



Item No: 6

Meeting Date: Wednesday 8th November 2017

Glasgow City Integration Joint Board

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Services

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TRANSFORMATIONAL CHANGE PROGRAMME – CHILDREN'S SERVICES 2018-21

Purpose of Report:

To seek IJB approval for the HSCP's children and young people's transformational change programme for the 3 years 2018-21, including associated savings and efficiencies.

Background/Engagement:

The introduction of the Health and Social Partnership (HSCP) has precipitated and necessitated a comprehensive review of the child care system in Glasgow.

In tandem with the conclusions from the recent integrated Children's Services inspection, <https://glasgowcity.hscp.scot/publication/item-no-27-services-children-and-young-people-glasgow-may-2017-report-joint-inspection> this has enabled all of the key stakeholders to critically analyse and evaluate the outcomes for children and young people in Glasgow. To that end, the integrated HSCP service has sought to review and reconsider the purpose, aims and objectives for Children's Services not only in 2017, but importantly for the next 3-5 years.

The comprehensive vision has been presented and articulated to over 1,000 frontline staff within the past 4-6 months.

The issues and proposals within this paper were also considered at an IJB development session in late October.

Recommendations:	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> a) note the paper; b) note the ongoing children and young people's service reform programme; and c) consider and approve the children and young people's transformational change programme, including associated savings and efficiencies.
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Relevance to Integration Joint Board Strategic Plan:

Partnership key priorities (page 26)
<https://glasgowcity.hscp.scot/publication/strategic-plan-2016-19>

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	All 9 national health and wellbeing outcomes and the implementation of the national policy Getting It Right For Every Child (GIRFEC).
Personnel:	A review and redesign of intensive services to supplement and complement the intensive outreach family support initiative. Consequently there are implications around management and changes to the current structure.
Carers:	This refresh strategy and the implementation of GIRFEC seeks to strengthen support to all carers at an earlier and more sustained level.
Provider Organisations:	Implications for third sector will emerge through the new family support tendering framework.
Equalities:	The proposals contained in this report pays due regard on the equality requirements. There is no legal requirement to conduct an Equalities Impact assessment in relation to children and young people, nevertheless, the HSCP will carry one out in respect of the proposals in this paper prior to 31 st March and it will be made available on completion on the HSCP website.
Financial:	Saving of £6.7m in each of the next 3 years in tandem with reinvestment in family support.
Legal:	None
Economic Impact:	None
Sustainability:	None

Sustainable Procurement and Article 19:	None
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Risk Implications:	This strategy and vision contains a range of risks associated with rebalancing care and sustaining more children and young people at home, at school and in their local community. Risk will also exist in transferring from one system of care to a new infrastructure of community support and robust community alternatives.
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Implications for Glasgow City Council:	These proposals will seek to shift risk management and investment into local communities. It will require thoughtful and robust risk management in tandem with the support, collaboration and partnership of key stakeholders; Police Scotland, Education, Third Sector and the Community.
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Implications for NHS Greater Glasgow & Clyde:	Implications as above.
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Direction Required to Council, Health Board or Both	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	✓

1. Purpose

- 1.1 To seek IJB approval for the HSCP's children and young people's transformational change programme for the 3 years 2018-21, including associated savings and efficiencies.

2. Background

- 2.1. The introduction of the Health and Social Partnership (HSCP) has precipitated and necessitated a comprehensive review of the child care system in Glasgow. In tandem, with the recent integrated inspection this has enabled all of the key stakeholders to critically analyse and evaluate the outcomes for children and young people in Glasgow. To that end, the integrated HSCP service has sought to review and reconsider the purpose, aims and objective for Children's Services not only in 2017, but importantly for the next 3-5 years.

- 2.2 The IJB Strategic Plan outlines 5 key priorities that apply to all HSCP services including those that support young people and children:

- Early intervention, prevention and harm reduction.
- Providing greater self-determination and choice.
- Shifting the balance of care.
- Enabling independent living for longer.
- Public protection – including keeping vulnerable people safe from harm.

- 2.3 These priorities have been well articulated within the Christie Commission and consequently within the National Policy of Getting It Right For Every Child. Nevertheless while such aspirations are well accepted and well understood implementing effective system change has proved challenging and more elusive. To this end, the current approach within the HSCP and within Children's Services has highlighted some solid progress illustrated by the reduction in high cost outwith-authority care and through the implementation of the new ways of working such as Family Group Conferencing around Kinship Care and Signs of Safety with respect to child protection.
- 2.4 Nevertheless while much progress has been made in making children and young people safer, a recent Nuffield report around rates of admission into care, has highlighted significant variation in admissions into care across Scotland (188/10,000) to Northern Ireland, with comparable levels of vulnerability, operating at 48 admissions into care per 10,000. Not only is such variation worthy of attention, but our practice experience and practice wisdom indicates that more must be done to support families in their local communities.
- 2.5 In this respect, the system must scrutinise outcomes as opposed to actions. Moreover the analysis around the full cost of care has highlighted not only a spend of around £95m per annum, but has exposed a majority of that spend as taking place outwith Glasgow City.
- 2.6 Consequently when considering both the cost and the secured outcomes it is evident that much more needs to be done to help families help themselves, to improve the range of family support services and to ensure that where necessary intensive family support is available to sustain more young people at home for longer.

3. Progress to Date

- 3.1 The IJB, both in its formal meetings and through its seminars, is aware of the progress made through the current reform programme. This performance has involved and secured the following;
- High Cost Placements have reduced from 116 (March 2015) to 94 in September 2017. A saving of circa £4m.
 - The Service has reduced the previous overspend by £4.2m.
 - A saving of £1.6m has already been secured against high cost for 2017/2018.
 - Children and Young People Looked After and Accommodated (in care) has reduced from 1,400 to a current figure of 1,170.
 - The contribution of 12 new residential units and a £7m investment in Kinship Care has helped re-engineer the approach and options in our city.

4. A Vision for Children's Services for 2021

- 4.1 The HSCP has reflected and concluded that its aims and objectives need to be closely aligned with the policy aims of Getting it right for **every** child (GIRFEC) and the HSCP national objectives and outcomes. Consequently, the service intends to progress the following objectives towards better outcomes:

- The HSCP will build on the direction of travel established within the past 12 months which has realised the efficiencies and progress outlined in section 3.
- The HSCP will seek to help more families to help themselves by strengthening prevention in communities.
- The HSCP will develop a robust and comprehensive family support strategy again to strengthen the investment and infra-structure in family life across the city and in particular in providing more tangible and preventative help to mums, dads and carers in our most vulnerable neighbourhoods.

- 4.2 The Partnership remains committed and determined to spend more of its money in the city and to ensure that where possible, children and young people are sustained at home, in their neighbourhoods and in their local schools.
- 4.3 To that end, the Partnership will seek to implement the aspirations of the Christie Commission, to avoid spending money in ‘failure demand’ and significantly shift money and intervention into prevention in the Community infra-structure. This approach is set out in diagrammatic form in Appendix 1.
- 4.4 To achieve that goal, the child care system must change by acting, practicing and operating differently to the past culture, customs and practice. Consequently the needs, wants, demands and expectations of the past will need to be re-set to shift spend, promote prevention and adapt the response.
- 4.5 To support and deliver this whole system change, the Partnership must critically reduce ‘failure demand’. Essentially, we will reduce the numbers of children and young people in our care outwith the city and in expensive and ‘acute’ facilities that do not provide outcomes commensurate with the scale of investment. The HSCP will utilize and maximise our own resources and capability within our city and therefore to seek solutions from the considerable investment made to date. Effective re-investment will undoubtedly strengthen the significant internal infrastructure available within the child care system. This will not only improve the performance on securing better outcomes and more positive destinations for children and young people, but enable the whole system to operate more effectively.
- 4.6 To transform the balance of care and spend, the review and reform of our current operation and system has identified the urgent need to sustain more, older children, potentially those over 12, with their parents, carers and extended families. The introduction of Kinship Care and more recently the “test of change” around Family Group Conferencing and Family Finding has reaffirmed the need to pursue innovative and supportive options for children within their own extended family network.
- 4.7 In addition the HSCP will pursue a radical reduction in usage of high cost outwith authority ‘acute’ beds. By way of alternative care support for children and young people who have traditionally been placed in such high cost outwith-Glasgow facilities, a review of our residential care provision will seek to enhance our current expertise and ensure that our own ‘acute’ provided residential beds are managed accordingly and with support from intensive services.

- 4.8 To date, this comprehensive vision has been presented and articulated to over 1,000 frontline staff. Moreover the vision has been discussed extensively with key stakeholder partners and it is hoped that it will both drive the reform programme and secure better outcomes for the children and young people in Glasgow.

5. The Service Reform Programme

- 5.1 The key initiatives to deliver this vision and reform programme are highlighted through the following critical points of leverage.

- 5.2 **Reducing High Cost Spend Outwith Authority** - To date auditing the full cost of care has highlighted a disproportionate high level of expenditure by the HSCP on a disproportionate low number of young people in high cost placements outwith the city and a need instead to invest in our local infrastructure. The HSCP will seek to radically modernise our current care arrangements, our continuing support to young people and at the same time strengthen our community assets and infrastructure. This reform programme will seek to disinvest from high cost care and shift investment to empower our local communities. More ambitiously, the HSCP will need to reduce admissions into care across the whole system.

- 5.3 **Tomorrow's Residential Care** – the Reform Programme will seek to further maximise on the hitherto and current capital investment made in our directly provided residential care. The review will audit the needs of a more complex population of young people and as a result redesign the role, purpose and function of units to meet that complexity.

To support the more effective delivery of residential care, the HSCP will review with a view to reform the functioning of units, whilst simultaneously redirecting resource and finance into staffing (a peripatetic team) to ensure that the infrastructure is fit for purpose and commensurate with the complexity of need.

It will address further support from colleagues in Education and CAMHS. The residential review will also consider issues around more effective rehabilitation, short stays, long term units, the needs of younger children and the challenges around continuing care. In parallel the service will modernise the placement process and improve the matching of children to the most appropriate resource affording the potential for choice in relation to type and location of placements to children and young people. Furthermore, the service will continue to improve arrangements around its accommodation strategy, initiatives around homelessness, the needs of unaccompanied asylum seeking children and initiatives around more flexible family based support.

- 5.4 **Tomorrow's Provided Foster Care and Purchased Foster Care** - as part of a comprehensive looked after and accommodated strategy the service will review and where appropriate, seek to reform the current provision, ensuring as far as is possible that there is a maximising on the number of carers within and closer to Glasgow and to recruit a range of more respite and supported carers. Particular attention will be made to matching children's needs to choice and outcomes.

- 5.5 **Kinship Care** – the service through the Family Group Conferencing and through the Family Finding initiative will seek to significantly increase the availability of kinship carers within the city and those available to young people either in or on the edge of care.
- 5.6 **Intensive Outreach Family Support** – The HSCP will develop an extended, more robust, intensive and assertive “edge of care” service. This will endeavor to maintain more, older young people at home to prevent their unnecessary admission into ‘acute’ care. This approach operates successfully in a neighbouring authority and in tandem with our work with CELCIS (Centre for Excellence in Looked After Children in Scotland) and the Robertson Trust there exists an opportunity to strengthen our current intensive services and introduce a more robust out of hours and weekend service.

The HSCP will develop proposals around a robust anticipatory and assertive outreach service. This will seek to support more families and carers look after their children and this service will occur in tandem with a review and modernisation of our current intensive services. By developing and strengthening support in local communities, the Partnership will seek to reduce inappropriate, unplanned and emergency admissions and instead support greater number of children and young people to continue to live in their families, and remain within their schools and within their local communities.

- 5.7 **Family Support Framework Tender** – as a consequence of strengthening the local infrastructure, the service will seek to inwardly invest spend in the third sector to promote a family support strategy across the partnership. This Framework which we expect to be in place by May 2018, will involve reallocating investment and securing further investment in family support across the age range and across our most vulnerable communities. This approach will form the bedrock of our preventative strategy and will involve capturing, replicating and securing current best practice. Our family support strategy will help families to help themselves by;

- Providing early and robust family support to families
- Ensuring all family support attempts to maximise income and mitigates the effects of poverty
- Assisting with practical support and routines
- Promoting parenting and child care
- Early support and out of school support
- Where appropriate, respite
- Individual support around mental health, alcohol, drugs and the needs of adults.

- 5.8 **Disability and Personalisation** – the Partnership will continue to progress the implementation of self-directed support to enable more children to live at home with their families and their communities.
- 5.9 **Digital Innovation** – along with this reform programme the service will continue to develop a robust and modern digital innovation initiative to support the necessary change and assist more families to help and sustain their care arrangements.

- 5.10 **Neighbourhood Teams and Approach** – in tandem with the reform programme the service will continue to develop neighbourhood integrated teams clustered around our Learning Communities (Education) and Joint Support Teams arrangements. This approach will endeavour to strengthen the connection into primary care, prevention and more effective support around emerging challenges such as mental health.

6. Principles and Dependencies

- 6.1 As indicated there is a need to change practice to consequently change culture. As a result there will be a need to effectively implement the aspirations and objectives outlined in this reform programme, this will involve attention to the following:
- Co-ordinated action with key partners such as Education and Police Scotland.
 - Further management of risk particularly in relation to realistic intervention and greater focus on securing outcomes. The Partnership will continue to review and reflect on the effective management of risk and the need for a very thoughtful and sophisticated approach to the ongoing protection of vulnerable young children, while effectively managing risk and outcomes for much older children. This challenge will be articulated and captured in the risk register.
 - Managing needs (and therefore priorities) while at the same time managing demand, choice and expectations.
 - Redefining resetting and realigning risk management; ensuring our decisions are ethical and that attention is paid to robust family support and better outcomes.
 - With respect to recent legal decisions by the Supreme Court and Article 8 of the UN Convention on Human Rights further attention is made to the right to family life.
 - Our approach must reclaim the core principle to help families and to ensure that the lessons of personalisation are applied to children's services.
 - The system must reconcile best value along with Value for Money (VFM) with competing conflicting and on occasion, irreconcilable demands.

7. Summary

- 7.1 The HSCP has already secured significant financial savings and contributed to a radical rethink for children's services in the city of Glasgow. Measurable progress has been made and a solid infrastructure developed. There is now an opportunity to grasp a number of initiatives to progress the direction of travel now established and to secure a step change for the most vulnerable children and young people in Glasgow.
- 7.2 This shift in the balance of care programme for children and young people will enable £6.7M to come out of the children and young people's services budget in each of the next three years.

8. Recommendations

The Integration Joint Board is asked to:

- a) note the paper;
- b) note the ongoing children and young people's service reform programme; and
- c) consider and approve the children and young people's transformational change programme, including associated savings and efficiencies.

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	081117-6-a
2	Date direction issued by Integration Joint Board	8 November 2017
3	Date from which direction takes effect	8 November 2017
4	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Children's services
7	Full text of direction	Glasgow City Council and NHS Greater Glasgow and Clyde are directed to deliver the transformation programme for children's services as outlined in this report.
8	Budget allocated by Integration Joint Board to carry out direction	As advised by the Chief Officer: Finance and Resources
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	November 2018

The Health and Social Care Partnership Strategy

