

## South Ayrshire Health and Social Care Partnership

### REPORT

<b>Meeting of South Ayrshire Health and Social Care Partnership</b>	<b>Integration Joint Board</b>
<b>Held on</b>	<b>19<sup>th</sup> February 2020</b>
<b>Agenda Item</b>	<b>10</b>
<b>Title</b>	<b>Leadership Panel on Children's Services Proposals</b>
<b>Summary:</b>	
<p>The purpose of this report is to inform the Integration Joint Board of the funding of three transformational proposals for the Health and Social Care Partnership's (HSCP's) Children and Families service which will be funded from the Efficiency and Improvement Fund, the Repairs and Renewal Fund and core Health and Social Care Partnership budgets.</p>	
<b>Presented by</b>	<b>Head of Children's Health, Care and Justice Services</b>
<b>Action required:</b>	
<p><b>It is recommended that the Board notes the use of the Efficiency and Improvement Fund to the value of £230,000 and the Repairs and Renewals Fund to the value of £199,000 for (i) Whole Family, Whole System Approach, (ii) Signs of Safety; and (iii) Cunningham Place enhanced provision. It is also recommended the Board notes the creation of 5 FTE temporary posts, for a 3 year period, to deliver the Whole Family Whole System Approach.</b></p>	

<b>Implications checklist – check box if applicable and include detail in report</b>									
Financial	<input type="checkbox"/>	HR	<input type="checkbox"/>	Legal	<input type="checkbox"/>	Equalities	<input type="checkbox"/>	Sustainability	<input type="checkbox"/>
Policy	<input type="checkbox"/>	ICT	<input type="checkbox"/>						

<b>Directions required to NHS Ayrshire &amp; Arran South Ayrshire Council, or both</b>	<b>1. No Direction Required</b>	<input type="checkbox"/>
	<b>2. Direction to NHS Ayrshire and Arran</b>	<input type="checkbox"/>
	<b>3. Direction to South Ayrshire Council</b>	<input type="checkbox"/>
	<b>4. Direction to NHS Ayrshire and Arran and South Ayrshire Council</b>	<input type="checkbox"/>

**SOUTH AYRSHIRE HEALTH AND SOCIAL CARE PARTNERSHIP  
INTEGRATION JOINT BOARD  
19 February 2020  
Report by Director of Health & Social Care**

## **CHILDREN AND FAMILIES TRANSFORMATION PROPOSAL**

### **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to inform the Integration Joint Board of the funding of three transformational proposals for the Health and Social Care Partnership's (HSCP's) Children and Families service which will be funded from the Efficiency and Improvement Fund, the Repairs and Renewal Fund and core Health and Social Care Partnership budgets.

### **2. RECOMMENDATION**

- 2.1 **It is recommended that the Board notes:**

**It is recommended that the Board notes the use of the Efficiency and Improvement Fund to the value of £230,000 and the Repairs and Renewals Fund to the value of £199,000 for (i) Whole Family, Whole System Approach, (ii) Signs of Safety; and (iii) Cunningham Place enhanced provision. It is also recommended the Board notes the creation of 5 FTE temporary posts, for a 3 year period, to deliver the Whole Family Whole System Approach.**

### **3. BACKGROUND INFORMATION**

- 3.1 The South Ayrshire Health and Social Care Partnership Children's Health Care and Justice Service deliver a range of supports to Children and Families throughout South Ayrshire. These services are delivered in fulfilling the statutory function of Social Work Services, including the protection of Children and improving wellbeing through addressing assessed vulnerabilities.
- 3.2 The delivery of Children and Families services is a complex matter. It is acknowledged by the Health and Social Care Partnership and Integrated Joint Board that there have been significant challenges in how the South Ayrshire Health and Social Care Partnership have historically delivered these services which now requires transformation and improvement.
- 3.3 In particular the Care Inspectorate report in 2016 highlighted that South Ayrshire had a disproportionate number of children in costly external care placements and that there was a lack of early intervention services.
- 3.4 Since the 2016 Care Inspectorate Report, there have been a range of improvement actions which have resulted in improving services and outcomes for children. However to enable the service to be able to deliver on the growing needs that are present within our community, there is a need to transform the way services are delivered, to become more effective and efficient.
- 3.5 There are three particular proposals contained within this paper which will contribute to the transformation of the service, they are:

- Whole Family, Whole System Approach;
- Signs of Safety; and
- Cunningham Place enhanced provision.

#### 4. REPORT

##### 4.1 *Whole Family, Whole System Approach*

- 4.1.1 To enable the Health and Social Care Partnership to work with education and health to identify children at risk and in need of protection earlier. It is also anticipated that this approach will reduce escalation through the care system into expensive out of authority placements. The approach would seek to have additional Health and Social Care staff within the School cluster to work together with pastoral care teaching staff and health workers to develop a whole family approach within the school and community. This model would also provide an opportunity for a test of change for other school clusters in South Ayrshire and the development of improved systems and processes which support the delivery of GIRFEC to keep families together and improve wellbeing and outcomes for Children.
- 4.1.2 Over a period of three years there have been fifty three child placements made for Children away from home, from this High School/Academy alone. The cost of these placements, over three years totals £3,704,382 or an average of £1,234,794 per year.
- 4.1.3 With a 30% reduction in placements from this one school cluster, it is envisaged that this approach will contribute to cost avoidance of £1,111,314 over three years, or £370,438 per year, from year three from investment. Future years costs will be met from existing HSCP budgets.
- 4.1.4 The investment by the Leadership Panel would provide an opportunity to redesign how services are delivered in partnership. The learning from the model, will be used to inform South Ayrshire's future working together within School Clusters and Localities with families at the centre.

<b>Cost/efficiency</b>	<b>£</b>	<b>£</b>	<b>£</b>
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Cost per annum	231,411	238,353	245,504
Assumed efficiency	(57,853)	(238,353)	(370,000)
<b>Net budgetary implication</b>	<b>173,558</b>	<b>0</b>	<b>(124,496)</b>
	One-off funding requested from E.I.F	Self-funding in Year 2	Efficiency realised in Year 3

## 4.2 ***Signs of Safety***

- 4.2.1 Signs of Safety is a strengths based model that would contribute to the cultural change required within Children's Health Care Services. The access to training in this approach would enable the Partnership to address historical factors which have contributed to an overly 'interventionist approach' with Children and Families. The cost of this is £50,000 and will be for training and access to materials for engaging with Children and Families.
- 4.2.2 The full implementation of the model requires a whole system commitment from all leaders within the Council and Partnership to build upon community and family assets. It supports the establishment of a common value base and common language for how services and systems work collaboratively to support Children and Families working towards improved wellbeing. It is presently being delivered in a range of Scottish Local Authorities and the Care Inspectorate are being trained in its approach due to the number of areas who are engaged in its delivery and the impact upon the quality of services delivered. The investment in this approach will contribute to the whole system redesign and the change in the balance of care, enabling the return of Children from external providers and the support of more children within their family and local community.

## 4.3 ***Cunningham Place (Children's House) Development***

- 4.3.1 To convert the office space in Cunningham Place children's house into two bedrooms, enabling the downstairs bedroom nearest the kitchen to be converted into an independent living flat. The cost avoidance of this could be in the region on £189,535 per year (the cost of one external placement) for a one off investment of £108,000.
- 4.3.2 It is also proposed that a 'Garden Room' is placed within the grounds of Cunningham place at a cost of £91,000. This additional facility would be used as a respite resource for young people in crisis who require to be out of the family home for a short period of time while a team around the family work to address the risks and concerns, to enable the young person to return safely. This addition resource would reduce the need for the use of expensive external respite provision.

## 5. **STRATEGIC CONTEXT**

- 5.1 The buying of the Signs of Safety and the Garden Room would need to comply with legal and procurement regulations.
- 5.2 There would also be a requirement to ensure that the provision of a Garden Room and the independent flat within Cunningham Place complied fully with Care Inspectorates standards for registered accommodation for children.

## 6. **RESOURCE IMPLICATIONS**

### 6.1 **Financial Implications**

- 6.1.1 A draw of £0.173m is requested from the Efficiency and Improvement Fund, to provide an initial 9 months funding for a permanent staff team (5 x FTE with an annual cost of £0.217m) and £0.015m of externally purchased services to provide a Whole System Whole Family Approach in a chosen school cluster from 1 July 2020. The first 3 months for 20/21 financial year, and future years will be funded from existing budgets due to the anticipated benefit from implementation of the team, which is currently expected to rise to approximately £0.370m per annum.

- 6.1.2 A draw of £0.050m is requested from the Efficiency and Improvement Fund, to implement a Signs of Safety approach for the Children's Health Care and Justice Service and provide training to all staff and key stakeholders, to support transformational activities and support efficiency and effectiveness of the service for future years.
- 6.1.3 A draw of £0.199m from the Repairs and Renewals Fund is requested to carry out work to create one independent living space and the provision of a Garden room within Cunningham Place Children's House. It is anticipated that this one off investment will result in annual cost avoidance of £0.190m per annum and would reduce the need for the use of expensive external respite provision. There will also be annual on-going revenue costs of around £5,000 for the running of this respite facility.
- 6.1.4 The Efficiency and Improvement Fund currently has £0.837m of uncommitted funds available to meet the requested £0.173m detailed in 6.1 above. The Repairs and Renewals Fund currently has £0.386m of uncommitted funds available to meet the total requested funding of £0.249m detailed in 6.2 and 6.3 above.

## **6.2 Human Resources Implications**

- 6.2.1 It is necessary to create 5 FTE temporary posts, for a 3 year period, to deliver the Whole Family Whole System approach. (Please refer to [Appendix 1](#) for details.)

## **6.3 Legal Implications**

- 6.3.1 There are no legal implications for these proposals.

## **7. CONSULTATION AND PARTNERSHIP WORKING**

- 7.1 There has been no public consultation on the contents of this report.
- 7.2 Consultation has taken place with Councillor William Grant, Portfolio Holder for Children and Young People, and the contents of this report reflect his feedback and support.
- 7.3 Consultation has taken place with the Health and Social Care Partnership Integrated Joint Board Budget Working Group and the contents of this report reflect the feedback provided.
- 7.4 Consultation has taken place with the Integrated Joint Board and the contents of this report reflect the feedback provided.
- 7.5 Consultation has taken place with the Depute Chief Executive and Director - People and the Head Teacher of the High school for the Whole Family Whole System approach. There has also been consultation with Senior, Service Manager and Staff at Cunningham Place children's house.
- 7.6 Consultation has taken place with the Place Directorate to ensure that the costs of the work within Cunningham place are well informed.
- 7.7 There has been consultation with the consultant from the Signs of Safety and a visit arranged to another local authority area to look at the model further. There has also been a full day's consultation on the Signs of Safety approach with one challenging family.

## **8. RISK ASSESSMENT**

### **8.1 *Risk Implications of Adopting the Recommendations***

8.1.1 There is a risk that the Care Inspectorate does not grant registration for the independent flat within the house to be used as a care facility for a young person. The process for variation to registration to the Care Inspectorate is through the completion of an e form with the details drawings etc. This is then considered by the Care Inspectorate and a decision made. South Ayrshire have been previously successful with this approach at Sundrum View.

8.1.2 Should there be any reasonable need to adapt the plans to make them fit for registration then these will be considered. Where there is a significant challenge to the plans which require a re-think, then the development will not progress until these are resolved, this may require another Leadership Panel report.

### **8.2 *Risk Implications of Rejecting the Recommendations***

8.2.1 The risk of rejecting the proposals, is that the pace of change that is required for Health and Social Care Children Services, is significantly slower than required and continued budgetary pressures due to external child placements remains.

## **9. EQUALITIES IMPLICATIONS**

9.1 There are no significant potential positive or negative equality impacts of agreeing the recommendations and therefore an Equalities Impact Assessment is not required.

## **10. SUSTAINABLE IMPLICATIONS**

10.1 ***Considering Strategic Environmental Assessment (SEA)*** - This report does not propose or seek approval for a plan, policy, programme or strategy or document otherwise described which could be considered to constitute a plan, programme, policy or strategy.

**Background Papers**    **None**

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**Date:**    **7 February 2020**

## Whole Family, Whole Systems Approach

### 1. Background

South Ayrshire Council have set a vision for making schools community hubs, where not only children can be educated to a high standard and achieve successful results, but where they become hubs for whole family wellbeing. This vision in conjunction with the need to reduce costs in the use of Out With Authority Placements provides the background for the need to do things differently and transform our collaborative approach to supporting children at risk and in need.

### 2. Objectives

The proposal is to base two Health and Social Care Social Workers within the South Ayrshire School cluster with two Family Nurturers and access to befriending and mentoring services to work with children and families attached to the project team.

The team would work within the school cluster, mostly with children and young people within the High School/Academy but also those children within cluster primaries who are in Primary 6 and 7 and who will be transitioning into the High School/ Academy and who are either Looked After or at risk of becoming Looked After.

The teams focus would be around working with children who are currently Looked After and Looked After and Accommodated and those at risk of becoming so. The team would ensure that these children have robust child plans and that there is a whole family approach to reduce the escalation through the care system, improving their outcomes but also reducing spend.

Part of the proposed team's priority would be to intensively support these children and their families to remain living together. For children who are no longer at home, and in other residential or foster care placements, but still attend the High School/Academy. The focus would be to enable them to return to a family environment with the supports necessary to make that return to family life sustainable. The team would be used as a test of change with our partners in Education and Health so that we can develop early identification pathways for those who require supports from the right professional at the right time, thus getting away from just 'making referrals'.

### 3. The Current position and logic for transformation

Over the past three years, the chosen High School/Academy have had the largest number of Looked After Children in South Ayrshire, as well as the largest number of Children who became Looked After and Accommodated away from home. Therefore this proposal relates to that school cluster, as a test of change.

Over a period of three years there have been fifty three child placements made for Children away from home, from this High School/Academy alone.

Provision Type	Sum of 2019/20 Projected Cost	Sum of 2018/19	Sum of 2017/18	Sum of No of Placements 2019/20	Sum of No of Placements 2018/19	Sum of No of Placements 2017/18
External Fostering	0	17,095	0	0	1	0
External Residential School	720,168	811,720	600,072	4	6	5
External Secure Accommodation	0	204,602	0	0	1	0
Internal Fostering	153,308	164,925	153,473	9	10	10
Internal Residential Childrens House	206,494	272,405	400,121	1	2	4
<b>Grand Total</b>	<b>1,079,970</b>	<b>1,470,747</b>	<b>1,153,665</b>	<b>14</b>	<b>20</b>	<b>19</b>

The cost of these placements, over three years totals £3,704,382 or an average of £1,234,794 per year, £102,899 per month.

With a 30% reduction in placements from this one school cluster, it is envisaged that this approach will contribute to cost avoidance of £1,111,314 over three years, or £370,438 per year.

The agreed investment by the Leadership Panel would also provide an opportunity to redesign how services are delivered in partnership. The learning from the model, will be used to inform South Ayrshire's future working together within School Clusters and Localities with families at the center.

#### 4. Resource Implications

The Whole System Whole Family approach in this school cluster will incur additional revenue costs of £0.213m per annum as shown in Table 1 below:-

**Table 1**

##### Staffing (assuming top of scale cost)

Post name	Level	FTE	Top of scale cost per annum £
Senior Practitioner	11	1.00	55,942
Social Worker	10	1.00	51,222
Family Nurturer	8	2.00	82,688
Admin support	4	1.00	25,359
<b>Total staffing cost per annum</b>		<b>5.00</b>	<b>215,211</b>

##### Other costs

Travel/supplies/admin costs	N/A	N/A	1,200
Befriending/Support hours	N/A	N/A	15,000
<b>Total anticipated cost per annum</b>			<b>231,411</b>

The Leadership Panel are being requested to approve a draw on the Efficiency and Improvement Fund up to a maximum of £0.173m for 9 months of this revenue cost to allow time for efficiencies to be realised following implementation of the team and external support hours.

It is anticipated that an efficiency equalling the full cost of the service will be realised in Year 2 (2021/22), and a conservative estimate, equating to 30% of historic cost of placements from the school cluster, of £0.370m per annum in from Year 3 (2022/23), as shown in Table 2 below:-

**Table 2**

	£	£	£
Cost/efficiency	Year 1	Year 2	Year 3
Cost per annum	231,411	238,353	245,504
Assumed efficiency	(57,853)	(238,353)	(370,000)
<b>Net budgetary implication</b>	<b>173,558</b>	<b>0</b>	<b>(124,496)</b>
	One-off funding requested from E.I.F	Self-funding in Year 2	Efficiency realised in Year 3



## **Signs of Safety**

### **1. Background**

Signs of Safety is a strengths-based model of practice which has been evaluated as effective in cultural change within Child Care Social Work. The approach has been adopted by a number of Scottish local authorities, including Dumfries and Galloway, East Renfrewshire and Glasgow City. The approach provides a consistent framework for children services and through evaluation reflects improvements in:

- the quality of direct social work with children, young people and their families
- partnership work with parents and families that recognises their strengths and uses these as part of any intervention
- the quality of planning to support the safety of children and young people
- the skills and confidence of the social work workforce

South Ayrshire have tested the model on one complex family in South Ayrshire and found it to be an effective model for conceptualising risk and care planning for children and families and focusing on strengths and evidenced based thinking. There has also been a teleconference regarding the approach with a national consultant for the model and visits will be arranged to local sights to further test the viability of the approach in a South Ayrshire context.

### **2. Objectives**

The Signs of Safety approach would enable South Ayrshire to address some of the historical culture factors, which have contributed to a disproportionately high number of children being placed out with of authority into expensive care placements. The Strengths-based family centred approach, reflects the ambition for transformation that the Senior Management team have set from being established in the summer of 2019.

From the evaluation undertaken by; Munro, Turnell and Murphy Child Protection Consulting (MTM) 'Transforming children's services with Signs of Safety at the centre' project, managers and social workers in the 10 pilots were overwhelmingly positive about the benefits of SoS as a practice framework.

*'Our conclusion is that, while SoS is not a magic bullet for the challenges that face children's social care, it has the potential to help improve services for children and young people.'*

The introduction of the model would support the other transformational activities being undertaken and would add significantly to the likelihood of the redesign of children services, efficiency and effectiveness in improving outcomes for South Ayrshire Children and Families.

### **3. Product/Service Description**

Signs of Safety is an integrated framework for children and family intervention work across the whole system which leads to culture change in Social Work.

### **4. Approach**

There has been early discussion with a Signs of Safety consultant and contact made with other Scottish Local Authority areas where the approach has been successfully implemented. South Ayrshire have also tested the approach with access to a Sign of Safety consultant for one day to review a complex family. Staff and managers found the approach to be very empowering, enabling staff to think differently about how to manage the case and be more strengths based and evidential in their thinking.

Should funding be agreed, then visits to test sites will be undertaken and an implementation plan created to enable the introduction of the approach in South Ayrshire.

## **5. Scope**

South Ayrshire Children's Health Care and Justice services initially, however the approach also has benefits for adult services.

## **6. Resources Required**

It is believed that the full implementation of the approach across the whole system and training for all staff in Children's Health Care and Justice and other key stakeholders would cost in the region of £50,000 one off fee.

## **7. Constraints**

This project will only be successful with the additional resources require and full support, and by in, from all stakeholders and most importantly from Children and Family Social Workers.

## **8. Stakeholders**

The model's implementation is most successful where there is full buy in from all stakeholders and leaders within the council and HSCP who will also have the opportunity to access training in the models benefits. There is a significant emphasis upon Children and Family Social Workers, reviewing officers, Service and Senior Managers who would be required to engage fully with the training and the implementation of the model. The proposal is also fully supported by the IJB.

## **Cunningham Place Development**

### **1. Background**

In keeping with the strategy of reducing the number of Children who are within expensive external provision, it is envisaged that another independent flat will be created within Cunningham place Children's house and the purchase of a Garden Room within the grounds will provide additional capacity for respite as and when required, to prevent the use of external respite provision.

### **2. Objectives**

To invest in Cunningham Place children's house and to convert the office space into two bedrooms, enabling the downstairs bedroom nearest the kitchen to be converted into an independent living flat.

It is also proposed that there is a 'Garden Room' placed within the grounds of Cunningham place children's house, this would be used as a respite resource for young people in crisis who require to be out of the family home for a short period of time while a team around the family work to address the risks and concerns with the family, to enable them to return safely.

### **3. Project Rationale**

This additional provision will reduce the need for the use of external providers who offer respite on a 28 day basis, at around £14,000. The minimum length of stay often makes returning a young person home difficult and can lead to extended periods of care away from home at even greater expense and poorer outcomes for children.

In 2019 - £30,000 was spent on one young person for respite. Although the costs avoided may not appear significant, the resource would enable cost avoidance every year moving forward as this provision creates additional capacity.

The garden room would also be used as a break-out space for the children in Cunningham house when it is not occupied, improving the living environment for those children and young people currently in South Ayrshire's care.

This additional capacity is necessary as, at present, the Children's houses are very settled and delivering nurturing care. This has resulted in far better care for our children and young people, but also it has resulted in less movement from the children's houses as children remain within the house longer as they become very settled and secure in their placement.

While this is a positive reflection on the care provided, it brings challenges in terms of capacity for new young people requiring respite. In particular when an *Out of Hours* crisis occurs, young people often have to sleep in the living room on a couch or fold up bed in the children's house games room when respite at out of hours is unavailable. The garden room would provide a far more appropriate space for young people who may be in crisis and require short term respite and would be within the authority of On Call Senior Managers to access.

The additionally of an independent flat within Cunningham place, creates the opportunity to support a young person from the Children's house towards independence, freeing up a space for a young person who may have entered into external residential care.

The cost avoidance of this could be in the region on £189,535 per year (for one residential placement) and based upon 2019's cost £30,000 for access to respite resources, the total potential cost avoided being £219,535.

#### **4. Product/Service Description**

To convert the up-stairs office in Cunningham Place into two bedrooms allowing for an independent flat to be created down-stairs.

To placing of a 'garden room' to provide respite for children and young people in crisis with access to highly qualified and professional residential staff, as well as creating some break-out space for Children and young people when the respite resource is not required within the grounds of Cunningham place Children's House.

#### **5. Approach**

As above

#### **6. Scope**

Cunningham Place Children House

#### **7. Resources Required**

The place directorate has provided a budget costing estimate of;

- **Internal alterations at Cunningham place to create an independent flat = £108,000**
- **Provision of a Garden room within the grounds of Cunningham place = £91,000**
- **Total = £199,000**

This is being asked from the repairs and renewal fund.

#### **8. Constraints**

Planning permission will need to be sought as will the registration of both additional resources with the Care Inspectorate.

#### **9. Stakeholders**

Children's house staff are supportive of the plans and believe that they are best placed to provide the level of care required.

Councillors Grant, Dettbarn and McGinley are aware of the proposals and supportive. The proposal is also fully supported by the IJB.