



Item No. 10

Meeting Date Wednesday 7th February 2018

Glasgow City Integration Joint Board Finance and Audit Committee

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TRANSFORMING CHILDREN'S SERVICES

Purpose of Report:

The purpose of this report is to advise and provide further clarity and detail to the IJB Finance and Audit Committee on the transformational reform in Children's services.

Background/Engagement:

At its meeting on 8 November 2017 the Integration Joint Board agreed to the strategic direction and key work streams for the Children's Services Transformation Programme
<https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM%20No%2006%20-%20Transformational%20Change%20Programme%20-%20Childrens%20Services%202018-21.pdf>

Since then further progress has been made in developing the elements of the work streams and this report provides greater clarity and detail on the programme and includes the risk register at Appendix 2.

The risk register will be regularly updated as we progress the transformation programme.

Recommendations:

The IJB Finance and Audit Committee is asked to:

- a) note the contents of the report and the progress made so far to transform children's services;
- b) note the contents of the risk register; and
- c) discuss and comment on the proposals.

Relevance to Integration Joint Board Strategic Plan:

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.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	All 9 of the Outcomes.
Personnel:	Significant change programme that will have implications across our whole children and families’ workforce. There are implications also for Adult Services as we will need to work with them to improve supports for parents and carers.
Carers:	Implications for foster carers and kinship carers, with a specific focus on supporting carers through early assessment and support.
Provider Organisations:	Implications for providers of secure, residential, foster care and family support through shifting the balance of care from high cost residential care to family and community based forms of support.
Equalities:	An EQIA has been initiated and is at the stage of gathering evidence to support the process and will be completed by 31 st March 2018. The completed EQIA will be brought back to the Committee in due course.
Financial:	A saving of £6.7m in each of the next 3 years in tandem with re-investment in family support services.
Legal:	<p>The list below presents some of the main pieces of legislation that may be relevant to the Children’s Services transformation programme:</p> <ul style="list-style-type: none"> • The Children and Young People’s Scotland Act 2014 • The Public Bodies Act 2014 • Social Work (Scotland) Act 1968

	<ul style="list-style-type: none"> • Patients' Rights Act 2011 • Equality Impacts as per the Equality Act 2010. • EU rules regarding public sector tendering and competition <p>Significant legal issues will also apply to the family support commissioning framework.</p>
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Economic Impact:	Research has shown that intervening earlier in a child's life is more cost effective for society than having to solve much more intractable and complex problems, such as substance misuse, homelessness, poor mental health and unemployment as young people move into adulthood (Carneiro and Heckman, 2003).
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Sustainability:	Not applicable
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Sustainable Procurement and Article 19:	Not applicable
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Risk Implications:	<p>The major risks identified at this stage are included in the accompanying risk register (appendix 2). These are:</p> <ul style="list-style-type: none"> • An insufficient number of placements are freed up, resulting in a lower than expected efficiency saving. • The risk management of the threshold of intervention is seen as too high or that risk is merely dispersed through the system. • The IJB is unable to reinvest enough resources in the alternative forms of support to prevent children being taken into care. • The workforce and wider system is unable to take on board the new ways of working or have the capacity to address both the acute need and provide support for early help. • Children, young people and their families are unable and/or unwilling to fully engage with the new services which will be developed. • The capacity and/or capability of the third sector are insufficient to deliver on the expectations of the transformation programme, especially in relation to the commissioning of family support services. • There is disinvestment in family support services by other funders, such as the Big Lottery, Integrated Grants Fund, and Trusts etc.
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	<ul style="list-style-type: none"> • The wider system of services in Glasgow cannot cope with providing support with young people with challenging and complex needs. As more children and young people with complex needs are cared for within local communities there is a risk that - if not handled carefully - their behaviours may impact on others which could raise concerns in the media and with politicians and place pressure on the HSCP to revert to the use of residential and secure care. • The ongoing and potentially further increase in unaccompanied asylum seeking children (UASC) will impact on placement availability and adversely affect the anticipated budget savings.
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Implications for Glasgow City Council:	These proposals seek to appropriately shift risk management and investment to local communities and families. They will, therefore, require thoughtful and robust management in tandem with the support, collaboration and partnership of key stakeholders, such as Police Scotland, Education Services, the third sector and the wider community.
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Implications for NHS Greater Glasgow & Clyde:	As above.
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1. Purpose

- 1.1 This report seeks to provide further detail and reassurance about the transformational plan to shift the balance of care and spend in children's services.

2. Background and Context

- 2.1 At its meeting on 8th of November 2017 the Integration Joint Board endorsed the children's services transformation programme and the direction of travel around greater investment in localities and early help.
<https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM%20No%2006%20-%20Transformational%20Change%20Programme%20-%20Childrens%20Services%202018-21.pdf>
- 2.2 The Board were eager to support and contribute to the aspirations of this change process and, therefore, remitted the monitoring and implementation of this strategy to the IJB Finance and Audit Committee. With that in mind, this report provides further update on the progress of this reform agenda and the identified risks in delivering such an ambitious plan.

- 2.3 The IJB report highlighted the scale of need and challenge for children services in Glasgow and, critically, throughout the Health and Social Care Partnership. The report noted that
- The system currently spends over half of the budget (£95 million) on formal care.
 - Of that amount almost £60 million is spent and occurs out with the city of Glasgow.
- 2.4 Moreover, the money spent on prevention is inadequate, scattered and not fit for the scale of need in the city. With inadequate spend on prevention, the system is locked into 'failure demand' as identified by the Christie commission.
- 2.5 This new approach, articulated in the report to the IJB on the 8th of November, provides a new requirement to deliver the aspirations of getting it Right for Every Child and outlines a plan to implement the lessons from the Christie commission. To achieve that aspiration the report highlighted a transformation action plan focused on the key leverage points in the whole system. These are explained in the following paragraphs:

3. Reducing High Cost Spend Out with Authority

- 3.1 More ambitiously, the HSCP will need to reduce admissions into care across the whole system. Since the IJB on the 8th of November progress to date has remained positive. There is very good momentum around this key theme:
- Reduction in high cost placements has remained on track.
 - High cost has reduced by 23 placements to January 2018.
 - A further reduction of 7 before the end of the financial year, will secure the 30 identified as part of the reform programme.
 - The budget at period 10 is £1.2m underspent and high cost is currently £3.8m underspent, which is unprecedented.
 - This in turn will secure the £6.7m saving for the next financial year at 5%.
 - In addition, the numbers of children in care has reduced from 1,350 on the 1/4/17 to a new figure of 1,156 at the time of this report - a 14% reduction.
 - This achievement and shift in the balance of care has enabled the Partnership to reinvest £1.2m in residential care in the form of a peripatetic team.
- 3.2 Appendix 1 provides the savings targets, reductions and number of places.

4. Tomorrow's Residential Care

- 4.1 The children's transformation programme will seek to further maximise on our directly provided residential care. The review will audit the needs of a more complex population of young people and as a result re-design the role, purpose and function of units to meet that complexity.
- 4.2 The HSCP will 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.
- 4.3 Since the IJB meeting on 8th November progress to date has involved:
- Sustaining continuity of placements and paying particular attention to minimising placement breakdown.
 - Commenced a comprehensive review of residential care with CELCIS around the role and function of Units with a focus on rehabilitation, short stays, longer term units and younger children.
 - Work has commenced on the placement and matching process.
 - Significant progress has also been made in addressing the needs of unaccompanied asylum seeking children/ young people, resulting also in more effective through put.
 - As previously outlined the reduction in high cost has enabled a redirection of £1.2m into our provided residential care units.

5. Tomorrow's Provided Foster Care and Purchased Foster Care

- 5.1 As part of a comprehensive looked after and accommodated strategy the service will review and where appropriate, seek to reform the current provision.

Progress to date has focused on:

- Further development of a comprehensive and contemporary Looked After and Accommodated strategy.
- A reduction in purchased foster care placements.
- A significant reduction in provided foster care placements.
- The development of a strategy around reducing placement breakdown into residential care.
- Greater connection and synergy between fostering and residential.

6. Kinship Care

- 6.1 The service delivered by way of 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.

Progress to date has centered on:

- Further investment in Family Group Conferencing and
- An additional £300,000 was allocated for 2017/18 and will be invested in 2018/19 in supporting the recruitment and identification of family members to provide care.

7. Intensive Outreach Family Support

- 7.1 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 is operating successfully in a neighbouring local authority area 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.
- 7.2 Progress to date has involved a site visit to the current service in operation. In light of the significant progress made, the service is also working on a proposal to invest additional resources, as “a spend to save”. This will hopefully ensure a safe sustainability of the performance to date. Moreover, this will involve a shift towards more robust support arrangements for those young people on the edge of care. This recurring investment will help to radically change the way the system operates and will provide a sustainable shift in the balance of care and enable the system to achieve thorough transformation.

8. Family Support Framework Tender

- 8.1 As a consequence of strengthening the local infrastructure, the service will seek to increase expenditure in the third sector to promote a family support strategy across the partnership. 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.
- 8.2 To date progress has involved work on the framework along with coordination of investment in family support for 2018/19 and detailed discussion with external funders around funding to assist and accelerate the pace of change.
- 8.3 In tandem with the proposal around intensive family support investment, the Partnership is protecting investment of a further £700k in Health Visiting and a further £450k in family support. This adds an **additional £1.1m into family support and prevention through redirection**. The Partnership continues to coordinate funding from high cost to family support and prevention.

- 8.4 Further alignment is also required with the investment made through community planning, the Big Lottery Fund and the recent opportunity presented by the Pupil Equity Fund (£21m) for the next 5 years.
- 8.5 The opportunity to coalesce the HSCP strategic objectives with key partners remains critical. Furthermore, recent discussions with the Third Sector Forum have highlighted the requirement to secure whole system alignment and coordination with the near 800 child care providers in the city. Synergy and coherence of effort is necessary to secure a step change for the city and more importantly not only for transformational change, but for the children and young people of Glasgow.

9. Principles and Dependencies

- 9.1 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 giving attention to the following:
- 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 on-going 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.
 - 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.

10. Recommendations

- 10.1 The IJB Finance and Audit Committee is asked to:
- a) note the contents of the report and the progress made so far to transform children's services;
 - b) discuss and comment on the progress to date; and
 - c) note the contents of the risk register.

Glasgow City HSCP Transformation Programme
Children & Families

	Current Year 2017/18	Year 1 2018/19	Year 2 2019/20	Year 3 2020/21	Year 4 2021/22	Year 5 2022/23	Total
Savings Target Calculation							
SWS Budget used to calculate Savings (£m) *	£ 114.00	£ 114.00	£ 108.00	£ 102.60	£ 97.47	£ 92.60	£ 26.03
Savings @ 5% (£m)	£ 114.00	£ 108.00	£ 102.60	£ 97.47	£ 92.60	£ 87.97	
Health Budget used to calculate Savings (£m)	£ 13.00	£ 13.00	£ 12.35	£ 11.73	£ 11.15	£ 10.59	£ 2.94
Savings @ 5% (£m)	£ 13.00	£ 12.35	£ 11.73	£ 11.15	£ 10.59	£ 10.06	
Total SWS & Health Budget used to calc savings (£m)	£ 127.00	£ 127.00	£ 120.35	£ 114.33	£ 108.62	£ 103.19	
Total SWS & Health Savings Target (£m)		£ 6.65	£ 6.02	£ 5.72	£ 5.43	£ 5.16	£ 28.97
LAAC Number	1,415						
Reduction (5% per annum)		71	67	64	61	58	320
Revised Number		1,344	1,277	1,213	1,153	1,095	
High Cost (excl. Secure / incl. Disability)	102						
Reduction		30	20	15	15	10	90
Revised Placement Numbers		72	52	37	22	12	
Savings - Unit Cost of £4,000/week (£m)		£ 5.85	£ 4.16	£ 3.12	£ 3.12	£ 2.08	£ 18.33
Purchased Foster Care Placements	308						
Reduction (5% per annum)		15	15	14	13	13	70
Revised Placement Numbers		293	278	264	251	238	
Savings - Unit Cost of £1,000/week (£m)		£ 0.80	£ 0.76	£ 0.72	£ 0.69	£ 0.65	£ 3.62
Total Reduction in Purchased Placements		45	35	29	28	23	160
Total Savings from Purchased Placements (£m)		£ 6.65	£ 4.92	£ 3.84	£ 3.81	£ 2.73	£ 21.95
Other Savings (to be determined)		-£ 0.00	£ 1.10	£ 1.87	£ 1.62	£ 2.43	£ 7.02
Total Savings		£ 6.65	£ 6.02	£ 5.72	£ 5.43	£ 5.16	£ 28.97
Family Support							
Budget (£m)	£ 2.70	£ 2.70	£ 3.45	£ 4.05			£ 2.20
New Investment (£m)		£ 0.75	£ 0.60	£ 0.85			
Revised Budget (£m)	£ 2.70	£ 3.45	£ 4.05	£ 4.90			

* Savings Target of 5% against total Social Work budget. Applied across client groups based on net expenditure budget less exclusions. For C&F, net exp budget of £135m less £21m Provided Residential excluded. (C&F Gross exp budget = £137m)

Appendix 2

Reference	Status	Description of Risk	Risk Owner	Risk Manager(s)	Initial Risk Level				Control Actions	Current Risk Level				Date Last Checked	Next update due	Most recent update	Risk Chronology	Future Issues
					Likelihood	Consequences	Risk Ranking	Risk Level		Likelihood	Consequences	Risk Ranking	Risk Level					
1	Live	An insufficient number of placements are freed up, resulting in a lower than expected efficiency savings.	Assistant Chief Officer, Children's Services	Head of Service	4	5	20	Very High	High quality, single and multi-agency risk assessment and care planning for individual children; availability of family and community based placement options; increased investment in prevention and early intervention; robust forward financial planning and monitoring. Our provided residential remains under constant review and it's role, purpose and function is coordinated and adapted to meet the demands of the young people it is required to care for. Placement breakdown in residential and fostering is minimised.	4	5	20	Very High	Jan-18	Mar-18			
2	Live	Th HSCP is unable to reinvest enough resources in the alternative forms of support to prevent children being taken into care.	Assistant Chief Officer, Children's Services	Head of Service	4	5	20	Very High	Need for transition funding to facilitate change process; support by IJB and wider HSCP senior management support for transformation programme and agreement on using some of the savings generated for re-investment; robust forward financial planning and monitoring.	4	5	20	Very High	Jan-18	Mar-18			
3	Live	The workforce and wider system is unable to take on board the new ways of working or have the capacity to address both the acute need and provide support for early help.	Assistant Chief Officer, Children's Services	Head of Service	3	5	15	High	Robust supervision arrangements in place;PDPs in place for all staff; organisational development programme in place focusing on leadership and team effectiveness;clear accountability and governance arrangements in place; clear two way communication process; strong vision and outcomes articulated by managers;regular engagements activities at locality and city wide levels. Support for staff to be involved in development and implement of improvements;use of effective methodologies to support change process. Sufficient and appropriate alternative services available for young people.	3	5	15	High	Jan-18	Mar-18			
4	Live	Children, young people and their families are unable and/or unwilling to fully engage with the new services which will be developed.	Assistant Chief Officer, Children's Services	Head of Service	3	5	15	High	Children, young people and families engaged in transformation programme; clear communication both corporately and by individual staff members about rationale for change and the expected outcomes. Robust risk assessment and care planning arrangements for individual children; investment in high quality family support.	3	5	15	High	Jan-18	Mar-18			
5	Live	The capacity and/or capability of the third sector is insufficient to deliver on the expectations of the transformation programme, especially in relation to the commissioning of family support services.	Assistant Chief Officer, Children's Services	Head of Service	3	5	15	High	Work with Third Sector to in relation to capacity building for organisations; maintain open and strong two way communication with third sector both individually and through city wide and locality fora. Work with major funders to improve strategic planning for third sector projects; promote longer term, sustainable funding solutions.	3	5	15	High	Jan-18	Mar-18			
6	Live	There is disinvestment in family support services by other funders, such as the Big Lottery, Glasgow City Council, Trusts etc.	Assistant Chief Officer, Children's Services	Head of Service	3	5	15	High	Work with major funders to improve strategic planning for third sector projects; promote longer term, sustainable funding solutions; influence Scottish Government regarding future planning for national funding opportunities.	3	5	15	High	Jan-18	Mar-18			
7	Live	The wider system of services in Glasgow cannot cope with providing support with young people with challenging and complex and intensive needs. As more children and young people with complex needs are care for within local communities there is a risk that - if not handled carefully - their behaviours may impact on others which could raise concerns in the media and with politicians and place pressure on the HSCP to revert to the	Assistant Chief Officer, Children's Services	Head of Service	3	4	12	High	Improve quality of internal systems for risk management, care planning and placement prioritisation; development of whole system working; work with partners to improve multi-agency processes such as joint support teams; promote strong external message about rationale for transformation programme and objectives we are trying to achieve; Regular briefings of key opinion formers, senior managers and politicians; use positive messages about achievements.	3	4	12	High	Jan-18	Mar-18			
8	Live	That the ongoing and potentially further increase in unaccompanied asylum seeking children (uasc) will impact on placement availability and adversely affect the anticipated budget savings.	Assistant Chief Officer, Children's Services	Head of Service	3	3	9	Medium	The HSCP plans effectively regarding the number of young people arriving and continues to utilise and maximise the whole range of accommodation and care options; ensuring that effective through put, risk management and bed management is fit for purpose. Moreover, that the financial impact is fully incorporated and understood."	3	3	9	Medium	Jan-18	Mar-18			
9	Live	The risk management of the threshold of intervention is seen as too high or that risk is merely dispersed through the system.	Assistant Chief Officer, Children's Services	Head of Service	3	5	15	High	Training and development for staff; high quality risk assessment and care planning;appropriate alternative care and support services in place for young people; effective communication and team working within and across the different parts of our service.	3	5	15	High	Jan-18	Mar-18			

Likelihood Scores:

- 5 **Almost Certain** to occur (>80% certainty)
- 4 **Likely** to occur (51% - 80% certainty)
- 3 **Possible** that it may occur (26% - 50% certainty)
- 2 **Unlikely** to occur (10% - 25% certainty)
- 1 **Rare/Extremely Unlikely** that it may occur (<10% certainty)

Consequences/Impact Scores

- 5 Incidence would be **fundamental/catastrophic** to the ability to delivery the defined objectives of the project
- 4 Incidence would be **major** to the ability to delivery the defined objectives of the project
- 3 Incidence would be **moderate** to the ability to delivery the defined objectives of the project
- 2 Incidence would be **minor** to the ability to delivery the defined objectives of the project
- 1 Incidence would be **insignificant** to the ability to delivery the defined objectives of the project

Examples of different categories of consequences are provided in the table below:

Example category	1 (Insignificant)	2 (Minor)	3 (Moderate)	4 (Major)	5 (Fundamental)
<i>Financial</i>	<1% of budget	1%-2.5% of budget	2.5%-10% of budget	10%-25% of budget	>25% of budget
<i>Schedule</i>	<10% overrun	10%-15% overrun	15%-25% overrun	25%-50% overrun	>50% overrun
<i>Regulatory</i>	Minor internal breach	Major internal breach	Minor external breach	Major external breach	Stops work
<i>Health & Safety</i>	Trivial injury(ies)	Minor injury(ies)	Major injury	Major injuries	Death(s)
<i>Reputation</i>	Complaints	Local media	Regional media	National media	International media