foster partnership working

Where staff are attempting to work in partnership, a key barrier for staff is the systems around them in their respective council and partner organisations. These often appear to be rigid and not modified in any way to fit with the needs of integrated or joined up working.

One local authority interviewee described trying to achieve integrated working against a non-joined up background as 'a long tortuous process' and that much work needed to be done by partner organisations to 'simplify and streamline policies and procedures':

'We are separately performance managed from the local authority and the trust. We're constantly asked for key performance information to meet performance targets and we're often being asked twice. There are different departments asking us for the same things really. Operationally, especially for senior managers and general managers, that has been very difficult. They have to go to their team managers saying we need this information for health and we need this information for the local authority.'

Another manager cites the example of services for children with disabilities in his locality where the multi-agency service has to contend with four different performance frameworks and four different sets of terms and conditions as well as cultural differences.

There is a feeling that people are getting on with partnership, multi-agency and integrated working in spite of the systems around them. Their 'home agency' systems are making the process a far lengthier and cumbersome effort than it need be. A health organisation interviewee in a different study area summed it up:

'The other barrier is that, in terms of resources, everybody is funded from different pots of money, which have different targets and so on attached to it. Potentially that has a negative effect on working together although, if you've got the drive and commitment that exists here, we overcome those issues. We don't see them as insurmountable barriers but they nevertheless are issues that can perhaps prevent full integration as early as we would like.'

The failure to adapt policies and procedures to fit integrated working is not just felt at the managerial and reporting level but has a direct impact on staff in integrated teams:

'We have separate terms and conditions. We have separate induction for new starters - a very separate trust induction and a very separate local authority induction. In some ways that's needed but it does separate and split people off right from the start. Even things like agreement on a supervision policy - it's not happened yet.'

These views are echoed elsewhere. Another manager, responsible for multi-agency working, highlighted a whole series of uncertainties that hindered a simple

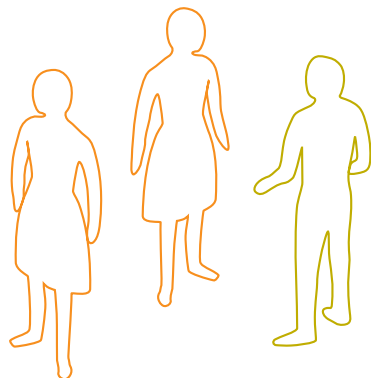
'I can only describe it as a hybrid state. I've constantly felt like a hybrid really. I think that's the best way to describe it.'

action such as seconding a member of staff into a multi-agency team:

'Who's going to pay for them? What about their pension? Are they being 'TUPEd' or is it just a secondment? If it's just a secondment it needs to be a time limited secondment, how do you fund that?'

A key issue that needs to be considered as part of developing an integrated workforce strategy is how to address different terms and conditions for staff working side by side. As one interviewee observes:

'There are big issues around what it's like doing a broadly similar job to somebody who is employed by another agency and who gets paid differently and who gets better leave, or worse leave conditions, than the other person. I think those things are being parked by most people nationally at the moment as too difficult.'



alignment – action to consider

Review policies and procedures. Don't assume that policies and procedures that work for single agencies will be 'fit for purpose' when it comes to multi-agency or integrated working.

Don't fall between stools. Developing integrated working while still retaining multi-agency policies and procedures can end up placing extra burdens on the staff involved, putting barriers in the way of efficiency and diluting opportunities for true integrated working.

Build on success. Use examples of successful integrated teams in other services as models for developing new integrated teams.

Adapt reporting mechanisms. Review the performance measures and other reporting information that each partner agency needs and streamline as far as possible.

Work around the terms and conditions issues. Find ways to work around any significant differences in terms and conditions to minimise any impact on workforce cohesion as far as possible.

inclusive partnerships – linking effectively across different sectors

In most of our study areas the health service was the major partner. In several of the areas, voluntary and private sector organisations were also involved in partnership workforce activities. The private sector and the third sector tend to be much more diverse and fragmented than the statutory sector. It was felt this presented challenges for partnership working. As one of the people in a study area put it:

‘I would say the private, voluntary and independent sectors are still out in the cold at the moment as far as our development of workforce strategy is concerned. It really is a question of who speaks for who when you’ve got something like 90 or more, maybe into three figures, charities, independent bodies and so on.’

As well as the challenge of fragmentation, there were worries expressed about the capacity of the third sector but also recognition that there is, sometimes, a gap in understanding between the statutory and the voluntary sectors. One local authority interviewee in the Midlands commented:

‘We struggled to engage the third sector. I sense the local voluntary sector is relatively under developed. Expectations of them are rising both locally and nationally. I think, but I am not sure, that they are ready to deliver. There is also a mismatch between what

they want to do and what we need them to do at the moment. I’m not sure whose side of the fence the gap is on. It might be that we’ve got it wrong to a certain extent. They are delivering what they see locally and I think there’s some learning for us to do in terms of our strategies and how the voluntary sector influences our decisions because they are not engaged yet.’

There is a general aspiration to bring together the things that the local authority and the third sector do best. Many people believe that third sector organisations can be more effective than statutory agencies in reaching and representing specific groups in the community. As one third sector interviewee pointed out:

‘The third sector can make sure that services reach those most vulnerable to exclusion, the hardest to reach and those who are resistant to engagement. Without us, I think councils would struggle to have the impact on those most needy.’

However, there is a feeling from council and third sector interviewees alike that this strength is not always tapped fully. There is a tension between third sector organisations having to fit in with local authority devised frameworks and, in so doing, diluting the difference and strength that they can add to a partnership. The same third sector interviewee observed:

'I think the difficulty is the council understanding of what the sector is. For instance, they'll pull up facts about the number of people who've attended a course and the voluntary sector will only have a couple of people. I have to remind them that most of the organisations, 90% of voluntary organisations working with children, are small part-time voluntary run organisations who don't have the capacity or the time to come along to training courses. One of the things we have suggested is that part of the core competencies should be for statutory services to understand the voluntary sector and what makes for successful working with voluntary sector partners.'

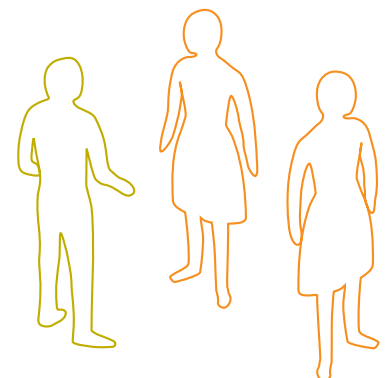
Another third sector interviewee highlighted the fact that many voluntary organisations are financially dependent on the council:

'On the one hand we are working as quite close partners with the council on some things and yet, on the other hand, we have a lot of uncertainties around the future funding of our services. Some voluntary sector organisations, of course, only see themselves as providers and are seeking that commercial relationship. Others, like us, are both partners and providers.'

This places even greater importance on councils and third sector organisations understanding their complementary and different roles as well as third sector organisations being driven strongly by their user or member needs. Where this works well, it can produce innovative initiatives.

In Barnet, people with learning disabilities are delivering training to council staff. Ray Booth, chief executive of Barnet Mencap, says:

'It is called disability equity training but really it is disability awareness training. We've done it for a fair few staff across the borough. It is very useful for people who only come across people with learning disabilities as a very small part of their job. I think it sticks in their minds more because it has come from people with learning disabilities. We're also doing something similar but this time involving family carers.'



talking point: workforce qualifications and diversity

'We're in danger of going over the top in the emphasis on qualifications and, for some jobs, even graduate qualifications. For local mums on the ground who are delivering terrific childcare services with not even an 'O' level between them this is very difficult. It's about class, it's about expectations, it's about valuing peoples experience. I don't think that the workforce development machine has taken that into account. Our Black Afro Caribbean kids are doing really, really poorly as are Somali kids. You've got to have a look at that knock-on effect. If they aren't doing very well at GCSE level they're probably not going to get those graduate qualifications which will qualify them to join the children's workforce and provide the culturally diverse and balanced workforce we need.'



inclusive partnerships – action to consider

Use difference as a strength. Mutual understanding of the different strengths and roles of different partners is key to maximising the added value of working in partnership. Remember that the third sector often has the best knowledge about local needs and wants.

Decide the best interface. The fragmentation of both the private and third sectors means that you need to consider carefully the best points of liaison in your locality. Some voluntary service networks, for example, will be stronger, more cohesive and more representative than others.

Avoid 'one size fits all' approaches. Remember that what works for the council may be far from appropriate for other partners, particularly in the voluntary sector which is characterised by its diversity.

Keep different hats on different pegs. Recognise and be clear about different aspects of a relationship – partner, provider, funder etc. – and delineate accordingly.

Make it an equal partnership. Be aware that equal participation comes down to practical things – Who drives the agenda? Whose territory are you on? Also get the supporting infrastructure sorted – for example, the council intranet might be ok for the council's workforce strategy but it may not be an equally accessible hub for partnership workforce initiatives.

on the ground: Barnet: third sector participation in an adult social care partnership

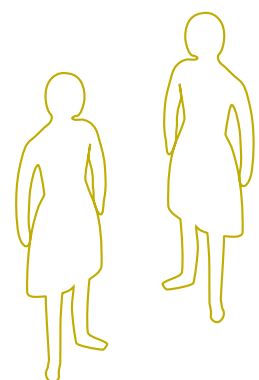
Ray Booth is chief executive of Barnet Mencap and also chairs the Barnet Voluntary Service Council's (BVSC) learning disability network which plays an important role in representing the third sector in the borough on the learning disability partnership board. He observes that getting the partnership working effectively required capacity and good procedural working on both sides.

'Simple things matter,' says Booth. 'The partnership board is well chaired which makes a big difference. You must know what it's like when you sit in meetings for hours and no one's quite sure what if anything was decided. Decisions are clear at the partnership board, they are properly recorded, we have a fairly simple plan of what we want to do and a lot of the development work is structured around sub groups.' He also points out that the partnership is now much wider and includes users: 'The joint planning groups they used to have really just brought together the health services and social services. We've broadened that out much more now to give people with learning disabilities more of a say.'

'The voluntary sector is working together a lot more than it did,' says Booth. 'We've got our own network meetings and we're able to really think, as a whole sector, about what the partnership board is doing. Not everybody, of course goes to

partnership board so the BVSC has to be effective at providing an interface to the whole sector. I think the existence of the partnership board has probably sharpened up the involvement of the sector.'

The effectiveness of local third sector 'network organisations' varies from locality to locality. Ray Jones says the BVSC has been particularly active: 'Capacity building in the local third sector has taken place, facilitated by the BVSC in conjunction with Futurebuilders and others. The BVSC provides a lot of practical help. At Barnet Mencap, we've had a lot of input from them in the last year or two on big national trends around things like consortium working and partnerships.'



3. conclusions and recommendations

An integrated workforce strategy can take many forms. At its heart, it is about identifying key shared workforce challenges, setting out what sort of workforce is needed to achieve future service ambitions and objectives, whether services need to run together or alongside each other, then putting in place key actions to achieve this. It is not always necessary or desirable to aim for a strategy that is all-encompassing. Most study areas are finding it is more practical to focus on what is most achievable or has the most pay-back. Some have strategies on paper. Some confine workforce strategies to their individual organisations. Few have fully integrated comprehensive workforce strategies at a partnership level.

The six 'common themes' in the main chapter outline in detail the key issues that local authorities and their partners are encountering. Here we round up with a set of overall conclusions and consider some current realities and pragmatic recommendations for the different players at the local, regional and national levels.

getting started

There is a temptation to feel that progress cannot happen until all key stakeholders have been fully engaged and extensive scenario planning and gathering of data has taken place. This can overlook the building blocks that partnerships already have. Often, they don't need to wait for further analysis before they begin to act. CPA, peer reviews, user reports etc. will have already highlighted strengths and weaknesses in service delivery and can be the basis for shared priorities.

building trust

Sharing data and possible exposure of weaknesses to other public sector partners can be a worry for some agencies in a climate where performance is being judged all the time. This sometimes translates into a fear of taking risks or losing control. It is important for partners to develop trust and mutual understanding.

taking an emergent rather than a 'big bang' approach

Most study areas found that it was better to develop joint action on workforce issues step by step, undertaking joint initiatives one by one and learning from them. This 'emergent strategy' style sometimes reflected the fact that the local partnerships had not yet fully clarified and agreed what they wanted the service to be like in the future and so it was not always possible to decide on every aspect of the priority actions on workforce issues. An 'emergent strategy' also reflected the importance of developing trust between partnership agencies. Some authorities and their partners pointed out that it had taken some years of working together before they had embarked on formally developing an agreed joint workforce strategy.

setting the strategic context

Undoubtedly, a key success factor for workforce strategy, whether single agency, joint agency or in the context of integration, is that it takes its cue and is developed in synergy with the local authority's and their partners' top line strategy. In turn, this needs to be driven by a strong service user or local resident focus. A top-down strategic direction and bottom-up customer focus provide the context for developing a shared approach to workforce issues. A strong link with the local area agreement can help. In a joint agency context, it is important to have a partnership board to decide on and review priorities and to oversee the action, with all key partners represented. Many of the partnership areas have found it useful to hold an annual conference of all the key stakeholders (including the workforce in some study areas) to review where they have got to and discuss the priorities for the coming year.

ensuring adequate resources and time

Time is a big issue and key senior and middle managers often feel overloaded. To be successful, partnership working needs to be regarded as core business (or 'the day job') and a priority, ideally for all the partners. This can be difficult when different partners find themselves under different pressures, have different priorities and are measured by different performance management regimes.

focusing on 'what's possible'

Work towards integrated working and integrated workforce strategies is often focused on 'what is possible' rather than necessarily on what will have the biggest impact on outcomes. In the study areas, small steps rather than big leaps appear to be the order of the day. In many ways, this is a practical and logical approach. Nonetheless, more might be achieved more quickly with a stronger and more focussed strategic context.

going beyond individuals' contributions

The commitment of key individuals to partnership working, personalities and abilities appears to play an important part in their success. The chemistry of relationships can become a crucial determinant of progress. Partnerships need to build structures, commitments and processes that outlast individuals' particular contributions.

being passionate and determined

Partnerships should not attempt to integrate services unless they are determined to succeed and passionately convinced about the benefits integration will achieve. There is a lot of pressure to integrate services but it requires huge effort to fully achieve and may not always be the best choice. Some localities are moving in different directions, informed by their local experience.

It is also important to recognise that there are many different models for integrated/joined up workforce strategies. For example, Sandwell Council has joined up with health to plan what home care service was needed to reduce health service costs. The new service involves some workforce remodelling, funded by health, but delivery of the new service is by the council.

following through

Leaders need to set clear objectives, priorities, performance measures and outcomes. They need to follow through and monitor that actions have been carried out and have achieved the desired outcomes. OD and HR practitioners and others play a vital role in managing and implementing integrated workforce strategy, to achieve the objectives set by leaders.

recommendations for action

The emerging learning from the study areas, as well as wider local experiences, shows that strategic leadership is a key influence on the success or otherwise of integrated working. The reasons and imperatives for partnership or integrated working must be understood and bought into by all parties. In turn, all parties need to be clear about the implications for resources and priorities. We look below at the top-line implications for those at the local, regional and national levels.

local authorities and their partners

- leadership and vision – take time to establish a genuinely shared and owned strategic context
- resources and commitment – think through the implications for developing and implementing an integrated workforce strategy while maintaining business as usual. Something may have to give and priorities need to be thrashed out
- rewards – look for ways of incentivising partnership working as a priority as part of the performance management framework. Avoid creating an environment where it seems like a less important add on to the day job
- celebrate the success of integrated workforce initiatives and use them to persuade others about the benefits

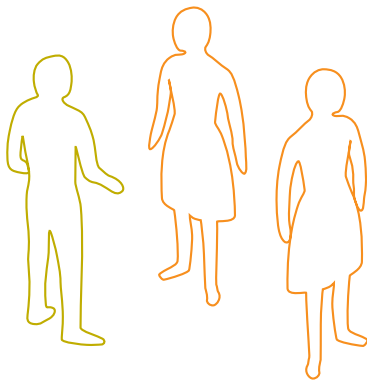
- alignment - review policies, procedures and performance measures and ensure that these are aligned with multi-agency or integrated working. Don't saddle a multi-agency team with a plethora and duplication of procedures and targets
- be pragmatic – focus on the building blocks that partnerships already have in place.

regional improvement and efficiency partnerships and other regional bodies

- support Local Strategic Partnerships in identifying and addressing the shared workforce challenges in their local areas
- offer showcases for successful work, learning exchange opportunities and joined up support for integrated workforce strategies
- take a partnership approach regionally and sub-regionally to shared workforce challenges e.g. leadership development, recruitment issues.

government departments and other bodies leading nationally on workforce issues

- provide a clear national context, joining up and simplifying national initiatives
- put more emphasis on the development of a shared culture for integrated working and integrated workforce strategies across all agencies
- promote research into successful culture change
- allow sufficient time for major cultural changes to bed in, following through and reinforcing existing national initiatives rather than starting new ones
- where integrated working is vital, ensure that all the partner organisations are operating within the same performance management framework.



appendix one:

what do we mean by integrated workforce strategies and how can they benefit councils and their partners?

We use the term ‘integrated workforce strategies’ to describe the planning and actions that are needed to align workforces in different organisations so that improvement in services can be achieved. Integrating workforce strategies should help to improve outcomes for service users and to achieve efficiency savings. Developing and implementing an integrated workforce strategy can support a range of different sorts of partnership working, such as:

1. Improvement in individual service areas – where the delivery of good outcomes in an individual service area is dependent on the contribution of another agency, e.g. special education needs service in a local authority may need to integrate with services from the health service for elements of service delivery.
2. Improvements in service or policy areas where partnership working can achieve better outcomes – in particular where there are explicit strategies between agencies to tackle cross-cutting issues, e.g. with Local Area Agreement targets such as reducing the incidence of teenage pregnancies and tackling worklessness.
3. Meeting public needs / customer satisfaction – where the fulfilment of customer needs and the achievement of customer satisfaction require effective working between agencies, e.g. learning difficulty or parent and baby services.
4. Delivering efficiency – where there is overlap and duplication of effort between different organisations, e.g. benefits services, or where individual agencies can benefit from shared approaches to workforce challenges,

e.g. shared training, recruitment initiatives.

In some instances, managerial or operational responses to the key drivers listed above will not require actual integration of workforce strategies. However, integrating workforce strategies may be relevant in cases where successful joint working requires changes in individual organisational behaviour that would not occur if the individual agencies concerned continued to pursue separate workforce strategies. The actual form and extent of integration will vary according to the circumstances.

Integrated workforce strategies can take a variety of forms to help to underpin and deliver successful outcomes. In some cases, they may take the form of shared strategies to address common workforce challenges such as recruitment or training. In other cases, they may run deeper, moving beyond training to deliver more profound cultural or behavioural change in ways of working both within and across agencies. In other instances, agencies may consider that a structural reform is needed with the establishment of merged or new entities.

Both integrated working and integrated workforce strategies, will be greatly boosted when five building blocks are in place – a shared vision between agencies; shared goals; individual agency commitment and resources; effective leadership and clear ways of managing and monitoring progress (see ‘the integration map’ graphic). This wider context is all-important and, in its absence, initiatives to promote more integrated working and integrated workforce strategies, while possible, are likely to be more difficult to achieve.

individual service/issue goals

such as: • children's services • health • transport
• social care • youth justice • police • leisure

- do different agencies recognise the part they can play in helping each other?

shared service/issue goals

such as • local area agreement priorities
reductions in:

- 16-18 yr olds not in education, training and employment
- alcohol related hospital admissions
- childhood obesity
- crime rate
- per capita CO2 emissions
- teenage pregnancies

public needs / customer satisfaction goals

such as: • one stop advice and advice
• one process for all agencies: benefits assessment • fast response times

delivering efficiency

such as • where there is overlap or duplication

successful cross-agency outcomes – building blocks

- Is there a shared vision between all the relevant agencies? • Are goals shared and is there sufficient ownership of goals?
- Is there sufficient commitment and resources from individual agencies? • Is sufficient leadership being given? • Are there clear ways of managing and monitoring progress?

where should an integrated workforce strategy be put in place?

Are the individual ways of working of each agency sufficient to remove barriers / deliver solutions?

– if so, improvement may be possible within individual agency workforce strategies

OR

Is there a need for a more concerted and shared approach to delivering improvement?

– if so, consider the benefits of integrating workforce strategies. Scope so as clear focus on areas where there are key shared or overlapping goals or potential competition (e.g. in recruitment or in workforce equality targets)

content of integrated workforce strategies

The exact content and scope of an integrated workforce strategy will vary according to the individual context but such integration might include:

- measures to strengthen inter-agency and multi-agency work • leadership and management development • recruitment into the workforce • retention and career progression • remodelling the workforce or new ways of working
- the creation of different delivery entities • multi-agency training and continual professional development • harmonisation or other adjustment to terms and conditions of service

key questions

1. What kind of integrated working is needed?

- merged entities?
- new joint entities?
- formal partnerships?
- co-ordinated working between separate entities?
- different ways of working?

2. Are the underlying building blocks (see above) in place or do they need to be developed?

- management and organisational structures
- terms and conditions
- workforce cultures
- skill development

3. What are the implications of such working?

appendix two: a review of the project study areas

The project study areas include a variety of multi-agency working and workforce strategy initiatives in a variety of contexts. In some cases partners are employing fully integrated teams to deliver services. In other cases, there is joint working that is not fully integrated. Finally, there are instances of separate but complementary working. Some councils are focusing on integration first and foremost within the council itself while others are developing a strong multi-agency focus. The study areas are not intended to be representative of councils either leading the way in integrating their workforce strategies or lagging behind. Instead, together, they comprise a cross-section of mainstream local experience.

Many of the study areas focus on shared approaches to learning and development. **Barnet** Council, for example, has developed a Common Core training programme in conjunction with Barnet College and Middlesex University. The training is accredited by, Middlesex University. The overall aim is to improve service outcomes for children, young people and families by promoting a shared approach to workforce development across the services and agencies. Additionally, the programme is aimed at embedding integrated working arrangements in Barnet, including meeting the Children's Workforce Development Council's induction standards and the Department for Children, Schools and Families' Common Core of Skills and Knowledge. The training is available free of charge across all sectors, including the private and

third sector. The programme is available at certificate level, delivered in partnership with Barnet College, and at graduate level, delivered by Middlesex University.

A significant number of staff have participated in the programme. The impact of the training in improving service delivery has recently been evaluated. A range of positive outcomes have been identified in relation to ways in which participants' skills, knowledge and work practices have changed. A significant proportion of participants, and their managers, feel that they now have a clearer understanding of roles and responsibilities across the sectors. Key outcomes include increased awareness of the importance of good lines of communication and specific routes to follow in relation to safeguarding. Participants feel their communication skills have been enhanced and they have greater confidence in dealing with parents and giving time to individual children.

Barnet also has an ambitious adult social care programme to implement personalised care, choice and independence. A key national driver is last year's landmark publication *Putting People First* which sets out a shared vision between central and local government to guide the transformation of social care. This year Barnet has been strengthening partnership working. Barnet recognises that workforce transformation is integral to the personalisation agenda and is the responsibility of many different employers, leaders and managers. A lot of people have a stake in getting this right – especially those people using the

services. Barnet has set up an overarching Adult Strategy Group to help integrate the work of the various partnership boards for its care service areas. Moving beyond an HR-driven approach to being strategically-driven, engaging all partners, agreeing priorities, and action to deliver the partnership's ambitions are key actions at this stage. The partnership has identified workforce interventions needed to deliver its priorities, and has recommended that high profile champions drive required action. Building on the joint training programme delivered over the last three years, Barnet now also wants to introduce an annual conference for all partners. A key function of the conference would be to engage all partners in workforce development activity – evaluating past activity and prioritising action for the following year. A shared 'direction of travel' system has been designed to ensure that action is strategically agreed, driven and implemented across the partnership.

In **Walsall**, local multi-agency Children's Area Partnerships (CAPS) are being established in a phased programme, challenging staff to develop better ways of working together. Children's Centres are key hubs for the development of integrated working. They also take a lead in recruiting unqualified staff from the local area into the children's workforce and providing them with appropriate NVQ training.

The common assessment framework (CAF), has been introduced across the whole authority and is changing the way frontline staff work together to support

vulnerable children and families. Staff in all agencies including health, social care, education and the third sector, have developed confidence in each others' judgements and innovative use is made of electronic record keeping to help staff to share information and work more effectively. CAF has been rolled out across the whole of Walsall since June 2007, with over 700 people from five workforce sectors attending training.

The **Walsall** Children's Workforce Development Strategy was published in November 2007. A workforce development group with representatives of children's services, health, the council HR service and SERCO, which provides the education support service in Walsall, has overseen the delivery of the strategy to date. The strategy has five key strands, which were identified through a 'visioning' event held for all key partners in June 2007:

1. Workforce mapping and planning
2. The development of core and transferable skills
3. Recruitment and retention
4. Remodelling and new ways of working
5. Communication and engagement

Strand 1 aims to ensure that key data about all partners workforces is shared so that joint or integrated planning has a firm basis. The council HR team is gathering information about the voluntary sector workforce and the partners are looking at how payroll systems can be used to record

and track information about training completed as well as qualifications.

Under strand 2, consultants have been commissioned to audit all training courses used by the partners to identify overlap in content and to analyse where core skills are covered in present training activities. The evidence so far shows that there are significant gaps in the coverage of some core skills. The aim of this work is to eventually achieve one training offer for all partners, with core skills appropriately embedded. Strand 4 is focused on the development of the Children's Area Partnerships (CAPs) and how the development of these partnerships is leading to more integrated working. Consultants have been commissioned to explore ways of best supporting the CAPs in workforce planning and workforce integration, using the CWDC One Workforce tool and the Skills for Health – Healthcare Workforce Portal Six Step model for workforce planning. Work is ongoing to develop a local customised workforce minimum data set, using the national data set as a starting point.

In **Wakefield**, parts of the health service and local authority social care staff in adult mental health services have an integrated management structure. The South West Yorkshire Mental Health Trust (SWYMHT) takes the lead for integrated teams and Wakefield Metropolitan District Council and SWYMHT have deployed their staff into the integrated service. The organisations have worked together since 2002 and the partnership has developed from initial co-location of services in

multidisciplinary teams to now where the trust is the lead organisation for the day to day management of services.

The trust, which has three local authority partners, has adopted a model for workforce design and development and developed a workforce plan up to 2013. The initiatives it has developed with Wakefield during the period of the partnership working have included a jointly funded joint learning unit and the social care council.

Whilst there were forums for professional staff in the health service no forum existed for social care staff. In order that social care staff can maintain links of a professional nature with social care managers and colleagues in the local authority, a social care council has recently been set up to provide a forum for social care staff to discuss and share social care issues. The forum enables social care staff to contribute to social care service development in adult services and make recommendations on social care professional practice and issues. It also provides an opportunity for staff to respond to legislation and guidance from other agencies.

In **Calderdale**, a newly seconded workforce strategy manager embarked on a significant workforce survey in order to establish the issues that Calderdale Council needs to address in its workforce strategy. Through one-to-one interviews with more than 20 heads of service and nominated principal officers, the process has enriched the information and insights available,

informed prioritisation and promoted buy-in. An audit tool was designed for the initiative, ensuring discussion was focussed around the key themes of:

- recruitment gaps and pressure points
- current workforce skills levels
- future skills set requirements attached to changing roles
- scope for further integrated working
- scope for locality working
- the range of current learning and development activity within each service area.

The two areas which led to the most interesting discussion and which were most useful for future scoping were the 'locality' and 'further integrated working' themes. The authority identified skills gaps in key areas as well as recruitment and pay and conditions issues. Other issues included the need for improved career progression routes and supply shortages for some skilled professional groups. The authority is now able to produce an action plan based on a thorough understanding of need which takes into account ways in which the workforce will need to develop over the next few years to meet the Every Child Matters agenda.

The survey and its preparation has also uncovered a number of successful and small-scale initiatives where managers or teams are addressing workforce issues as they lead integration within their service areas. These include the reduction in professional barriers within

specialist Special Educational Needs (SEN) services such as the appointment of a health professional to the management of a teaching group (and vice-versa) and, within the early years team, the integration of training for the third and private sectors with that for schools. The children's services management team has brought together the council's training and development functions for children's services within a central team. This will avoid overlaps, improve coherence of messages and enable investments in automation at a level which will be economic. The council is now leading discussion of integrated workforce strategy across the partners involved in the Children's Trust, including the local primary care trust and the voluntary and community sector.

In **Stoke** a framework has been developed to deliver an integrated workforce strategy for adult care which can incorporate all partners, including: community services, health, housing, third and private sector. This framework is continually being improved to meet the needs of the personalisation agenda.

The project focused on key existing work, including the integrated community support team's working practice. An integrated team has been formed from across key services, co-located under one manager. The focus of the team's work is on prevention and providing low level support to people in their own homes, to address issues before they become a higher level problem.

Developments in Dignity in Care have resulted in a comprehensive training strategy and a self assessment toolkit for all providers. Stoke Adult Social Care Service have developed a Skills Pathway for all job roles which brings together their Workforce Development Plan and plethora of training strategies in to a comprehensive document for their staff to utilise in their own personal development. Within this they are offering 'It's My Life' training in core competencies across four theme areas. This clearly branded training strategy puts customers at the very heart of care, helps to support the ethos of ensuring dignity is provided to all customers and provides an outcome based training strategy in support of personalisation. Through its sub-regional partnership it intends to expand this work into providers in the private and third sectors, to encourage staff at all levels to improve their skills. Through its contracting team it will utilise the self assessment tool as a measurement of performance and to ensure the same level of service is provided by all. The Skills Pathway also ensures that staff receive strategically planned development opportunities from training strategies such as Dementia; Adult Safeguarding; MCA and DOLs; and Leadership and Management. These strategies have been developed with the intention that they are utilised across the entire sector and Stoke Adult Social Care services are working to integrate these with its partners.

A further area of work has been the development of an inter-agency approach to health awareness. Stoke have worked with Health Promotion workers and charitable organisations to organise the delivery of almost 1000 training places to a variety of staff such as social workers, housing staff, sports and leisure workers, health workers and care assistants, to enable them to identify issues arising from obesity, smoking cessation and mental health wellbeing and take appropriate action.

In **Sandwell**, a personalisation strategy was developed in Spring 2008 to support the re-configuration of staff into functional teams. As part of this a programme of culture change activities started in summer 2008 and are continuing into 2009. The project focused initially on the development of a culture change strategy for middle managers to help them to fully embrace the personalisation agenda in adult services.

The project assisted **Sandwell** by: identifying best practice in other areas, testing levels of understanding about personalisation, helping to identify barriers, gathering views on how the personalisation agenda might best be addressed locally, as well as assisting in feeding back learning.

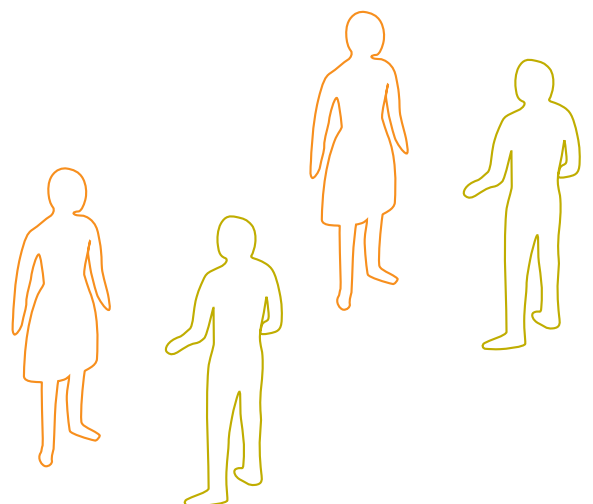
Other key existing areas of work included a 'working towards 2010' project, which is based on a partnership comprising all the PCT (Primary Care Trust) and Healthcare Trusts in Sandwell and Birmingham, as well as a range of education providers,

including the University of Birmingham. The programme aims to improve physical, mental and social well-being, recording improvements in a number of key areas including:

- increase in rates of screening uptake
- increase in number of patients on GP actively managed disease registers
- increase in number of patients supported to remain living at home.

The project involves partners in sharing workforce information, adopting a common workforce planning model and engaging with Higher Education Institutions (HEI) and other education providers for social care.

The introduction of three integrated specialist services to replace the traditional home support care service is another development which was studied. Three teams developed by Adult Social Care with significant input from the PCT, focused on developing a fast response service, a short term assessment service, and a service for older people with mental health needs respectively.



appendix three: relevant Local Government Workforce Survey 2008 results

The Local Government Workforce Survey 2008 asked authorities about workforce activities with outsourced services and partners (for the full Survey see: <http://www.lga.gov.uk/lga/core/page.do?pagelid=1095305>).

Of those authorities with outsourced services, 10% have identified the most critical workforce issues and put a programme of action in place to address these issues for all outsourced services and 42% for some. 5% have integrated workforce planning into the service planning process for all outsourced services (table 1).

Two-thirds (66%) of those authorities with a programme of action in place for outsourced services felt it had been effective. 88% felt it would be effective in the future.

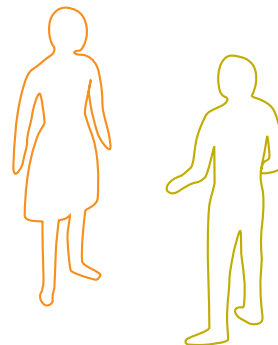


table 1:

Please indicate how the following two statements relate to your authority's outsourced services:

	outsourced services			
	yes, for all services	yes, for some services	no, for no services	base
The most critical current & future workforce issues have been identified & a programme of action been put in place to address these	10%	42%	48%	73
Workforce planning has been integrated into service planning process	5%	45%	50%	76

base: all authorities with outsourced services

7% of authorities working with partners report that they have identified the most critical workforce issues and put a programme of action in place to address these issues across all partnership activities; and 50% have done this for some activities. 5% report that they have integrated workforce planning into all partnership service planning; and 51% have done this in some service areas (Table 4).

2% of upper/single tier authorities working with partners report that they have identified the most critical workforce issues and put a programme of action in place to address these issues across all partnership activities and 78% have done this for some activities. This proportion for shire districts

is higher across all partnership activities (12%) but significantly lower for some activities (29%).

3% of upper/single tier authorities working with partners report that they have integrated workforce planning into all partnership service planning and 81% have done this in some areas. Again this proportion for shire districts is higher across all partnership activities (7%) but significantly lower for some activities (28%).

57% of those authorities with a programme of action in place to address workforce issues with their partners felt it had been effective; this rose to 80% that felt it would be effective in the future.

table 2:

Please indicate how the following two statements relate to your authority's activities with partners:

	activities with partners			
	yes, for all activities	yes, for some activities	no, for no activities	base
The most critical current and future workforce issues have been identified and a programme of action been put in place to address these	7%	50%	20%	148
Workforce planning has been integrated into service planning process	5%	51%	22%	148

base: all authorities that run activities with partners

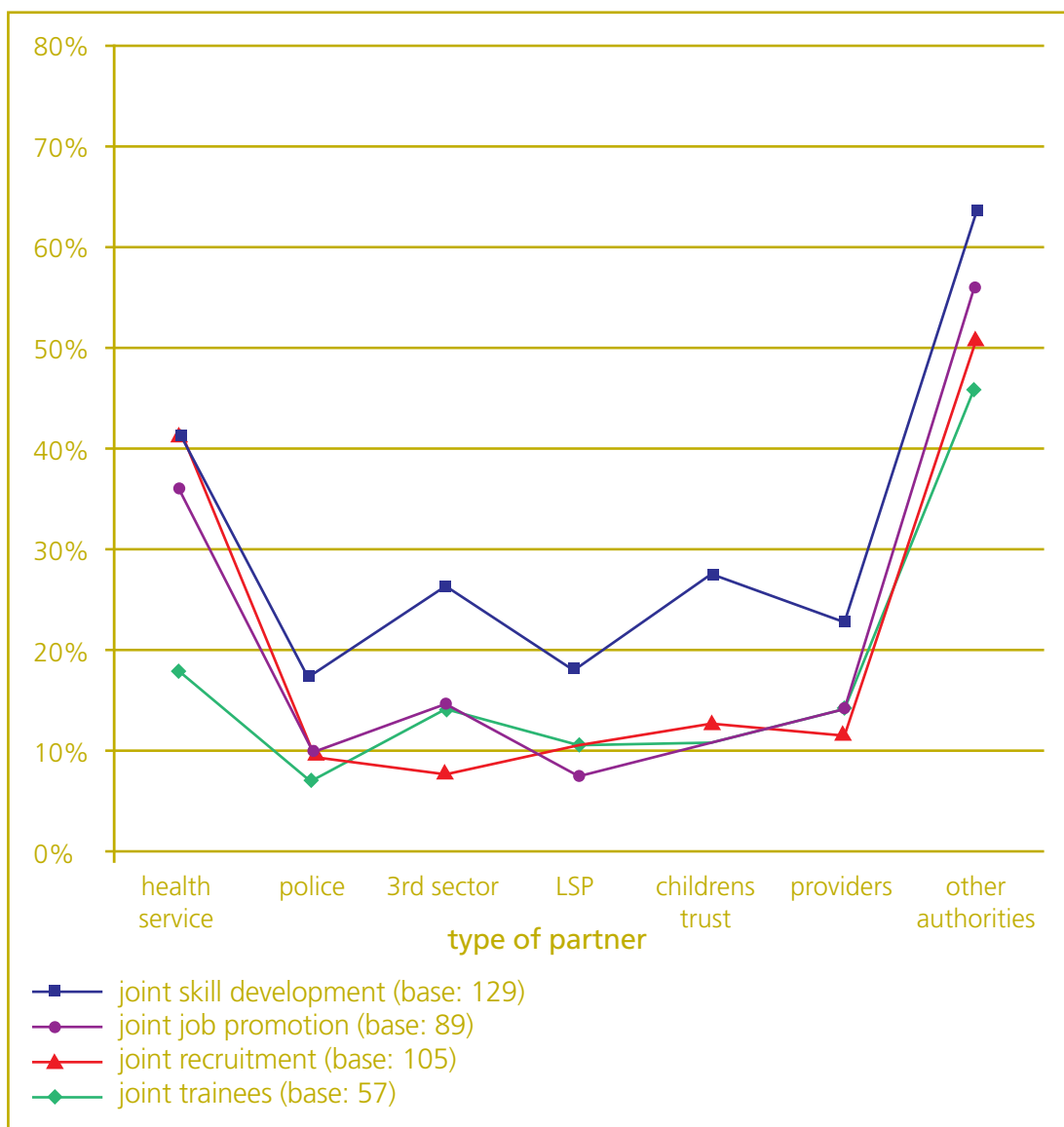
The majority of authorities (62%) reported that they have undertaken workforce activities with their outsourced providers, local partners and other authorities.

Figure 1 shows that joint skill development was the activity most likely to be run with partners (129 authorities); most frequently other authorities (61%) and the health service (40%). Joint recruitment has been undertaken by 105 authorities, again most frequently with other authorities (49%) and the health service (40%). Joint trainees was the activity least likely to be undertaken with partners (57 authorities).

Other authorities and the health service were the most common partners for all of the workforce activities surveyed. However, for upper/single tier authorities, partnership with the health service was more common than with other authorities. For example, 75% ran joint skill development with the health service compared to just 46% with other authorities.

figure 1:

What type of workforce activities are being run with your outsourced providers, or local partners or other authorities? England



note: each activity within the chart has a different base. This must be considered when making direct comparisons between the activities.

base: number of authorities running each workforce activity (see legend)

Figure 2 shows that in upper/single tier authorities joint skill development was the activity most likely to be run with partners (69 authorities); most frequently the health service (75% of upper/single tier authorities). However, a significant proportion of authorities also ran joint skill development with the children's trust (49%), other authorities (46%) and the third sector (43%). Joint recruitment (69%) and joint job promotion (64%) were also frequently undertaken with the health service.

Figure 3 shows that in shire districts joint skill development was again the activity most likely to be run with partners (64 authorities). Shire districts were most likely to be in partnership with other authorities for all activities; joint skill development (77% of shire districts), joint recruitment (70%), joint job promotion (67%) and joint trainees (54%).

A comparison of Figures 2 and 3 reveals that upper/single tier authorities are much more likely than shire districts to be engaged in the workforce activities listed with outsourced providers and local partners. In addition, upper/single tier authorities were more likely to have undertaken workforce activities with the health service whereas shire district were more likely to work in conjunction with other authorities.

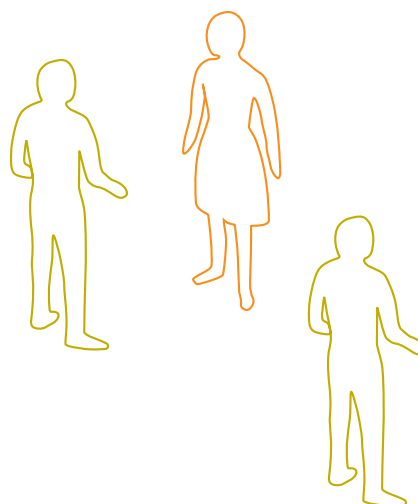
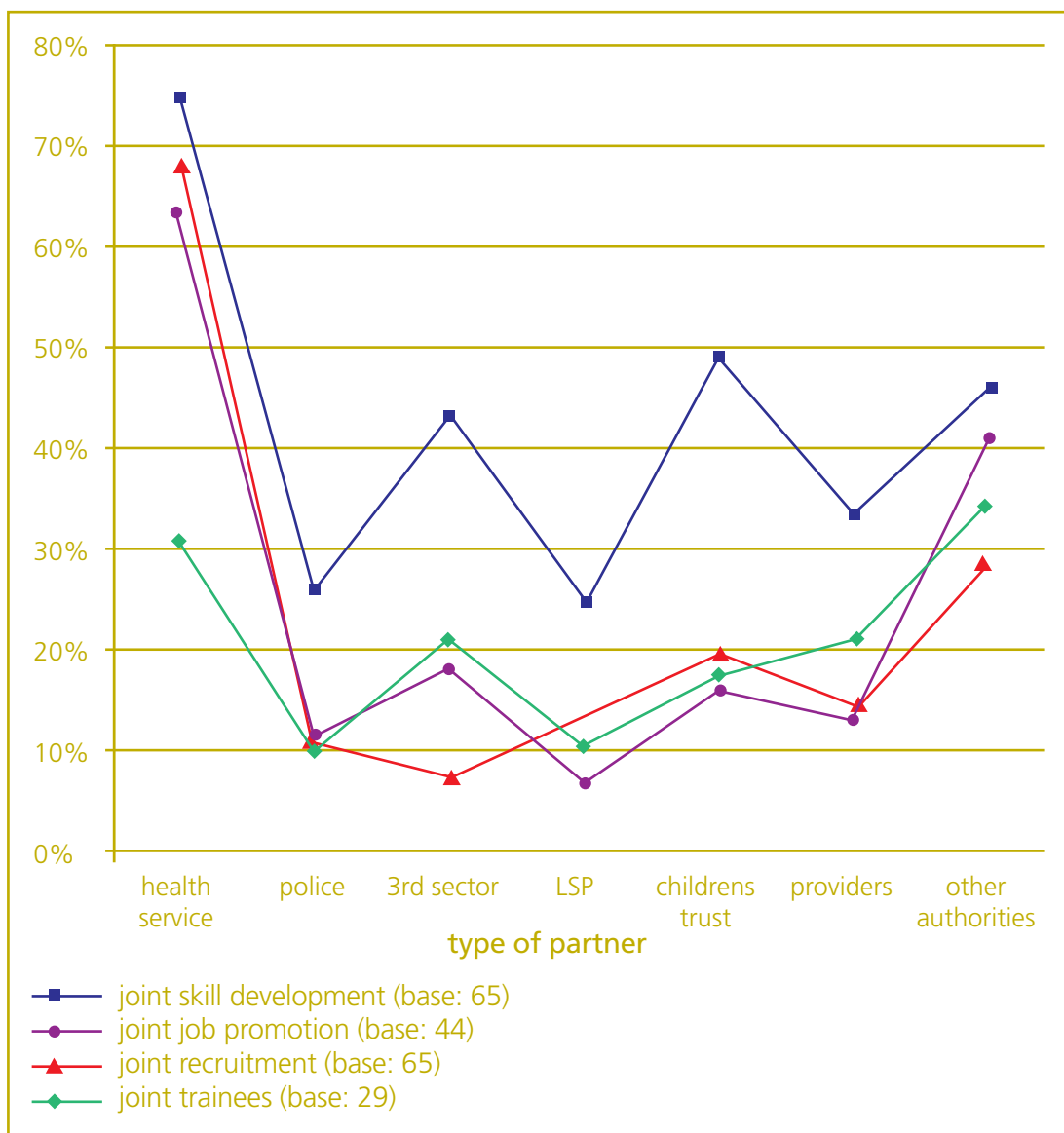


figure 2:

What type of workforce activities are being run with your outsourced providers, or local partners or other authorities? Upper/single tier authorities

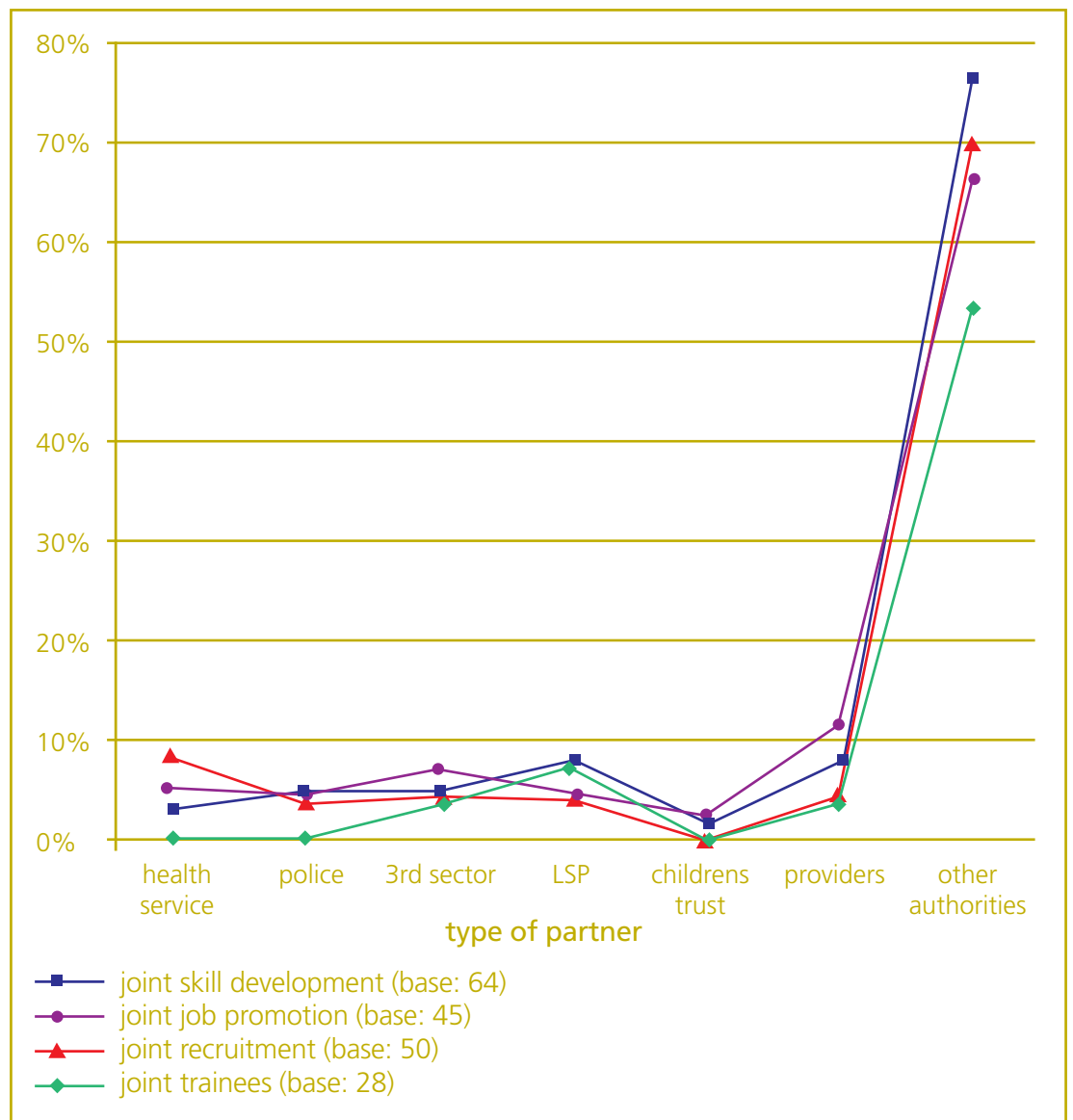


note: each activity within the chart has a different base. This must be considered when making direct comparisons between the activities.

base: number of upper/single tier authorities running that workforce activity (see legend)

figure 3:

What type of workforce activities are being run with your outsourced providers, or local partners or other authorities? Shire districts



note: each activity within the chart has a different base. This must be considered when making direct comparisons between the activities.

base: number of shire districts running that workforce activity (see legend)

find out more

Further material from the project can be found on the IDeA website,

[www.idea.gov.uk/
joiningupworkforce](http://www.idea.gov.uk/joiningupworkforce)

An executive summary of this report is also available.



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Local Government Association

The Local Government Association is the national voice for more than 450 local authorities in England and Wales. The LGA group comprises the LGA and five partner organisations which work together to support, promote and improve local government.



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