

March 2023

South Ayrshire Children Whole Family Approaches

Insights Report One

Insights Report Two

Insights Report Three





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Introduction, background and overview of the Whole Family Approach Learning Review

In November 2022, The South Ayrshire's Children's Services Planning Group (SACSPG) agreed to undertake a learning partnership with Horizons Research to support the development of Whole Family Services that align with the Promise and the Scottish Government's Whole Family Wellbeing funding criteria.

The Learning Review involves three distinct phases. Horizons will report back to the CSPG at the end of each phase, as well as taking up a facilitative role with CSPG and other implementation groups throughout the 12 months. Phase one, from November 2022 to end March 2023, has focused on a process evaluation, including mapping, identifying strengths and weaknesses related to Whole Family Approach (WFA), creating a new system-wide logic model and change story (public value proposition) based on whole family approach ambitions and capturing ideas and activities to build on/try out/ fund. Phase two, from April to September 2023, through the lens of families, will build on the evidence from phase one and undertake new activities with families; we will focus on outcome/impact evaluation of these activities and assess how well children's services are achieving local and national outcomes. Phase three, from October to November 2023, will involve summative evaluation, which will provide an overview and analysis of the learning and activities which have occurred across this work.

This first Insights report sets out the learning from phase one, and concludes by making recommendations for activities to inform phase two.

April 2023



Part I: mapping the present

The National Context around Whole Family Wellbeing

In recent times, there have been several significant developments at the national level that aim to enhance the overall well-being of families across the country. One of the most notable initiatives is the £500 million investment in Whole Family Wellbeing Funding, which is set to be implemented by 2026. This funding is intended to support a range of programs and services aimed at promoting the overall health and wellness of families, including physical and mental health, education, and employment opportunities.

Another important development in this area is the development of 10 National Principles of Holistic Whole Family Support. These principles aim to provide a comprehensive framework for supporting families in a more holistic and inclusive manner, taking into account the diverse needs and circumstances of families across the country.

Furthermore, there is an ambitious goal to invest "at least 5% of all community-based health and social care spend in preventative whole family support measures" by 2030. This goal reflects a growing recognition of the importance of early intervention and prevention in promoting long-term health and well-being for families.

In addition to this, there has been a strong focus on key outcomes and strategic frameworks, including the Getting it Right for Every Child (GIRFEC) approach, The Promise, the implementation of the United Nations Convention on the Rights of the Child (UNCRC), and the 11 National Outcomes (NPF) framework. These frameworks provide a comprehensive and integrated approach to supporting families and promoting their overall well-being, with a focus on empowering families and ensuring that their needs are met in a coordinated and effective manner.

Other relevant policy developments include: Expansion of Early Learning and Childcare (ELC); additional investment in mental health, including CAMHS; doubling of Scottish Child Payment; expansion of wraparound school-age childcare.

Overall, these recent developments reflect a strong commitment by the Scottish Government to supporting families at the national level, with a focus on promoting their overall well-being and addressing the diverse needs and circumstances of families across the country.

What are we committed to doing in South Ayrshire?

In the context of South Ayrshire, the following funding and initiatives are in place:

- £604k per year is allocated to CPSG for Whole Family Wellbeing Funding.
- £79k per year is allocated to ADP to support the implementation of WFA.
- South Ayrshire Council receives £229k per year through the Care Experienced Children and Young People Fund (Pupil Equity Funding) and £229k over two years from the Promise Partnership Fund.
- South Ayrshire has made a commitment to embed 10 principles of intensive family support across all directorates and commissioned services by 2024 as part of its Parenting Promise 2021-30.
- Children's Services has existing work in place, such as the Virtual Schools Team and Belmont Family First service.

Which national and local outcomes are we currently pursuing through our whole family work?

A full literature review on national and local spending in relation to outcomes can be found at **Annex A**. In summary:-

National Performance Framework

- 11 National Outcomes, including:

- Children and young people: We grow up loved, safe and respected so that we realise our full potential.
- Education: We are well educated, skilled and able to contribute to society.
- Health: We are healthy and active.
- Communities: We live in communities that are inclusive, empowered, resilient and safe.

GIRFEC - Wellbeing Outcomes / indicators for Children, Young People and Families:

- SHANARRI: Safe, Healthy, Achieving, Nurtured, Active, Respected, Responsible, Included.

The Promise - five key foundations: Voice, Family, Care, People, Scaffolding.

South Ayrshire Children's Services Plan 2020-23 - five priorities: (1) Outstanding Universal Provision; (2) Tackling Inequalities; (3) Love and support for our care

experienced young people and young carers; (4) Good physical and mental health and wellbeing; (5) Promoting Children's Rights.

Other relevant frameworks:

- Education: National Improvement Framework and Improvement Plan (five key priorities)
- Health: Nine health and wellbeing outcomes for health boards, local authorities and integration authorities
- UNCRC: Four General Principles (Articles 2, 3, 6 and 12)
- GIRFEC values and principles (2022 policy statement)

Which outcomes are being targeted by current work around whole family support in South Ayrshire?

Current work around whole family support in South Ayrshire targets progress with regards to a range of these local and national-level outcomes and priorities. The 2020-23 Children's Services Plan maps out how the five South Ayrshire-level priorities are intended to contribute to and link in with the 11 National Performance Framework outcomes. For example, Priority Three - love and support for our care experienced young people and young carers - is identified as contributing towards National Outcomes 4, 5 and 6 (Communities, Children and young people and Education).

The 2021/22 Children's Services Annual Report, meanwhile, sets out how some of the different whole family-related work ongoing in South Ayrshire links into the five local priorities, and consequently to the 11 National Outcomes. The Belmont Family First project, for example, is identified as contributing towards Priority Two: Tackling Inequalities, while approaches and activities such as investment in Signs of Safety, the Virtual School and the South Ayrshire Parenting Promise are highlighted as linking into Priority Three: Love and Support for Care Experienced Young People and Young Carers.

What services do we have in South Ayrshire that currently offer Whole Family support?

As part of our mapping work, we have identified various services that offer whole family support, including statutory social work services, therapeutic support services for children and young people, whole family partnership projects within education services, nursing services such as school nursing and the Family Nurse Partnership, health

visitor services, allied health professional services, school welfare officers, and speech and language therapy services.

Additionally, services aimed at building the participation of young people, particularly those with care experience, third sector support services such as Barnardos, Children 1st, Penumbra, Advocacy, and Women's Aid, and other services associated with social work, child protection, and Looked After children in South Ayrshire were identified.

We would also highlight work linked to school Pupil Equity Funding, such as Education Welfare Officer services, and family support linked to autism support provided to children and families.

What roles are services providing around whole family support?

Horizons' mapping work emphasises the importance of providing support, guidance, and advice to family members of an individual receiving support, such as parents or siblings of a young person supported by a school welfare officer. The mapping also highlights the significance of involving families in the support provided to a child or young person. It suggests there is a role for coaching families to support a child's development is important, particularly in the context of speech and language therapy. Additionally, services have a role to identify and offer support to families in vulnerable groups or at critical transition points, such as families of care-experienced young people and families of children going through significant transitions.

What activities are involved in delivering whole family support?

Respondents to our survey of family support-related practitioners in South Ayrshire (discussed further in Part II and Annex B) identified a range of activities involved with the delivery of whole family support in South Ayrshire at present. Figure 1 below summarises the most common types of activities identified by respondents. These include:

- **One to one support** such as trauma recovery support, support to identify triggers for distress, one-to-one check-ins with young people
- **Group support** such as parent groups/workshops, peer support groups, group activities
- **Providing advice or guidance**, spending time with families and providing support in relation to coping with stress or anxiety (for example through the Let's Introduce Anxiety Management (LIAM) programme)

- **Other answers** such as quality assurance and putting into practice particular values and principles (e.g. those associated with Signs of Safety and The Promise).

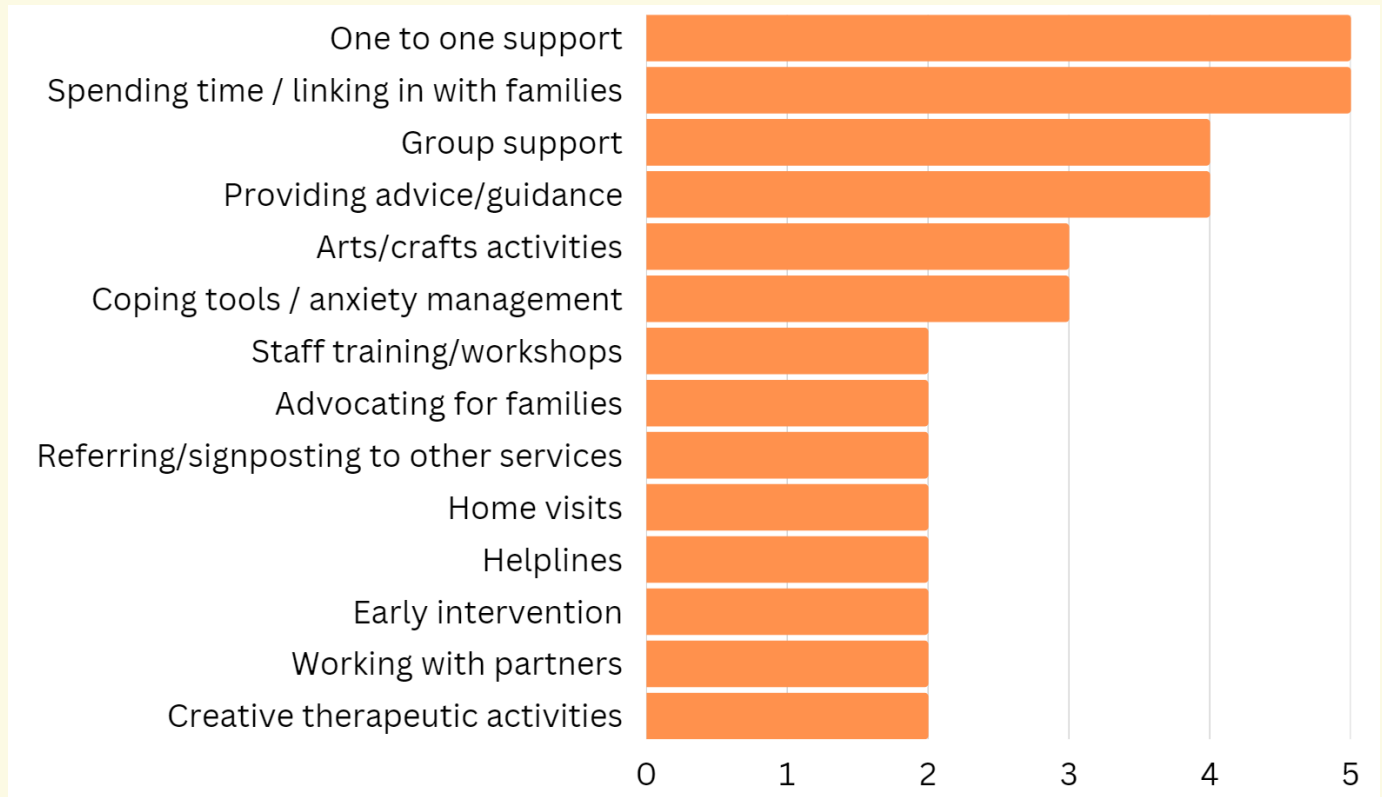


Figure 1: Activities involved with delivering whole family support in South Ayrshire

What kind of support (need) do people seek help for in relation to whole family support in South Ayrshire?

The survey also asked practitioners to identify the kinds of issues that the families they worked with tended to seek support for. Figure 2 below lists the areas of support most commonly identified. As can be seen, practitioners working in family-related services in South Ayrshire support families dealing with a wide variety of different issues, with a total of 33 areas of support being highlighted by five or more respondents. Overall, child mental health was the most common area of support identified, with 77% saying that they work with families seeking support in this area. Other frequent answers included additional support needs, isolation, behavioural issues, disability, food poverty, fuel poverty, parenting and trauma.

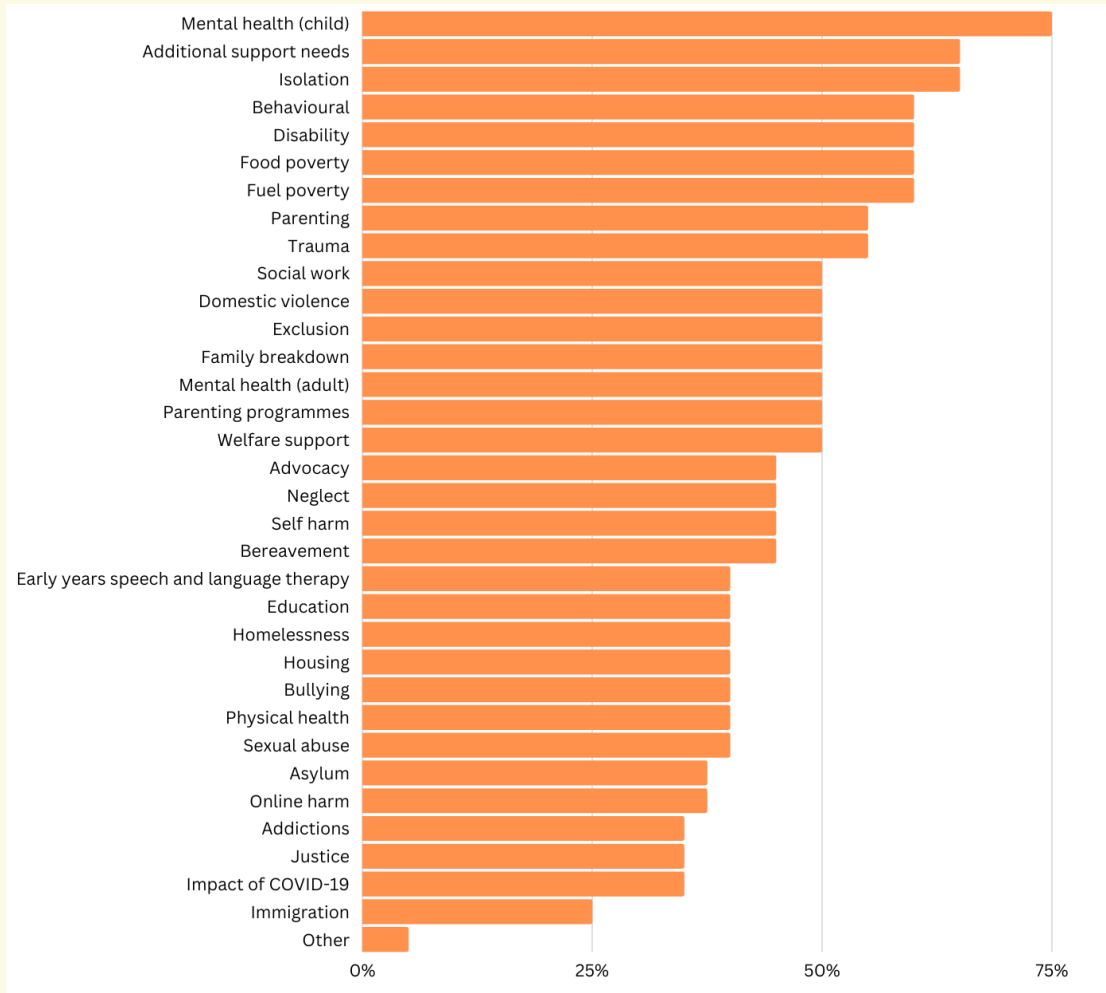


Figure 2: Issues families seek help for in relation to whole family support in South Ayrshire.

Where are people accessing support for these issues?

Finally, as part of the mapping exercise we also sought to develop a visual representation of the different places and services people access whole family-related support in South Ayrshire. As can be seen in Figure 3 below, these can be understood as consisting of a mixture of three broad kinds of services:

- Firstly, **targeted** services and approaches such as Children and Families social work services, the Belmont Family First model, and the Young Persons Support and Transition team;
- Secondly, **community** services such as those provided by Barnardos, Children First, Penumbra and other third sector organisations;
- Finally, **universal** services such as health visitors, schools and associated forms of support such as speech and language therapy.

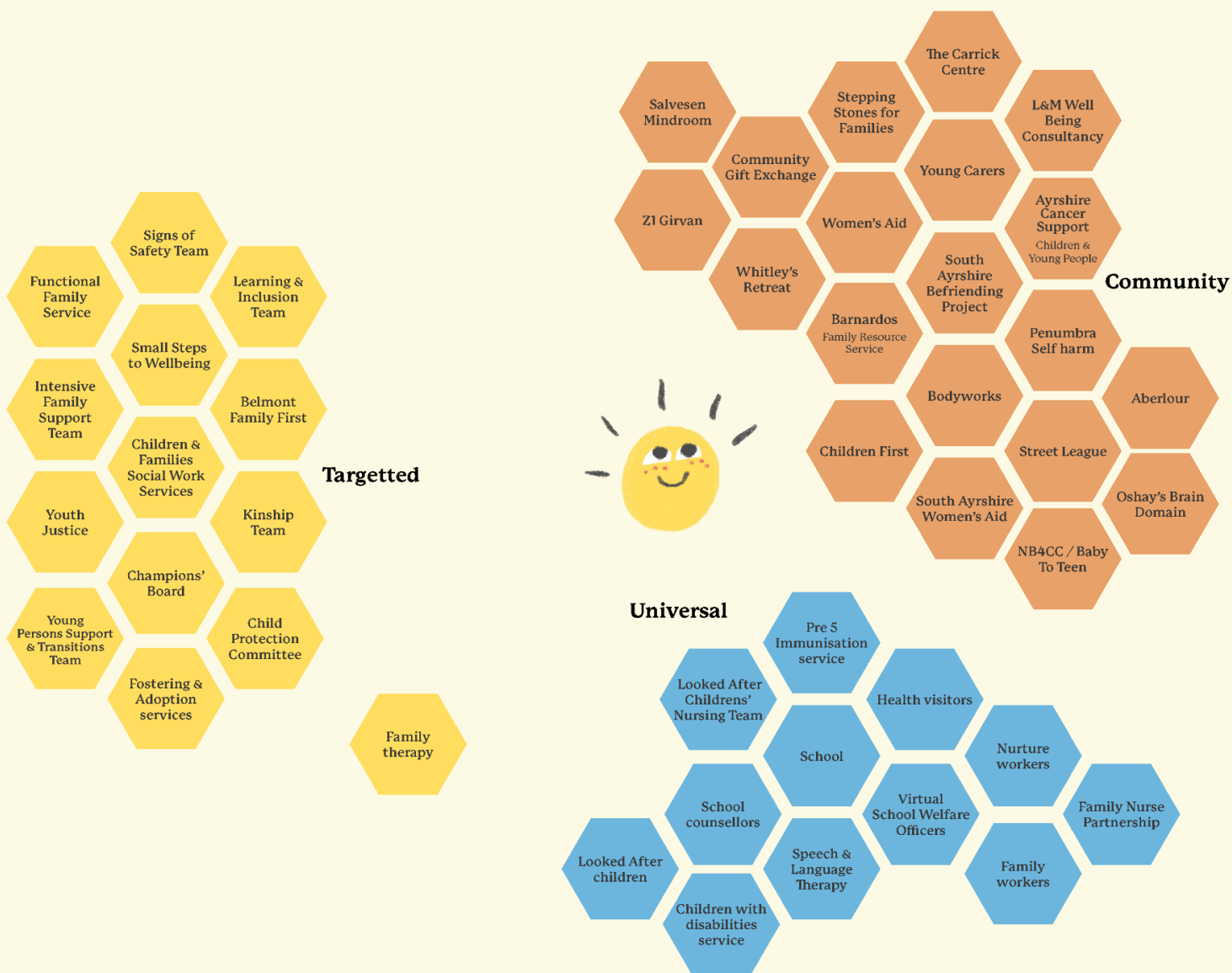


Figure 3: Cluster map - whole family approaches in South Ayrshire.

Part II: what do members of the CSPG mean by Whole Family Approaches, where are we getting it right and where are the gaps (our scaffolding)

Following our initial mapping work, we conducted 17 semi-structured interviews with members of the CSPG, sent out a practitioners survey (21 responses), facilitated a CSPG workshop and ran Insights workshop to share and discuss our emerging findings. The next part of this report sets out the evidence to emerge from this work.

What do we see whole family approaches as meaning?

The initial research findings suggest that leaders, managers and practitioners in South Ayrshire HSCP see a whole family approach as support to families which focuses on assessing the health and wellbeing of families within their wider community and extending support to the wider family network. It aims to provide support to families at the right time and place, moving away from silo working models and blurring professional boundaries. The approach requires a cultural shift and awareness among staff to look at the family as a whole and not just the child.

Early Intervention

The whole family approach focuses on early intervention to divert young people away from the criminal justice system and working with families to keep children at home whenever possible. This approach involves assessing the needs, strengths, and journeys of the entire family, rather than just the person who requires support, and it is informed by a rights-based and strengths-based perspective.

Collaboration

The whole family approach involves working collaboratively with different sectors, including health, education, social work, third sector, and families, to support children's speech, language, and communication. It aims to prevent issues and reduce barriers to engagement, with a particular focus on the early years. The approach involves supporting the entire family unit (whatever that looks like), including parents, carers, and young people, and requires professionals to look at the whole journey of students, including their family's involvement.

Building Community Engagement

The whole family approach should be seen as a whole community approach, and there should be an emphasis on building people's abilities to engage with their communities.

This can minimise the need for more services to be involved and can have a positive impact on building relationships with families.

Supporting Young Carers

Supporting young carers also means supporting their families, and education and social work professionals need more training to identify and support young carers. This is an important aspect of the whole family approach, as young carers often take on significant responsibilities and can experience a range of challenges.

In summary, the whole family approach in South Ayrshire should be a collaborative, strengths-based approach to supporting families. It focuses on early intervention, collaboration across different sectors, building community engagement, and supporting young carers. By looking at the needs, strengths, and journeys of the entire family, rather than just the person who requires support, the whole family approach can have a positive impact on families and build stronger, more resilient communities.

What does getting it right look like?

The research highlighted several key features of whole family support, which need to be in place in South Ayrshire to ensure positive outcomes. These features include an individualised approach, community-based support, and a facilitative role for professionals.

Individualised Approach

Interviewees emphasised that getting whole family support right involves an individualised approach that considers the unique needs of each family member. This means addressing the specific challenges faced by each family member and providing tailored support to help them achieve their goals. It also means ensuring that families have access to the resources and services they need to support their individual needs.

Community-Based Supports

Interviewees stressed the importance of community-based support in getting whole family support right. This approach involves engaging with local communities and using their resources and expertise to support families. It also means empowering families to take an active role in their community and providing them with opportunities to connect with others in similar situations. For example, one interviewee felt that:

“Whole family approaches could provide families with more support and opportunities for engagement with their local community, which could help them to feel more connected

and less isolated. Building community links and networks that families trust could help to alleviate some of the pressures on statutory teams and move towards a lifelong impact.”

Facilitative Role of Professionals

Interviewees also highlighted the importance of a facilitative role for professionals in getting whole family support right:

“Driving a whole family approach across the system would change the role of professionals to be more facilitative, supporting community assets and what people can do rather than just transactional.”

This means supporting families to access the resources they need to achieve their goals and providing them with the tools and skills they need to make positive changes in their lives. It also means working in partnership with families and other professionals to coordinate services and ensure that families receive the best possible support.

Effective Communication

Effective communication between professionals, families, and community members is also critical to getting whole family support right. This involves listening to families and understanding their unique needs, as well as providing them with clear and timely information about available services and supports. As put by one interviewee:

“Families would feel less judged and [would] be more likely to engage with their own communities. Whole family approaches could also help to identify and address the different issues and pockets of poverty that impact different areas in different ways.”

In summary, then, getting whole family support right requires an individualised approach that considers the unique needs of each family member, community-based supports that empower families to take an active role in their community, a facilitative role for professionals that supports families to achieve their goals, and effective communication between all stakeholders. By prioritising these key features, we can work towards ensuring that families receive the best possible support to achieve positive outcomes for themselves and their communities. Interviewees highlighted a range of positive outcomes they felt could result from the successful implementation of whole family approaches across the system in South Ayrshire:

“Whole family approaches will help break intergenerational cycles of harm and deprivation. The positive outcomes would be financial, social, and moral. It would mean saving money, less people going through systems.”

“Implementing trauma-informed, community-focused systems would lead to a break from intergenerational cycles of harm. Society wants to fix things quickly and keep costs low, however, taking a longer-term view could ultimately save financial, human, and emotional costs.”

“Positive outcomes include helping families get into employment and support their own children. This approach can also increase confidence and skills, which can lead to further education or training. Seeing parents in further education or training can encourage children to value learning, and it can increase volunteering and engagement in the school.”

“There would be improved outcomes for children, such as increased communication and language skills, social awareness, and smoother transitions into school.”

By contrast, the evidence collected also paints a picture of what might happen if we do not get our approach to whole family support right

If the approach to whole family support is not executed correctly, interviewees highlighted a range of potential negative consequences. Families may become disengaged from services, which could lead to continued abuse and neglect, ongoing family dysfunction, and negative long-term effects on children's mental health and well-being. This would result in a decline in their coping abilities and mental health, which would ultimately impact their ability to care for their children.

“If we do not work in a way that focuses on the needs of the whole family, we risk failing to support children and young people who are struggling with trauma or other challenges.”

“If families do not receive the right support, they may become disengaged from services, which can lead to further problems down the line.”

Additionally, implementing the whole family approach incorrectly could result in confusion, stigmatisation, judgement, and disempowerment, leading to harm and risk for people. It could lead to the systems reverting to silos, budgets becoming points of tension, and the workforce feeling less supported, resulting in increased anxiety and stress for workers.

“The workforce could feel less supported, leading to less job satisfaction and more sickness absence.”

“If the approach to whole family working is not done correctly, it could leave people at risk. Without the right resources, funding, staffing, and training, there could be a postcode lottery-style of support, where the level of support and trust varies depending on where people live and what team or service they access.”

The consequences of not getting the approach to whole family support right extend beyond individual families, impacting wider society. It could lead to negative impacts on employability and an increase in youth offending. The lack of support for families could have severe financial, social, and moral implications:

“If we don't get it right, families will experience a marked decline in their coping abilities and mental health, which will affect their ability to practically care for their children. This, in turn, will impact the developmental domains of children, including communication and language skills and childhood obesity.”

“If families are not supported, the wider work in society will also be affected, including employability [...] The consequences could be an increase in youth offending and a negative impact on school attainment and mental health.”

“The negative impacts of not getting language and communication in children right could be massive. In the post-pandemic era, risks around language and communication in children are higher than ever.”

In summary, the feedback highlights the importance of implementing the whole family approach correctly to avoid the negative consequences of disengagement, continued abuse and neglect, ongoing family dysfunction, and negative long-term effects on children's mental health and well-being. The evidence emphasises the need for caution and care when implementing the approach to promote positive outcomes for families and communities.

Where are we already getting our approach to Whole Family Support right?

The research, thus far, suggests there have been efforts to implement whole family approaches in South Ayrshire and there areas where we are already getting it right with the continuous caveat that more can be done.

Partnership Working and Investment in Early Intervention and Prevention Services

Participants acknowledge that South Ayrshire has strong partnership working and good investment in early intervention and prevention services. This has contributed to a focus on outcomes for families in some areas.

“There are many conversations happening across different meetings about how to implement whole family approaches, which is good, and there are different working groups focusing on their areas, services, or departments.”

“There is good investment in early intervention and prevention services, which helps to identify and address issues early on before they escalate.”

However, it was also felt by some that there is a need to move more to the next step of actually implementing these approaches rather than simply talking about them:

“There is a lot of talk about change, but not everyone is willing to put their head above the parapet and take action.”

Accountability and Focus on Outcomes

It was also highlighted that changes are being made within the Promise to hold social workers accountable. This is a step in the right direction towards ensuring that the whole family approach is implemented effectively, with a strong focus on outcomes:

“There is a focus on outcomes for families, rather than just outputs, which ensures that services are having a positive impact on families' lives.”

However, participants suggested that more needs to be done to ensure that outcomes are achieved, and families are supported.

Teams within Education

Participants also suggest that teams within education are seen as very good at what they do in support of whole families. This highlights the importance of collaboration between different agencies and sectors in implementing the whole family approach.

Relationship Building with Families

The impact of the whole family approaches go beyond the statistics. Whole family approaches allow for relationship building with families, which helps in early intervention and prevention. It is recognised that there are areas where South Ayrshire is good at

this, including physiological support to children and their families. Involving families in decision-making, building trust, and getting to know them better is key to the success of the whole family approach:

“Through building relationships with early years centres, health visiting staff, and others, families that traditionally wouldn’t engage became more comfortable working with them.”

Successful Services and Programmes

The research also highlighted examples of successful services and programs in South Ayrshire, such as the Family Check-Up program, Strengthening Families Services, Multidimensional Family Therapy, and Family-Based Treatments services. These services promote positive behaviour in children and address issues such as substance abuse and eating disorders. Additionally, there are services for young mothers and parent-child classes for ICT, photography, basic skills, and credit unions. Family learning is also seen as hugely important.

In summary, there have been efforts to implement the whole family approach in South Ayrshire, and participants see some areas where this approach is being implemented effectively. However, there is still more to be done to ensure that outcomes are achieved, families are supported, and the whole family approach is embedded across all sectors and agencies. The successful services and programmes in South Ayrshire can serve as a model for other areas to adopt the whole family approach.

Where are the gaps?

The feedback and research suggests there are gaps in the provision of whole family support in South Ayrshire that need to be addressed in order to ensure that families receive the appropriate support they need. Here we highlight the gaps in the provision of whole family support and the factors, according to the views collected, that contribute to these gaps.

Inadequate funding for preventative measures

One of the primary gaps in the provision of whole family support in South Ayrshire is inadequate funding for preventative measures. Many of the social issues that affect families, such as poverty, housing insecurity, and substance misuse, are interconnected and can have a significant impact on the wellbeing of family members. However, preventative measures aimed at addressing these issues are often underfunded in South Ayrshire, making it difficult to implement effective strategies to support families before issues escalate.

“There is not enough funding for whole family support services. Funding should be directed towards preventative measures rather than reactive measures.”

“We need to invest in early intervention and prevention to make a real difference and that will cost a lot of money, but if we factor that out over the next 30 or 40 years, we should see a difference.”

Lack of collaboration between agencies

Another gap in the provision of whole family support in South Ayrshire is the lack of collaboration between agencies. Many families require support from multiple agencies, including health, education, and social care services. However, there is often a lack of coordination and collaboration between these agencies, resulting in fragmented and inconsistent support for families.

“Collaborative working needs improvement and a system needs to be put in place to ensure that every member of the council recognises their responsibility towards vulnerable children.”

Insufficient training and resources for practitioners

Practitioners who work with families require specific training and resources to effectively provide whole family support. However, there is often a lack of training and resources available for practitioners, making it difficult for them to deliver effective support to families.

“There needs to be more training and resources available for practitioners who work with families, in order to equip them with the skills and knowledge needed for effective whole family support.”

“There is a need for more staff and resources in the field of social work, as well as relevant and applicable staff training.”

“To work towards whole family approaches, training and development are a huge part. However, training alone won't make a culture change, and there is a need to challenge the organisational culture from both the leadership commitment and the ground up.”

Stigma and fear around asking for help

Stigma and fear around asking for help can also contribute to gaps in the provision of whole family support. Many families across South Ayrshire may be hesitant to seek

support due to concerns around stigma and discrimination. This can result in families not receiving the support they need, which can exacerbate the issues they are facing.

“There is still a stigma attached to asking for help and some families may be afraid to engage with support services. More work needs to be done to reduce stigma and create a culture where families feel safe and supported.”

Difficulties with implementation and sustainability

Difficulties with implementation and sustainability can also contribute to gaps. Effective whole family support requires a comprehensive approach that addresses the underlying causes of the issues families are facing. However, implementing and sustaining these approaches can be challenging due to, for example, limited resources and competing priorities.

“Commissioning should focus on developing a comprehensive understanding of the needs of families and communities, rather than just addressing individual issues in isolation. Ultimately, the goal should be to create sustainable and long-term support systems that can address the complex needs of families and promote their overall well-being.”

Need for tailored interventions

Tailored interventions that address individual family needs and concerns are also important for effective whole family support. However, there is not enough evidence-based interventions available in South Ayrshire, which can make it difficult to provide the appropriate support to families.

“Implementing whole family support is often difficult to implement and sustain, and there is a lack of evidence-based interventions that are tailored to meet the unique needs of each family.”

“There is a lack of evidence to draw upon in terms of performance management and contracts for services.”

Limitations in the effectiveness of whole family approaches

There are also limitations in the effectiveness of whole family approaches. Some families may not be willing or able to participate in whole family approaches, which can limit their effectiveness.

Commissioning

Current commissioning arrangements in South Ayrshire does not always value holistic approaches nor does it have a focus on developing a comprehensive understanding of the needs of families and communities. As is the case across Scotland, this has led to a lack of investment in building capacity and resilience within communities, which is essential for supporting each other and working together to address challenges and inequalities. This includes, for example, family learning and adult learning and wider CLD.

The lack of affordable and accessible childcare

The lack of affordable and accessible childcare is a significant challenge for families, and more funding and awareness is needed to support young carers and their families in South Ayrshire. Accessible childcare would have the potential to enable families to access more whole family support, while also promoting the wellbeing and development of children.

In summary, this report has set out evidence that the provision of whole family support requires a comprehensive approach that addresses the underlying causes of the issues families are facing. However, there are significant gaps in the provision of whole family support in South Ayrshire, including inadequate funding for preventative measures, lack of collaboration between agencies particularly health, social work and education, insufficient training and resources for practitioners, stigma and fear around asking for help, difficulties with implementation and sustainability, and the need for tailored interventions to address individual family needs and concerns.

Part III: Making a Plan for Redesign

As a starting point for the redesign plan, we know there needs to be a shift towards prevention and early intervention, rather than just reacting to crises. This means intervening with families before problems become too severe, and taking a proactive approach to addressing issues

We should not be in the business of trying to fix all problems, but rather empowering people with the tools to prevent cyclical problems emerging in the first place.

People want change and believe that the current system is not working well, but there is a lack of clarity on whether it is their role or their leaders' role to bring about change.

We know we need to invest in early intervention and prevention to make a real difference and that it will cost a lot of money, but if we factor that out over the next 5 or 10 years, we should see a difference.

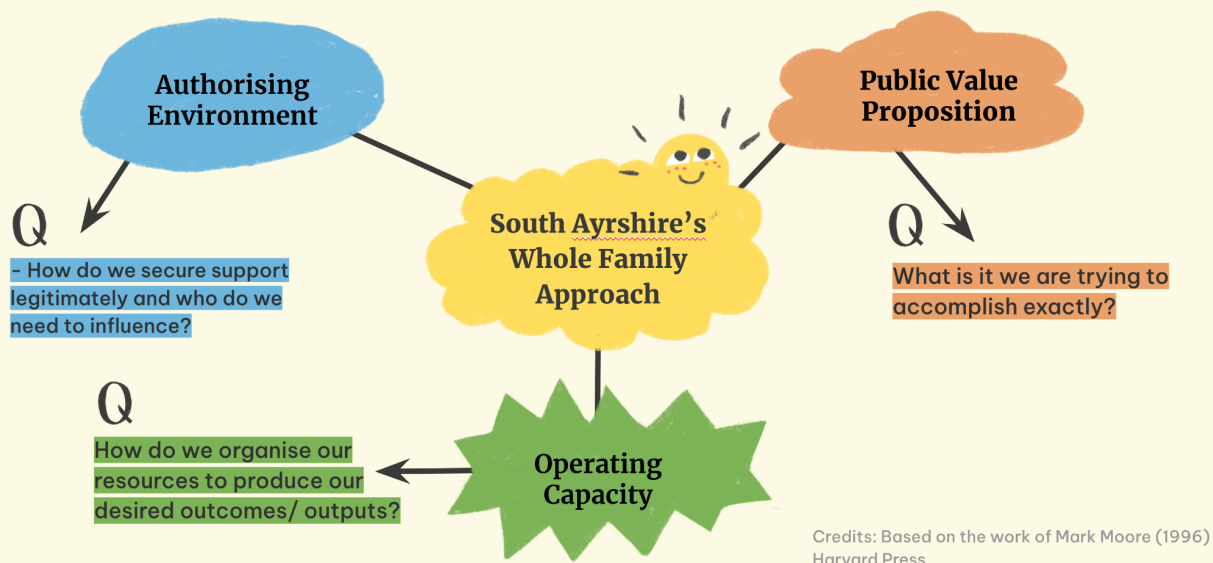
We know there is a need to move away from transactional to relationship-based social work and rebalance the power dynamics to involve families and communities in the decision-making process. This would require a huge shakeup in the way business is done, but green shoots of progress are happening. The challenges of working within a complex system and the need to hold all the different parts together.

It is clear there is a need for a shift in culture, particularly within health and education. There is still an ingrained model of doing things the way they have always been done, which can be frustrating. There is fantastic work being done in the third sector, but there needs to be a change in the culture within health and education. Once people understand the impact that something can have, it can help to shift the culture.

The Strategic Triangle - forming our plan

In making progress, with our suggested plan of action, it is worthwhile introducing a simple, theoretical (but practical) framework to decide our priority actions. Below, we introduce The Strategic Triangle, based on the work of Mark Moore and had been used to successfully implement changes in children's services in England, in particular in the Borough of Camden, London. (see **Annex D** for other case study references)

Organising our thoughts - The Strategic Triangle



At the Insights workshop held with (predominantly) those working in education, we're were able to test out what we think is the emerging Public Value Proposition, change story, actions required to gain legitimacy and support for our redesign plan across the South Ayrshire system and framework for organising the money, skill and capacity within the operating environments (at a practice level).

The emerging draft Public Value Proposition

Strong families, strong communities: Supporting wellbeing through whole family approaches.

With a focus on prevention and early intervention we will work to empower families living in South Ayrshire. We believe in a holistic and collaborative approach that values the unique needs and perspectives of each family member.

We will ensure those working in our services have access to the resources, training, and the support they need to achieve our shared goal, and where they can overcome any challenges that come their way.

We commit to creating services where families are at the heart of everything we do, and where their wellbeing is our top priority.

We will help build strong and resilient communities where families are supported to thrive, and where every member is valued and included. This is our whole family approach.

Questions the CSPG now need to ask themselves are: -

1. Does this PVP work for you?
2. Is this what we are trying to achieve?
3. Is it administratively and operationally possible?
4. Is it politically and legally possible?
5. Is the purpose publicly valuable?

How are we going to achieve this? What is our theory of change?

Following the vision of the PVP it follows that at the heart of every community are families, and supporting them is crucial to building strong and thriving neighbourhoods.

We know that the traditional approach to family support has been fragmented, focusing on individual needs rather than the entire family unit. This approach often resulted in families falling through the cracks and failing to address the root causes of their challenges.

We recognise the limitations of this traditional approach, and we now, collectively, embarked on a new journey to transform family support with whole family approaches.

By providing support that is tailored to the needs of the entire family, we aimed to achieve a range of positive outcomes.

We expect to see more children able to stay in family settings, and improved family dynamics. Families will communicate better and have stronger relationships, leading to a more positive home environment. Our whole family support will also lead to better outcomes for each individual in the family, including improved mental health and well-being, increased educational and employment opportunities, and decreased risk of involvement in the criminal justice system.

The benefits of whole family approaches will extend beyond individual families to strengthen communities. Families will feel more connected to their local area and are

more willing to engage with community activities and initiatives. We will have identified and addressed the different issues that impact different areas in different ways, ultimately contributing to breaking intergenerational cycles of harm and deprivation.

Our implementation of trauma-informed, community-focused systems will have led to a significant reduction in the number of children identified as needing speech, language, and communication support during health visiting checks.

Whole family approaches will have helped families get into employment and support their own children, leading to more positive destinations for the whole family.

Whole family approaches introduced for young carers, will provide more choice and personalisation for families. The approach will be non-intrusive and will work with families to identify what suits them best, leading to improved outcomes for both young carers and their families.

The success of those efforts will change the role of professionals in South Ayrshire, transforming them to be more facilitative and supportive of community assets. We will see a shift from transactional services to whole family support, and this change will make a significant difference in what families want to do next.

Overall, our transformation of family support with whole family approaches will lead to positive outcomes for families and communities. By taking this longer-term view, we will also have saved financial, human, and emotional costs while breaking intergenerational cycles of harm. Our approach will show that supporting whole families is the key to building strong and thriving communities.

Our authorising environment

Overall, participants in the workshop agreed with the evidence that suggests there is a need for a cultural shift towards seeing families as assets rather than problems. This involves recognising their strengths and resources and working collaboratively with them to build on these strengths and address any challenges they may be facing. This is an important part of the next steps in the Learning Review.

Additionally, there needs to be a shift towards more holistic and joined-up working across services and agencies, with a focus on more flexible and responsive approaches that can adapt to the needs of families.

Mentoring for new workers and building resilience in people are also identified as important areas for improvement. Collaborative working needs improvement, and a system needs to be put in place to ensure that every member of the council recognises their responsibility towards vulnerable children. To help in this, it is important to use the new resources effectively, and recognise the importance of giving workers time.

Furthermore, there needs to be more locality decision-making, and expectations must be managed in relation to what can realistically be achieved.

Training and development are a crucial part of implementing whole family approaches, but challenging the organisational culture is equally important. There needs to be better communication and collaboration between strategic and operational levels, and the different strategic plans across sectors and organisations need to be brought together to avoid policy silos. This is a big challenge for the CSPG but the new Children's Plan is a good starting point.

Sustainable changes are needed rather than focusing solely on short-term outcomes. Political pressures need to be addressed, and efforts should be made to involve elected members in the process. It is also crucial to involve families in the design and delivery of whole family approaches.

In developing the authorising environment space, there may be challenges in coordinating and implementing these approaches across different sectors. It is recognised, in South Ayrshire, that inconsistent support and lack of trust could lead to people not meaningfully engaging and ultimately being put more at risk. There may also be resistance to change and a preference for traditional approaches.

The CSPG are invited to consider how they message, become the stewards of, influence and lead this transformation work.

Operating capacity

The feedback highlights the need for increased resources, training, and support for staff working in social work, specifically. Workforce pressures are a significant challenge, with high levels of vacancies, which need to be addressed to ensure that families receive the necessary support.

It is clear that a strength-based operating model that supports families in a range of ways, rather than just providing specific interventions, is essential. Whole family approaches need to be seen as scaffolds that support families in various ways, rather than focusing on a particular set of service responses or interventions.

To improve family well-being, it has been proposed by a number of interviewees that piloting a program in the Ayr North area should be considered, which has significant levels of deprivation and substance misuse, negatively impacting health outcomes, crime levels, and educational outcomes for children and young people.

However, a competing perspective emerged during this phase of work that suggested that resources should be allocated to rural areas of South Ayrshire that require attention, rather than focusing on a particular area. Girvan is mentioned as one such area, along with other rural communities. Releasing funds from the current budget to support these areas with the hope of improving outcomes for infants and children was also heard.

The feedback also highlights the importance of investing in mental health support and respite care for families with caring responsibilities.

Additionally, the feedback acknowledges the challenge of dealing with multiple funding streams, which can create complexity and inefficiencies in the system.

It is essential to have a clear training plan and administrative support to effectively implement changes, and staying up-to-date with technology is vital to better serve technologically-savvy children.

Finally, the feedback suggests developing the idea of Community Connectors around whole family support would help create new operating capacity. Employing people with lived experience, including parents who have previously had children taken into care, and young people into services to mentor young parents and connect with young people can provide families with much-needed support.

Overall, improving the operating environment in these ways will help to ensure that families receive comprehensive support.

1. The CSPG are invited to consider, how best to organise the resources we have to produce our desired outcomes?
2. What are the priority actions for implementation?

Priority Actions for the CPSG to consider

As a guide for discussing and agreeing on particular actions and activities, we offer the CSPG with the following summary.

Specific steps for the next phase of the Learning Review - Insights for the CSPG

Public Value Proposition:

1. Conduct surveys and seek feedback from families to assess the public value proposition of our whole family approach and what it means to them.
2. Challenge all members of the CSPG to share the story and be the stewards of the Public Value Proposition.
3. Challenge senior management to make the mission and work of the CSPG to deliver the Public Value Proposition, with all the necessary money, skills, and resources.

Authorising Environment:

1. Secure written pledges from leaders in health, education, community justice, social work, police, 3rd sector, and budget holders, that the strategic ambition for all statutory parts of the system will work to deliver the Public Value Proposition in the next three years.
2. Ask all statutory bodies to assess their strategic plans against the Public Value Proposition and report back to the CSPG.
3. Develop a locality model as a test of change (led by Education colleagues).
4. Develop a training offer for staff, co-designed with families and front-line workers, on the practicalities of whole family working.
5. Create a new Children's Plan based on the Public Value Proposition.
6. Produce a shared outcomes framework for whole family working for all partners to work to, relating this to the Public Value Proposition, UNCRC, The Promise, GIRFEC, and relevant SG outcomes.
7. Conduct a more robust self-evaluation.

8. Review the current Commissioning Plan against the Public Value Proposition and develop a new performance monitoring system (for funded services) to provide real-time reporting to the CSPG.

Operating Capacity:

Create an overall budget and operational plan that supports the development of the Public Value Proposition in five key investment areas:

1. Provide direct grant support to small community-led/ community-based organisations promoting innovative whole family support and increasing participation in the community.
2. Support existing services (third sector and statutory) that work directly with families offering early years support (for example, transition points from nursery to primary/ preparation into parenthood/ perinatal mental health/ individual breastfeeding etc., family learning activities/ more direct intensive family support, including trauma and early experience of adversity).
3. Invest in locality-based education (primary schools) tests of change, bringing services together in multi-agency teams to support whole families and improve longer-term aims around attainment and attendance in High schools (ideally, one should be in a rural area, such as Girvan and perhaps one in Ayr North).
4. Develop a practical, ambitious, systems-based skills and competence framework and training offer based on developing collaborative practice and system leadership. This should include facilitated 'learning spaces' for bringing partners together to discuss case studies.
5. Develop the idea of 'Community Connectors' around whole family support. Consider employing more people with lived experience (for example, parents who have previously had children taken into care) within core services (health, education and social work, particularly Intensive Family Support Teams) to build relationships, mentor young parents. Employ more young people with lived experience into services to work and connect with other young people, to show the support that's available.
6. Set up a market-place series of events for staff to better understand opportunities and services offering whole family support.

Bridge to next phase of the Learning Review

Having gathered and organised the research evidence to date, and putting together a plan for redesign, we can start to set out where the above actions link in to key national and local outcomes and principles, as well as to the next phase of the Learning Review.

Approach	Action	National / local outcomes	Whole family wellbeing principle ¹ being modelled
Building on what's good	Support existing services (third sector and statutory) that work directly with families offering early years support.	<i>South Ayrshire Children's Services Plan 2020-23:</i> Outstanding Universal Provision <i>The Promise:</i> Foundation 5 - Scaffolding	4. Assets and community based
	Conduct surveys and seek feedback from families to assess the public value proposition of our whole family approach and what it means to them.	<i>The Promise - Foundation 1: Voice</i> <i>GIRFEC Wellbeing Outcomes:</i> Respected	7. Take account of families' voice
	Set up a market-place series of events for staff to better understand opportunities and services offering whole family support.	<i>South Ayrshire Children's Services Plan 2020-23:</i> Outstanding Universal Provision <i>The Promise:</i> Foundation 5 - Scaffolding	8. Collaborative and Seamless
	Challenge all members of the CSPG to share the story and be the stewards of the Public Value Proposition.	<i>South Ayrshire Children's Services Plan 2020-23:</i> Tackling Inequality	6. Promoted
	Ask all statutory bodies to assess their strategic plans against the	<i>South Ayrshire Children's Services Plan 2020-23:</i> Outstanding Universal	4. Assets and community based

¹ Scottish Government (2022), [Holistic whole family support: routemap and national principles.](#)

	Public Value Proposition and report back to the CSPG.	Provision	
What changes do we have to make?	Create a new Children's Plan based on the Public Value Proposition.	Relevant to all key outcomes	2. Whole Family
	Challenge senior management to make the mission and work of the CSPG to deliver the Public Value Proposition, with all the necessary money, skills, and resources.	<i>South Ayrshire Children's Services Plan 2020-23: Tackling Inequality</i>	8. Collaborative and Seamless
	Secure written pledges from leaders in health, education, community justice, social work, police, 3rd sector, and budget holders, that the strategic ambition for all statutory parts of the system will work to deliver the Public Value Proposition in the next three years.	South Ayrshire Children's Services Plan 2020-23: Outstanding Universal Provision <i>The Promise: Foundation 5 - Scaffolding</i>	2. Whole Family
	Produce a shared outcomes framework for whole family working for all partners to work to, relating this to the Public Value Proposition, UNCRC, The Promise, GIRFEC, and relevant SG outcomes.	Relevant to all key outcomes	3. Needs based
	Conduct a more robust self-evaluation.	<i>The Promise: Foundation 5 - Scaffolding</i>	5. Timely and Sustainable
	Review the current Commissioning Plan against the Public Value Proposition and develop a new performance monitoring system (for funded services) to provide real-time reporting to the CSPG.	Relevant to all key outcomes	5. Timely and Sustainable
What new approaches do we need to try?	Invest in locality-based education (primary schools) tests of change, bringing services together in multi-agency teams to support whole families and improve longer-term aims around attainment and attendance in high schools.	<i>GIRFEC Wellbeing Outcomes: Achieving</i> South Ayrshire Children's Services Plan 2020-23: Outstanding Universal Provision	8. Collaborative and Seamless

	Develop the idea of 'Community Connectors' around whole family support.	<i>GIRFEC Wellbeing Outcomes: Included</i>	9. Skilled and supported workforce
	Provide direct grant support to small community-led / community-based organisations promoting innovative whole family support and increasing participation in the community.	<i>GIRFEC Wellbeing Outcomes: Included</i>	3. Needs based
	Develop a training offer for staff, co-designed with families and front-line workers, on the practicalities of whole family working.	<i>The Promise: Foundation 4 - People</i>	9. Skilled and supported workforce
	Develop a practical, ambitious, systems-based skills and competence framework and training offer based on developing collaborative practice and system leadership. This should include facilitated 'learning spaces' for bringing partners together to discuss case studies.	<i>The Promise: Foundation 4 - People</i>	9. Skilled and supported workforce

The Next Phase of the Learning Review

As we move into the next phase of the Review, the Horizons team will monitor progress and implementation, based on the CSPG reflections / commitments in relation to Phase 1. We will also report regularly during phase 2 on the views, involvement and contributions of families themselves into the rollout of the Redesign Plan set out above

Annex A - survey questions

Survey Questions

1. Which of your services offer support to infants, children and young people?
2. Can you describe the roles provided by your service in that context?
3. Which of your services offer specific support to whole families?
4. Can you describe the roles provided by your service in the context of whole family support?
5. What kind of activities does this involve?
6. Which issues do the families you work with seek support for?

Annex B - interview questions

Interview questions

Semi-structured interview question set (a guide)

1. Tell me a bit about your service area
2. What do the terms 'Whole Family Approaches' / Family Inclusive Practices mean to you?
3. What do you think favourable outcomes would be from having a systemic whole family approach for SA families?
4. What unfavourable outcomes might come about if we don't get support to whole families right?
5. Thinking about the definitions and SG guiding principles, where are we doing well? Which areas need development?
6. What needs to change/ shift (think about organisational cultures, policies, resource allocations) to achieve improved outcomes for families?
7. What would your priority actions be in the coming year to bring about better whole family support services? (discussion guide - would you push for structural change to locality working, more system leadership, tests of change to try new service approaches, training for staff, new service offer?)
8. Anything else you would like to comment on?

Annex C - Main Literature Review and References

Whole Family Approach - the Scottish policy context

Introduction

This paper summarises the policy issues and approaches relevant to the implementation of a Whole Family Approach (WFA) in public services in Scotland. The paper first provides an overview of the concept of a WFA, and summarises some key recent developments. The paper then discusses the main policy areas with relevance to WFA, before looking at the current picture with regards to funding at the local and national levels and key intended outcomes and strategic priorities.

A Whole Family Approach in Scotland

The term Whole Family Approach is intended to describe a preventative, coordinated approach to meeting the needs of families, which recognises the importance of collaboration between different services and agencies and which involves children and families in key decision-making processes relevant to their lives. The Scottish Government has in recent years taken a number of steps intended to advance the implementation of a WFA across services in Scotland, including:

- Committing to investing £500m in [Whole Family Wellbeing Funding](#) over the lifetime of the current Parliament to “support the whole system transformational change required to reduce the need for crisis intervention” and “shift investment towards prevention and early intervention”;
- Setting out in the [2021-22 Programme for Government](#) an ambition of investing “at least 5% of all community-based health and social care spend in preventative whole family support measures” by 2030;
- Establishing the COVID-19: Children and Families Collective Leadership Group, which in turn developed a [Vision and Blueprint for Change](#) around holistic whole family support; and
- Drawing up through the Family Support Delivery Group a [Routemap and ten National Principles](#) of Holistic Whole Family Support to promote consistent standards of practice across Scotland.

In 2021, the Scottish Government also published a [framework](#) for improving whole family support specifically in relation to alcohol and drug services. More broadly, key

strategic agendas and documents at the national level with relevance to WFA include [Getting it Right for Every Child](#) (GIRFEC), [The Promise](#), the 2022-26 [Tackling Child Poverty Delivery Plan](#), the 2021 [National guidance for child protection in Scotland](#) and [ongoing work](#) taking place in relation to the implementation of the UN Convention on the Rights of the Child across Scottish society.

Key policy areas

In addition to the above directly-related policy commitments and agendas, the implementation of WFA also has relevance across a range of wider policy areas under the competence of the Scottish Government and local authorities in Scotland. An overview of the key wider policy areas relevant to the implementation of a WFA in Scotland is provided below, alongside a discussion of the touchpoints within these areas which are particularly closely related to the Scottish Government's priorities regarding whole families.

Social work

Firstly, social work is a policy area with direct links to the implementation of WFA. Social work in Scotland encompasses a wide range of services relevant to children and families, but areas of particular relevance to WFA include:

- Work in relation to the 13,255 children in Scotland currently in the care system, mostly referred to as 'looked after' in policy and legislation but as care experienced in the Independent Care Review.² These are children for whom local authorities have taken on some legal responsibility with regards to their care;
- Work in relation to the 2,104 children in Scotland currently on the Child Protection Register (i.e. those believed to be at risk of significant harm from neglect or abuse);
- More broadly, work aimed at ensuring that children are able to live lives free of neglect, violence or abuse, and that families are supported to stay together when this is safe.

Social workers have a number of key duties and responsibilities in these areas, including helping coordinate care plans for care experienced children, preparing reports and making recommendations to children's hearings, making decisions around the placing of children on the child protection register and preparing child protection plans to safeguard and promote the wellbeing of children. Social work is an area of high relevance both to the implementation of WFA and associated strategic agendas such as

² Harrison, S. (2022), [Social Work in Scotland: SPICe Briefing](#), Pg 18.

The Promise - indeed, the core aim of the £500 million Whole Family Wellbeing Fund is described as being ultimately to “reduce the number of children and young people in care” by “help[ing] families to overcome challenges before they reach crisis point”.³

Education and skills

Education and skills is another policy area which is closely linked to the implementation of WFA, particularly in the development of a holistic approach to improving the health and wellbeing of children and young people in Scotland. Key touchpoints in this area include:

- School education - school plays a fundamental role in the day to day lives of children and young people, and schools are identified as having a key role in promoting child wellbeing under GIRFEC;⁴
- Early learning and childcare (ELC) - the expansion of ELC is a key part of several of the Scottish Government’s ambitions for children and families, including supporting children’s cognitive, social and emotional development and supporting parents into work, study or training;⁵
- Additional support for learning (ASL) - with close to one-third⁶ of Scotland’s pupils now identified as having one or more additional support needs (ASN), the provision of effective and adequate ASL is crucial to the wellbeing of children and families in Scotland. In 2020, a Scottish Government-commissioned review of ASL identified its overarching recommendation as being that “children and young people must be listened to and involved in all decision making relating to additional support for learning”.⁷

Schools are also at the heart of a number of other recent policy initiatives aimed at improving the wellbeing of children and young people in Scotland, including the commitment to building a system of wraparound care (before and after school) by the end of the current Parliament⁸ and the expansion of universal free school meals in primary schools.⁹ Policy development and service delivery in education, then, has a crucial role to play in turning the preventative ambitions of the WFA into a reality.

³ Scottish Government (2021), [‘Keeping families together’](#).

⁴ Sharratt, N. (2021), [School education: SPICe Briefing](#). Pg 7.

⁵ Scottish Government (2017), [The Expansion of Early Learning and Childcare: Evaluation Report 2017](#). Pg 18.

⁶ Sharratt, N. (2021), Pg 10.

⁷ Scottish Government (2020), [Support for Learning: All our Children and All their Potential](#). Pg 14.

⁸ Scottish Government (2021), [A fairer, greener Scotland: Programme for Government 2021-22](#). Pg 40.

⁹ Scottish Government (2022), [A stronger and more resilient Scotland: the Programme for Government 2022-23](#). Pg 9.

Health and social care

Next, health and social care is also a policy area central to the Scottish Government's ambitions regarding a WFA - as evidenced by the aforementioned commitment to directing at least 5% of community-based health and social care spend towards "preventative whole family support measures" by 2030. Some areas of particular relevance in this policy area include:

- Child and adolescent mental health services (CAMHS) - in a context of declining mental wellbeing amongst children and young people in Scotland in recent years,¹⁰ the Scottish Government has committed to taking a Whole Family Approach to children and young people's mental health (overseen by the Children and Young People's Mental Health and Wellbeing Joint Delivery Board¹¹);
- Maternal and child health - with a strong body of evidence attesting to the importance of the first 1000 days of life in influencing long-term outcomes in relation to child development,¹² services aimed at supporting the physical and mental health of infants, mothers and their families are highly relevant to the preventative emphasis of the WFA;
- Physical health and activity - with (lack of) physical activity associated with a greater risk of diseases such as cardiovascular disease and some cancers, there is evidence to suggest that providing parents and carers with access to advice, information and support around physical activity can be one way of improving the physical health of children and young people.¹³

In addition, the 2021-22 inquiry of the Scottish Parliament's Health, Social Care and Sport Committee into the health and wellbeing of children and young people gathered evidence from a range of stakeholders on the Scottish Government's commitment to creating a Whole Family Wellbeing Fund (WFWF). The Committee recommended that, based on the strong evidence in favour of the effectiveness of a Whole Family Approach to improving the health and wellbeing of children and young people from disadvantaged groups, the Scottish Government should prioritise utilising the WFWF to make whole family support services more widely and sustainably available across the country.¹⁴

¹⁰ Marini, C. (2022), [Children and young people's mental health in Scotland: SPICe Briefing](#). Pg 25.

¹¹ Scottish Government (2022), [Keeping the Promise implementation plan](#). Pg 31.

¹² House of Commons Health and Social Care Committee (2019), [First 1000 days of life](#).

¹³ Scottish Parliament Health, Social Care and Sport Committee (2022), [Health and Wellbeing of Children and Young People](#). Pg 17.

¹⁴ Ibid, Pg 61.

Poverty and social justice

There are also several issues relevant to WFA which fall under the broad category of poverty and social justice (taking on a particular significance during the present context of the cost of living crisis). These include:

- Child poverty - living in poverty threatens the physical and mental wellbeing of children and families, while also making it harder for families to engage with services oriented towards early intervention (like those associated with the WFA). Child poverty levels in Scotland are forecast to increase significantly in the years ahead;¹⁵
- Social security - an increasingly important area of devolved governance following the implementation of the Scotland Act 2016, and one in which the Scottish Government has taken several steps highly relevant to the wellbeing of families (including the introduction of the Scottish Child Payment);
- Fairness and equality - the Scottish Government has committed to a range of relevant actions across areas such as housing, food insecurity and workplace inequalities aimed at reducing the levels of poverty and inequality faced by people in Scotland.¹⁶

While this policy area may not be as directly linked to the short-term implementation of a WFA as those previously mentioned, actions relating to poverty and social justice are likely to have a significant impact on the extent to which the WFA vision of a more preventative, early intervention-oriented system of support for families, in which there is a much-reduced need for crisis intervention, can be fully realised.

Justice

Finally, several policy issues under the purview of the Scottish Government's justice directorate are also relevant to the ambitions of the WFA. These include:

- Alcohol and drugs - in 2021, the Scottish Government published a Framework for Holistic Whole Family Approaches and Family Inclusive Practice in relation to families affected by substance use. Actions recommended in the Framework included for local Alcohol and Drug Partnerships to work together with Children's

¹⁵ Child Poverty Action Group (2023), '[Child Poverty in Scotland: The Facts](#)'. Accessed 16/3/23.

¹⁶ Scottish Government (2016), '[Fairer Scotland Action Plan](#)'.

Services Planning Partnerships to ensure there is a range of trauma-informed family support services available for those affected by substance use;¹⁷

- Youth justice, including the Scottish Government's whole system approach to addressing young offending,¹⁸ is relevant to the lives of many children, young people and families in Scotland;
- Domestic abuse - many children, young people and families are affected by domestic abuse and by violence against women and girls more broadly.

It is also important to note that issues such as substance use and domestic violence can intersect in complex and multiple ways,¹⁹ exacerbating the problems faced by families and reinforcing the importance of the kinds of flexible, accessible and holistic family support encouraged by the WFA.

Funding at the local and national levels

The implementation of the WFA in Scotland, then, touches upon a wide range of different services and policy areas. As a consequence, the situation regarding funding which is relevant to WFA implementation is a complex one which encompasses funding of various kinds and durations at both the national and local levels. An overview of the key different funding streams relevant to WFA is provided below, split according to three categories: (i) additional funding streams intended specifically to advance the implementation of the WFA; (ii) other current pots of funding which are relevant to the aims of the WFA, and; (iii) embedded funding streams in policy areas of particular relevance such as education and children's services.

(i) Additional Whole Family Approach funding

Firstly, as mentioned above, the Scottish Government has committed to investing £500m by the end of this Parliament in 2026 in [Whole Family Wellbeing Funding](#) aimed at supporting whole system transformational change to reduce the need for crisis intervention. In 2022-23, the Scottish Government has committed a total of £50m in funding, aimed partly at building the capacity for further investment to take place from 2023-24 onwards. This includes a total of £32 million to support Children's Services

¹⁷ Scottish Government (2021), [A Framework for Holistic Whole Family Approaches and Family Inclusive Practice](#).

¹⁸ Scottish Government (2023), [Whole System Approach to Young Offending](#).

¹⁹ Scottish Government (2021), [Intersections: Where Domestic Violence, Substance Abuse and Mental Health Meet](#).

Planning Partnerships to “scale up and drive the delivery of whole family support services in their areas, and build capacity for transformational change”.²⁰

In addition to this, the Scottish Government has also committed additional funding to support the implementation of a Whole Family Approach specifically in services for families affected by alcohol and drug use. This includes:

- £3.5 million a year directly to Alcohol and Drug Partnerships to support the implementation of the [Framework for Holistic Whole Family Approaches and Family Inclusive Practice](#), and;
- £3 million allocated through the [Children and Families Fund](#) administered by the Corra Foundation, applicants to which had to demonstrate how they would take a Whole Family Approach to delivering frontline services supporting children and families.
- The provision of £3m in funding to Health Boards support Infant Mental Health, as part of the Scottish Government’s commitment to taking a Whole Family Approach to children and young people’s mental health.²¹

In South Ayrshire, this translates to the Children’s Services Planning Group receiving £604,000 a year up to 2026 in Whole Family Wellbeing Funding. In addition, South Ayrshire ADP will receive around £79,000 annually to support the implementation of the Whole Family Approach.

(ii) Other funding pots relevant to the Whole Family Approach

In addition to these directly-linked funding streams, there are several pots of funding across the various policy areas discussed above which are relevant to WFA implementation. These include:

- The Promise Partnership Fund - the Scottish Government has committed to investing £12 million between 2021 and 2024 to support organisations and collaborations to #KeepThePromise.²² In December 2022, the Promise Partnership announced that 29 organisations would be receiving a total of £5m in funding, split across the three areas of a supportive workforce, a supportive school structure, and youth justice and rights.²³

²⁰ Scottish Government (2022), [Family Support Advisory Group: Whole Family Wellbeing Funding data](#).

²¹ Scottish Government (2022), [Keeping the Promise implementation plan](#). Pg 17.

²² Corra (2023), [‘The Promise Partnership’](#). Accessed 21/3/23.

²³ Corra (2022), [‘The Promise Partnership Funding Announcement’](#). Accessed 21/3/23.

- The Pupil Equity Fund - funding provided directly to schools targeted at closing the poverty-related attainment gap. The funding is allocated based on the number of P1-S3 pupils known to be eligible for free school meals, and is to be spent at the discretion of headteachers working in partnership with their local authorities.²⁴
- The Care Experienced Children and Young People Fund - an £11.5m fund intended to support local authority work to improve the educational attainment of care experienced young people, provided to local authorities at a level of £1,200 per looked after child.²⁵
- The Young Person’s Guarantee - the Scottish Government is investing up to £45m in 2022-23 in supporting young people’s access to a job, apprenticeship, further or higher education, a training programme or volunteering, with a particular focus on improving outcomes for care experienced young people.²⁶
- The Mental Health Recovery and Renewal Fund - a total of £120m pledged in February 2021 to support the delivery of the actions in the Covid-19: Mental Health Transition & Recovery Plan, including an additional £40m for CAMHS and £15m made available through the Communities Mental Health and Wellbeing Fund.²⁷

In South Ayrshire, the local authority will receive £229,000 a year through the Care Experienced Children and Young People Fund. South Ayrshire Council has also been awarded a total of £229,937 over two years through the Promise Partnership Fund to “support the co-production of a tailored curriculum offer with children and young people with care experience.”

(iii) Key embedded funding streams and associated outcomes

Finally, there are several key embedded funding streams in relation to services such as schools, children’s social work and health which are relevant to WFA. These areas also have associated indicators and outcome frameworks which link in different ways to some of the aspirations of WFA, the most notable of which are highlighted below.

²⁴ Scottish Government (2023), [‘Pupil attainment: closing the gap’](#). Accessed 21/3/23.

²⁵ Scottish Government (2021), [‘Care Experienced Children and Young People Fund: national operational guidance’](#). Accessed 22/3/23.

²⁶ Scottish Government (2022), [Keeping the Promise implementation plan](#). Pg 78.

²⁷ Scottish Government (2022), [Communities Mental Health and Wellbeing Fund: year 1 - national fund guidance](#).

While some funding is provided through ring-fenced grants such as the Pupil Equity Fund, most funding for education services comes in the form of unrestricted revenue grants to local authorities from the Scottish Government. In 2021-22, local authorities spent a net total of £5.87 billion on education services, out of a total net revenue expenditure of £11.78bn (the Scottish Government block grant accounts for around 85% local authority net revenue expenditure).²⁸

The Scottish Government's vision and ambitions around education are set out in the National Improvement Framework and Improvement Plan (NIF), which is intended to act as a bridge between four other strategic frameworks relevant to Scottish education: the Curriculum for Excellence, the Scottish Attainment Challenge, Getting It Right for Every Child, and Developing the Young Workforce.²⁹ The NIF sets out the Scottish Government's five key priorities in education, which are:

- Placing the human rights and needs of every child and young person at the centre of education;
- Improvement in children and young people's health and wellbeing;
- Closing the attainment gap between the most and least disadvantaged children and young people;
- Improvement in skills and sustained, positive school-leaver destinations for all young people, and;
- Improvement in attainment, particularly in literacy and numeracy.³⁰

Social work services, including children's services, are similarly funded largely through embedded funding streams, in this case largely through Integration Joint Boards who in turn receive funding directly from health boards and local authorities. In 2020-21 there was a gross expenditure of £5.04bn by local authorities on social work services, of which 46% was spent on adult social care services and 20% went to children and family services.³¹ Getting it right for every child (GIRFEC) is the strategic framework underpinning the Scottish Government's approach to supporting children, young people and families. The 2022 GIRFEC policy statement sets out the key values and principles underpinning the framework:

- Placing the child or young person and their family at the heart, and promoting choice, with full participation in decisions that affect them;

²⁸ Scottish Government (2023), [Scottish Local Government Finance Statistics 2021-22](#).

²⁹ Scottish Government (2020), [2021 National Improvement Framework and Improvement Plan](#). Pg 7.

³⁰ Scottish Government (2022), [2023 National Improvement Framework and Improvement Plan](#). Pg 5.

³¹ Harrison, S. (2022), [Social Work in Scotland: SPICe Briefing](#). Pg 22-3.

- Working together with families to enable a rights-respecting, strengths-based, inclusive approach;
- Understanding wellbeing as being about all areas of life including family, community and society;
- Valuing difference and ensuring everyone is treated fairly;
- Considering and addressing inequalities;
- Providing support for children, young people and families when they need it, until things get better, to help them to reach their full potential, and;
- Everyone working together in local areas and across Scotland to improve outcomes for children, young people and their families.³²

In addition, the Scottish Government has developed wellbeing outcomes, indicators and shared aims as part of the Children, Young People and Families (CYPF) Outcomes Framework.³³ These are based around the SHANNARI definition of wellbeing currently embedded across legislation, policy and practice, in which a child or young person's wellbeing is considered regarding the extent to which they are:

- Safe – growing up in an environment where a child or young person feels secure, nurtured, listened to and enabled to develop to their full potential. This includes freedom from abuse or neglect.
- Healthy – having the highest attainable standards of physical and mental health, access to suitable healthcare, and support in learning to make healthy and safe choices.
- Achieving – being supported and guided in learning and in the development of skills, confidence and self-esteem, at home, in school and in the community.
- Nurtured – growing, developing and being cared for in an environment which provides the physical and emotional security, compassion and warmth necessary for healthy growth and to develop resilience and a positive identity.
- Active – having opportunities to take part in activities such as play, recreation and sport, which contribute to healthy growth and development, at home, in school and in the community.

³² Scottish Government (20220), [Getting it right for every child \(GIRFEC\): policy statement](#). Pg 6.

³³ Scottish Government (2022), [Improving outcomes for children, young people and families: review of Children's Services Plans and strategic engagement activity](#). Appendix E.

- Respected – being involved in and having their voices heard in decisions that affect their life, with support where appropriate.
- Responsible – having opportunities and encouragement to play active and responsible roles at home, in school and in the community, and where necessary, having appropriate guidance and supervision.
- Included – having help to overcome inequalities and being accepted as part of their family, school and community.

Also of relevance here is the strategic vision set out by the Independent Care Review, and the Scottish Government’s subsequent Keeping the Promise implementation plan.³⁴ The vision of The Promise is built on five key foundations:

- Voice: That children's voices are heard and they are involved in decision making.
- Family: Children must stay with their families if it is safe to do so.
- Care: if family care is not possible, siblings must stay together where it is safe, and should stay in a loving home as long as needed.
- People: Children must develop relationships with people in the workforce and community.
- Scaffolding: There must be a system to support children, families and the workforce.

Next, health and social care services account for the largest embedded funding streams funded by the Scottish Government, making up 39% of the resource and capital spend in the 2023-24 Scottish Budget.³⁵ Most of this funding is allocated at the local level by NHS Boards and by Integration Joint Boards, to whom NHS boards and local authorities delegate planning responsibility and budgets for services including primary healthcare, community healthcare and adult social care and unscheduled hospital care. A total of £12.1bn has been allocated to territorial NHS boards in the 2023-24 budget, up from £11.5bn in 2022-23.³⁶

The nine health and wellbeing outcomes identified by the Scottish Government for health boards, local authorities and integration authorities to work towards are:

³⁴ Scottish Government (2022), [Keeping the Promise implementation plan](#).

³⁵ Burnside, S. et al (2022), [SPICe Briefing: Budget 2023-24](#). Pg 13.

³⁶ Scottish Government (2022), [Scottish Budget: 2023-24](#). Pg 40.

1. People are able to look after and improve their own health and wellbeing and live in good health for longer.
2. People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.
3. People who use health and social care services have positive experiences of those services, and have their dignity respected.
4. Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services.
5. Health and social care services contribute to reducing health inequalities.
6. People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being.
7. People who use health and social care services are safe from harm.
8. People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide.
9. Resources are used effectively and efficiently in the provision of health and social care services.³⁷

Finally, all of the above policy areas are intended to contribute towards the achievement of Scotland's 11 National Outcomes, as set out in the [National Performance Framework](#). While all of these outcomes are relevant to a greater or lesser extent to the aims and aspirations of the Whole Family Approach, National Outcomes (and associated indicators) of particular relevance include:

- **Children and young people:** We grow up loved, safe and respected so that we realise our full potential.
 - Indicators: Child social and physical development; Child wellbeing and happiness; Children's voices; Healthy start; Quality of children's services; Children have positive relationships; Children's material deprivation.
- **Health:** We are healthy and active.

³⁷ Butcher, E. (2019), [Health and social care integration: spending and performance update](#). Pg 11.

- Indicators: Healthy life expectancy; Mental wellbeing; Healthy weight; Health risk behaviours; Physical activity; Journeys by active travel; Quality of care experience; Work related ill health; Premature mortality.
- **Education:** We are well educated, skilled and able to contribute to society.
 - Indicators: Educational attainment; Confidence of children and young people; Resilience of children and young people; Workplace learning; Engagement in extracurricular activities; Young people's participation; Skill profile of the population; Skill shortage vacancies; Skills under-utilisation.
- **Communities:** We live in communities that are inclusive, empowered, resilient and safe.
 - Indicators: Perceptions of local area; Loneliness; Perceptions of local crime rate; Community land ownership; Crime victimisation; Access to green and blue space; Places to interact; Social capital.
- **Poverty:** We tackle poverty by sharing opportunities, wealth and power more equally.
 - Indicators: Relative poverty after housing costs; Wealth inequalities; Cost of living; Unmanageable debt; Persistent poverty; Satisfaction with housing; Food insecurity.
- **Human Rights:** We respect, protect and fulfil human rights and live free from discrimination.
 - Indicators: Public services treat people with dignity and respect; Quality of public services; Influence over local decisions; Access to justice.

In South Ayrshire in 2021-22, total Integrated Joint Board expenditure amounted to £185.7m. This included £69.2m on Community Care and Health services, £43.7m on Primary Care services, £29.7m on Mental Health services, and £24.6m on Children and Justice Services.³⁸ South Ayrshire Council's agreed 2023-24 budget, meanwhile, sets out a planned net service expenditure of £233.6m (in addition to a £96.3m contribution to South Ayrshire Health and Social Care Partnership). This includes £119.7m on Education, £43.4m on Housing, Operations & Development and £18.9m on Strategic Change and Communities.³⁹ Current strategies and aspects of service provision within

³⁸ South Ayrshire Health and Social Care Partnership (2022), [Integration Joint Board Annual Report and Accounts 2021-22](#), Pg 24.

³⁹ South Ayrshire Council (2023), ['Budget'](#), Accessed 27/3/23.

these areas in South Ayrshire which are particularly relevant to the Whole Family Approach include:

- South Ayrshire’s Parenting Promise 2021-30, which commits to several actions in relation to whole family support including embedding the 10 principles of intensive family support across all directorates and commissioned services by 2024 and incorporating ‘quality of relationships’ into local commissioning and monitoring frameworks as standard⁴⁰;
- South Ayrshire’s Children’s Services Plan 2020-23, which outlines a range of actions and ambitions in relation to children and families in South Ayrshire, including those with care experience⁴¹;
- The Belmont Family First and Small Steps to Wellbeing services, which reflect important WFA principles such as early intervention and building on family strengths;
- The five Strategic Outcomes outlined in the Children’s Services Plan (mapped to the 11 National Outcomes), which are:
 - a. Outstanding Universal Provision;
 - b. Tackling Inequality;
 - c. Love and Support for Care Experienced Young People and Young Carers;
 - d. Good Physical and Mental Health Wellbeing;
 - e. Promoting Children’s Rights
- Other services/teams including the Virtual Schools Team in Education and Care Experienced supports in Thriving Communities (further information on whole family approaches in South Ayrshire was gathered through the survey discussed in the main report).

⁴⁰ South Ayrshire Health and Social Care Partnership (2021), [South Ayrshire's Parenting Promise 2021-2030](#).

⁴¹ South Ayrshire Council (2020), [Children's Services Plan 2020-2023](#).

Annex D - Whole Family Approach case studies

Hertfordshire Family Safeguarding approach

- a whole family, strengths-based approach to child protection. Child safeguarding work is undertaken by children's social workers, adult mental health practitioners, substance misuse and probation officers, working together as one team.
- all practitioners involved with the family contribute to analysis, planning and sharing the decision making. Reduced bureaucracy to a minimum to free up time for practitioners to spend more time in direct work with children and families.

Stockport Family Model

- MDT model based on restorative practice; delivering assessments and interventions that consider strengths and vulnerabilities of families
- The creation of new structures and systems: alongside the integration of children's social care and Integrated Children's Services, the Stockport family model reorganised children's services into locality-based teams.
- Partnership working: development of a shared outcomes framework with partners and the secondment of partners onto the Stockport Family Innovation Board. Alongside this, individual staff from children's services were linked to all of Stockport's schools

Derby Supporting Families Programme

- Supporting Families focuses on the whole family and unites the skills and expertise of all our frontline partners, rather than support one family member in isolation and tackle one problem at a time.

Camden model of social work / Camden Resilient Families Framework

- based on a set of guiding principles and the core belief that the relationship between the social worker and the family and the social worker and the child are the key asset.
- Integrated Front Door (IFD) aims to create a central point of access for Early Help, Social Care and Child and Adolescent Mental Health Services (CAMHS) referrals to improve referral pathways, reduce delays in access to services, and ensure families are directed to the most appropriate service for their needs.