

REPORT TO: POLICY AND RESOURCES COMMITTEE – 8 JUNE 2015

REPORT ON: ESTABLISHMENT OF A CHILDREN AND FAMILIES SERVICE

REPORT BY: DIRECTOR OF SOCIAL WORK AND DIRECTOR OF EDUCATION

REPORT NO: 234-2105

1.0 PURPOSE OF REPORT

This report asks the Policy and Resources Committee to note the establishment of a Children and Families Service as part of the revised service delivery and senior management arrangements within Dundee City Council. The new department will bring together a range of services currently delivered and managed by the Education and Social Work Departments including the key areas of Integrated Children's Services and Community Justice. It will reflect the changing legislative and policy landscape at local and national level and will lead to the delivery of improved outcomes for children, young people and their families.

2.0 RECOMMENDATIONS

2.1 It is recommended that members of the Policy and Resources Committee:

- note the establishment of the new service;
- remit to the Head of Democratic and Legal Services to make consequential amendments to Standing Orders, including the Scheme of Delegation of Powers to Officers;
- request an interim report on the service management and delivery arrangements; and
- request a final report on the revised service structure, locality working arrangements, budgetary agreements and financial implications in March 2016.

3.0 FINANCIAL IMPLICATIONS

3.1 There are no immediate financial implications. The overall structure of the new service will be developed during the course of the financial year 2015-16.

4.0 VISION

4.1 Our vision for all children and young people in Dundee is very clear. We want Dundee to be the best place in Scotland for children and young people to grow up. We want to create stronger and safer communities with lower levels of re-offending. To achieve this we need to be ambitious, aspirational and well placed to deliver consistently high quality outcomes with a focus on reducing inequalities, closing the poverty attainment gap, promoting early intervention and supporting all children, young people and families. This will require effective partnership working, the further development of integrated services and greater flexibility in delivery approaches. The new service will work across organisational boundaries and will place children, young people and families at the heart of the decision making process to provide them with the best possible start in life. The key issues to be addressed can be summarised as the need to:

- promote a culture of early intervention;
- close the attainment gap between children from the richest and poorest households;
- embed the *Getting it Right for Every Child* approach (GIRFEC) to ensure that the needs of all children and young people are met fully;
- provide a quality educational experience to meet the needs of all learners;
- improve the attainment and achievement of children and young people;
- improve educational, health and employment outcomes;

- address the multiple aspects of disadvantage that affect the lives of children and young people;
 - build the resilience of children, young people and families;
 - strengthen our response to offending behaviour; and
 - support our most vulnerable citizens, such as Looked After Children (LAC) and young people leaving care.
- 4.2 There are currently a significant number of Looked After Children in Dundee. The evidence tells us that these children and young people are likely to attain less well at school; are more likely to be excluded; have poorer health outcomes; be placed in secure care; be unemployed; be homeless and spend time in custody in adult life. As a result, we need to reduce the number of Looked After Children by shifting the balance of care for children and young people to family (or family settings). To achieve this we must ensure that our prevention, early identification and early intervention strategies are robust and successful in reducing the number of children and young people becoming looked after in the first place.
- 4.3 The Single Outcome Agreement gives a commitment to giving every child and young person the best possible start in life and to providing the support needed to enable them to realise their potential. It provides a sound basis for achieving our aspirations to significantly improve outcomes for local children, families and communities by identifying needs and then building services around those needs. Central to developing relevant services is the recognition that service planning must include children and young people and the Council has made a commitment to engage and consult with them in the planning and development of services.

5.0 KEY POLICY DRIVERS

- 5.1 A significant number of national and local policy drivers underpin the principles, direction of travel and the service delivery model outlined in this paper. These include:
- The 21st Century Review of Social Work which highlighted the need for social work services to work more closely with other universal providers in all sectors to find new ways to design and deliver services across the public sector and outlined a shared goal to support the most vulnerable members of society to protect individuals, families and communities.
 - The Getting it Right for Every Child (GIRFEC) agenda with the emphasis on meeting needs and improving outcomes for all.
 - The Christie Report which recommended the empowerment of individuals and communities; the development of integrated service provision; the prioritisation of preventative spend; the use of whole system approaches; the social imperative to tackle inequalities; and a clear focus on improving outcomes.
 - The Children and Young People (Scotland) Act which places children and young people at the heart of planning and services and ensures that their rights are respected across the public sector. The Act addresses the rights of children, their wellbeing, early learning and childcare, GIRFEC, GIRFEC for Looked After Children (including Kinship Care) and Children's Hearing support arrangements.
 - The Public Bodies (Joint Working) (Scotland) Act, which received Royal Assent on 1 April 2014 and which requires the creation of a Health and Social Care Partnership for all adult community health and social care services. This significant development had major implications for the structure, management and organisation of the current Social Work Department and has provided an impetus for reshaping the existing service management and delivery models.
 - The Joseph Rowntree Foundation report which outlined what teachers, schools, local and national government and other education providers could do to close the education attainment gap associated with poverty in Scotland.
 - The Early Years Framework which is about giving all our children the best start in life and improving the life chances of children, young people and families at risk. At the heart of this framework is an approach which recognises the right of all young children to high quality relationships, environments and services which offer a holistic approach to meeting their needs.

- The Early Years Collaborative (EYC), the objective of which is to accelerate the conversion of the high level principles set out in GIRFEC and the Early Years Framework into practical action which delivers tangible improvement in outcomes and reduce inequalities for vulnerable children. It emphasises the importance of shifting the balance of public services towards early intervention and prevention by 2016.
- Curriculum for Excellence (CfE) which aims to create an education system fit for the challenges of the 21st century. The emphasis is on the delivery of a quality educational experience to ensure that our children and young people can become successful learners, confident individuals, effective contributors and responsible citizens.

5.2 The Commission for Developing Scotland's Young Workforce (Wood Commission) which was set up in January 2013 to consider:

- how a high quality intermediate vocational education and training system can be developed to enhance sustainable economic growth with a skilled workforce;
- how to achieve better connectivity and co-operation between education and the world of work to ensure young people at all levels of education understand the expectations of employers, and that employers are properly engaged; and
- how to achieve a culture of real partnership between employers and education, where employers view themselves as co-investors and co-designers rather than simply customers.

5.3 The Children's Wellbeing Research Project which provides detailed information about the needs of our children, young people and families in Dundee. The research data has provided very detailed and reliable information in respect of children and young people's health, social behaviour, emotional wellbeing, engagement with school and perceptions of local communities. It has also provided information about a range of developmental outcomes, risk and protective factors. The outcomes of the research will allow Dundee staff to:

- consider how children's wellbeing varies across different communities within Dundee;
- consider how children's wellbeing varies within and across the different agencies in contact with children and young people;
- quantify the needs of children and young people in Dundee;
- identify priority outcomes for improvements;
- develop and implement interventions targeted to those who need them most;
- help support development of a service re-design plan to effectively target need and deliver best quality interventions;
- involve leaders of service provision in joint decision making processes about services for children and families;
- assist Dundee City Council to achieve maximum return on investments in services; and
- compare and benchmark outcomes in Dundee with other authorities across Scotland.

6.0 ESTABLISHING A CHILDREN AND FAMILIES SERVICE

6.1 It is proposed that a Children and Families Service should be established in Dundee. The service would involve a merger between Education, Integrated Children's Services and Community Justice. This would build on the strong interfaces between public and child protection and youth and adult justice. It would also recognise the impact that offending and imprisonment has on families and the potential for preventative and targeted work with vulnerable families including hard to reach parents and at risk children. It would be developed during the course of 2015-16 with the full implementation of a revised service structure and joint budget arrangements from April 2016. The creation of a new service, with a focus on children and families and community justice, would embrace and implement the range of national policy agendas around supporting children, young people, families and reducing reoffending. The new service would focus on the delivery of improved outcomes for children, young people and families. It would minimise duplication of effort, enhance integration and extend the existing culture of quality partnership working across council services and with NHS Tayside, Police Scotland, the Third Sector and private sectors. This approach would

meet local and national policy expectations as well as delivering a truly integrated service capable of delivering improved outcomes in areas such as education and attainment; early years and early intervention; child care and protection; youth offending; through care and aftercare; post school transitions and employability.

- 6.2 The use of a locality based approach to service design and delivery will be a central part of the operating model within the new department to ensure that 'the right teams are in the right place to deliver the right services to the right people.' The emphasis will be about delivering a quality service leading to improved outcomes for children, young people and their families. These improvements will be delivered through increased partnership working, more integrated approaches and the effective and efficient use of available resources.
- 6.3 There are some very good examples of partnership working already within Dundee involving public sector and Third Sector. This includes:
- the Multi Agency Screening Hub (MASH);
 - the integrated child care and protection service
 - integrated arrangements for public protection;
 - the GIRFEC implementation group;
 - Team Around the Child;
 - the Looked After Young People's Champions Board;
 - the Lochee Pathfinder;
 - the Early Years Collaborative
 - the Whole System Approach to Youth Offending; and
 - the Intervention model for vulnerable young people at risk.
- 6.4 Appendix 1 contains details of the current structures and the interim senior management model. The new service takes full account of Health and Social Care Integration agenda and does not require a separate Social Work Department. This reflects council structures across the country where councils have made structural changes or are in the process of doing so to meet the requirements of the Health and Social Care Integration agenda. The new service will be led by an Executive Director. It is proposed that the service will provide and manage the following:
- Children and families social work
 - Integrated Children's Services
 - Early years provision
 - Primary education
 - Secondary education
 - Additional support needs
 - Community Justice Services
- 6.5 It is suggested that the current strategic planning structure for Children's Services, which was established in March 2013 and is currently jointly led by senior managers in Health, Education and Social Work, is revised and enhanced to reflect the more integrated partnership approach. The new Children, Families and Lifelong Learning Partnership would carry out its key strategic planning function on behalf of Dundee Partnership which remains the City's Community Planning Partnership. Key changes have taken place within the last year to strengthen partnership working across children's services within the city. These have included an increased commitment to strengthening the Children's Services Partnership given the expectation in the Children's Act regarding the development of an integrated, three year, children's services plan led by Health and the Local Authority. To meet this expectation, and those of other policy drivers, a revised children's services strategic planning and commissioning infrastructure has been put in place. This is based around the work of a joint management group led by health, education and social work and serviced by seven key strategic planning groups. This model was reported to the Best Value Review Group and has been adopted in an effort to deliver better outcomes and to 'future proof' planning structures at a time of change. Recent development days have taken place with senior staff from key departments and agencies involved in the delivery of services to children, young people and

their families. These will continue to strengthen partnership working approaches and ensure that future services and interventions provide the greatest financial impact and deliver the best outcomes for children and their families.

6.6 The new service will require a transition period in which to develop a revised management structure and delivery arrangements. The final structure would reflect the commitment to increased locality working with an emphasis on the delivery of integrated services using multi-agency teams. The intention, through time, would be that these teams will include staff from Health and, where appropriate, from the Third Sector. During the early stages of the new department, work will be undertaken with council employees and staff from other agencies, including Health, to develop the service management and delivery arrangements and finalise details of the locality based working arrangements. The core priorities in the first year of the new service would be:

- The creation of the new service with a distinct vision for children, young people and families. It will be very important that the all staff are involved in the development of the service and that there is a shared recognition that this is a 'new' service and that operational silos are not created based on past practices.
- The analysis of the range of teams and work streams within the control of the new service. This will be essential in establishing the breadth of activities being carried out and reducing the potential for duplication of effort.
- The creation of a robust governance and staffing structure with clearly stated remits and responsibilities at all levels of the service. This will ensure clear lines of management, governance and accountability as well as providing first line contact points for elected members, staff and stakeholders.
- The development of a Children, Families and Lifelong Learning Partnership made up of relevant agencies including representatives from Dundee City Council, NHS Tayside and the Third Sector. This would assume responsibility for the planning and development of integrated Children's Services, including the production, implementation and review of an Integrated Children's Services Plan.
- The establishment of increased locality working arrangements and increase the focus on impact and outcomes through improved revised service development and delivery models.
- The development a unified financial approach based on the creation of a common budget. This will be required to replace the current situation where there are two separate budget areas for Education and Social Work.

7.0 CHIEF SOCIAL WORK OFFICER

7.1 Section 3 of the Social Work (Scotland) Act, as amended by Section 45 of the Local Government etc. (Scotland) Act 1994, sets out the statutory responsibility on local authorities to have in place a Chief Social Work Officer. The Chief Social Work Officer is a 'proper officer' in relation to the social work function and must hold a qualification in social work, be registered with the Scottish Social Services Council and have extensive experience at a senior level of both operational and strategic management of social work and social care services.

7.2 The Chief Social Work Officer provides professional advice to the local authority, including to Elected Members and Chief Officers, on the discharge of statutory social work duties. The Chief Social Work Officer is responsible for the standard of professional practice, promotion of continuous professional improvement and ensuring that appropriate governance arrangements are in place for managing risk and civil liberties. In a recent development the Chief Social Work Officer is expected to provide an annual report to the Scottish Government.

7.3 To date, in Dundee, the role of Chief Social Work Officer has been carried out by the Director of Social Work. The proposed changes mean that this role will have to be assumed by another Senior Officer. It is suggested that this role should remain within Council structures and should be assumed by the Head of Children and Criminal Justice Services within the new department. The design of the proposed integrated department would ensure that the Chief

Social Work Officer would have the appropriate seniority and oversight of social work functions in the new directorate, and by agreement with the emerging Health and Social Care Partnership (the future Joint Board of which he or she is required to be a member) and community justice partnership arrangements.

8.0 POLICY IMPLICATIONS

- 8.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major issues.

9.0 CONSULTATIONS

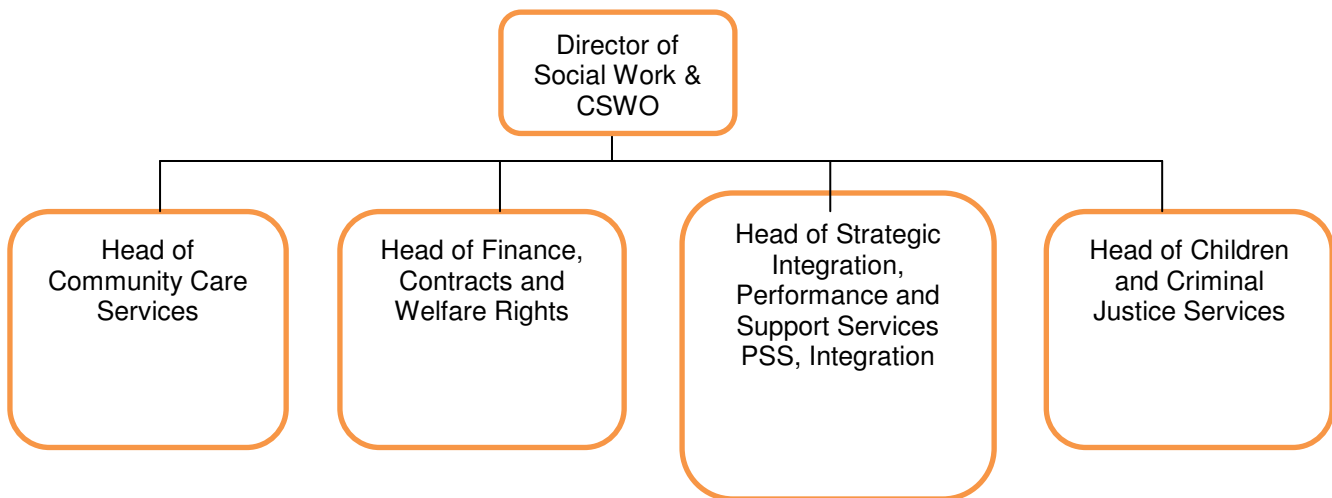
- 9.1 The Chief Executive, Director of Corporate Services and Head of Democratic and Legal Services have been consulted in the compilation of this report. The trade unions have been provided with a copy of this report.

10.0 BACKGROUND PAPERS

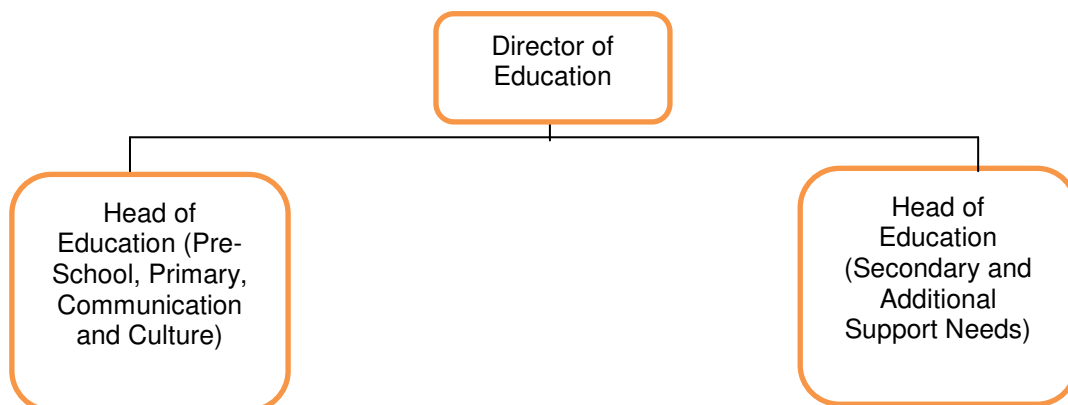
None.

Michael Wood
Director of Education
May 2015

Current Structure: Social Work



Current Structure: Education



Interim structure for Children and Families Service

