

Finance and Resources Committee

10am, Thursday 17 March 2016

Extension of Barnardo's Locality Services for Additional Support for Learning Contract

Item number	7.28
Report number	
Executive/routine	
Wards	All

Executive Summary

This report is to request approval for an extension of 24 months to the Barnardo's contract for Locality Services for Additional Support for Learning up to the value of £881,688 per annum. This extension will enable the Council to complete the next stage of its strategy to:

Build stronger inclusive provision.

Target effective and accessible intervention in priority areas.

Enable the most effective use of resources using evidence-based collaborative approaches.

In particular extending the contract to 31 March 2018 will enable the Council to complete the final phase in the redesign of additional support needs services for social, emotional and behavioural difficulties. This will inform the design of a best value service specification for additional support for learning services in the medium term, to address the Council's key priorities for children and families:

Links

Coalition pledges	P1
Council priorities	CO1-CO6
Single Outcome Agreement	SO2, SO3

To improve support in early years so that all children reach appropriate developmental and social milestones.

To reduce the gap in achievement experienced by vulnerable children and young people, particularly those living in deprived areas.

To improve and extend help and support for children and families at an early stage so that fewer children need to be looked after.

To improve outcomes for children in need, particularly those who need to be looked after and those with a disability.

Extension of Barnardo's Locality Services for Additional Support for Learning Contract

1. Recommendations

- 1.1 It is recommended that the Finance and Resource Committee approve the extension of a Barnardo's contract up to a total value of £881,688 per annum for continuing services to children, families and schools for a 24-month period from 1 April 2016 to 31 March 2018.
- 1.2 It is recommended the Finance and Resource Committee agree that, in all the circumstances, this decision is in the best interests of children in need and in the Council's best interests and is consistent with the Council's duty to secure best value.

2. Background

- 2.1 Progress on the [Council's strategy for improvement for Additional Support for Learning](#) was reported to the Education, Children and Families Committee on 8 December 2015. The report highlighted the success of a strategic approach built around three key elements:
 - 2.1.1 Strengthening inclusive provision.
 - 2.1.2 Targeting effective and accessible intervention in priority areas.
 - 2.1.3 Enabling the most effective use of resources using evidence-based collaborative approaches.
- 2.2 As part of this strategy, in 2011/12 Children and Families undertook a review of assessment and planning for Additional Support for Learning and Getting it Right for Every Child. This led to the redesign of provision for children with social, emotional and behavioural support needs in the early years and primary schools, in order to provide integrated support with schools and early intervention.
- 2.3 The contract with Barnardo's was revised at that point to take into account the priority to test the feasibility of an equitable city-wide approach to assessing need and early integrated intervention in response to needs identified by schools. The contract was framed with reference to the Council's 'Plan – Act - Do – Review – Analyse' commissioning cycle (Commissioning Strategy for Care

and Support Services, 9 August 2011). We are currently entering the conclusion of the Do-Review phase, with the conclusion of the redesign of provision for social, emotional and behaviour support needs in the period April 2016-17. This will inform the co-production and analysis phase and the specification and tendering, which will conclude by March 2018.

- 2.4 As part of the redesign process Barnardo's are contributing to the development of new approaches to a range of services in partnership with the Council. This includes:
 - 2.4.1 The testing of child planning approaches and working with schools to make provision for children with additional support needs and preparation for the implementation of Getting it Right for Every Child, and
 - 2.4.2 The redesign of provision for children Social, Emotional and Behaviour support needs.
- 2.5 Following the successful transformation of services in the early years and primary, with the closure of [Wellington School in 2014/15](#) and the planned closure of Panmure in 2016/17, the service redesign is now progressing to complete secondary aged provision in the final phase.
- 2.6 In 2015, additional monies were allocated to groups of secondary schools to support the development of an alternative pathway to special school for learners with social, emotional and behavioural support needs. Schools have been working with a wide range of partners in developing their provision. These approaches are now being evaluated to inform the redesign for full implementation in 2018/19. This process will include the specification of a service brief for the longer-term provision of integrated early intervention support services working with schools.

3. Main report

- 3.1 The provision made through the service contracted with Barnardo's is integral to the Council's strategy for Additional Support Needs to addressing key priorities for children and families:
 - 3.1.1 To improve support in early years, so that all children reach appropriate developmental and social milestones.
 - 3.1.2 To reduce the gap in achievement experienced by vulnerable children and young people, particularly those living in deprived areas.
 - 3.1.3 To improve and extend help and support for children and families at an early stage so that fewer children need to be looked after.

- 3.1.4 To improve outcomes for children in need, particularly those who need to be looked after and those with a disability.
- 3.2 The work undertaken with Barnardo's and other partners since 2011/12 has been instrumental in developing early intervention and new ways of working.
- 3.3 The approach recognises the need to support children and their families in joined-up ways through *the team around the child*. It addresses circumstances where schools require support to bring about improvements in ethos, organisation or practice, to deliver wider and long-term benefits to children with additional support needs – through *the team around the school*. It also supports the organisation of dedicated teams in localities – *team around the cluster* and sharing expertise and knowledge linking schools and clusters via cross-city networks.
- 3.4 Throughout this period, Barnardo's has successfully worked with schools, the Additional Support for Learning Service, Psychological Services the NHS and other partners to develop the integrated assessment and planning framework. Within that framework, it has developed an effective approach to the delivery of systemic support as part of an integrated approach to meeting additional support needs P1 to S2. This provides a sound basis for the implementation of the implementation of the [Children and Young People \(Scotland\) Act 2104](#) including the statutory requirements for child planning which will come into force from August 2016.
- 3.5 Barnardo's has been closely involved in the development of an *integrated case management* approach, which has delivered significant shift in the balance of care.
- 3.6 Integrated case management combines in-school and family support in partnerships tailored to the needs of children, families and schools. Working in this way a collaboration (involving Rowanfield special school, the ASL service, Psychological Service and Barnardo's with other partners) has achieved a significant shift in balance of care in support for children with Social, Emotional and Behavioural support needs in early years and primary provision. This enables effective intervention in favour of meeting children's needs more in mainstream schools.
- 3.7 Through effective early intervention, the new approach has led to a very significant reduction in the number of children requiring placement at Rowanfield, the Council's primary SEBN special school.
- 3.8 In 2013/14, two years following the introduction of case management, the special school's population has been progressively reduced from a high of around 60 pupils to 38 (-33%). This was achieved through preventative measures and by increasing the number of learners who successfully progress back into a mainstream school as a result of the support provided in Rowanfield. Through sustained collaborative working this positive trend continued and has

stabilised at around 30 pupils for the last two years, with a current roll of 29 pupils.

- 3.9 In addition to early intervention support for children with additional support needs, Barnardo's has provided targeted support services for children affected by sexual abuse, social skills groups for children with autism and bespoke packages for children with complex needs. Almost all of these services are included within a locality agreement, allowing flexibility to respond to changing levels of need as they arise. The social skills provision was made in response to an emergent need to complement work in schools and with families. This has proved to be very successful and it is proposed to include this within the service agreement for the period of the extension.
- 3.10 Over the coming period the Council will be moving into the final phase of the redesign of the service model children and young people with Social, Emotional and Behaviour support needs to include secondary schools. The extension of this contract would maintain service continuity whilst we complete the service redesign. This would allow the final phase to be completed so that the specification for tendering for the longer term can fully reflect needs across primary and secondary schools.
- 3.11 The services provided will be monitored over the period of contract extension to inform the review in order to determine the terms for contracts for the medium to long-term.
- 3.12 Consultation with stakeholders and a co-production will be important elements in the review, which will start in April 2016.
- 3.13 In all of the above circumstances, there are significant benefits to children and young people in extending this contract until a full redesign is completed and the required processes of consultation and tendering for the new service can be undertaken properly.

4. Measures of success

- 4.1 Continuity of services and development of integrated approaches to enable effective implementation of the Children and Young People (Scotland) Act 2014, when it commences in August 2016.
- 4.2 Continuing progress in the implementation of the integrated case management approach combining early intervention in school and family support tailored to need.
- 4.3 Successful completion of the redesign programme extending to children and young people with Social, Emotional and Behaviour support needs in secondary schools, enabling the planned closure of Panmure School.

- 4.4 The opportunity for the redesign process to inform the specification for tendering with active involvement for key stakeholders.
- 4.5 Continued progress toward achieving the authority's key priorities for children and families:
 - 4.5.1 To improve support in early years so that all children reach appropriate developmental and social milestones.
 - 4.5.2 To reduce the gap in achievement experienced by vulnerable children and young people, particularly those living in deprived areas.
 - 4.5.3 To improve and extend help and support for children and families at an early stage so that fewer children need to be looked after.
 - 4.5.4 To improve outcomes for children in need, particularly those who need to be looked after and those with a disability.
- 4.6 A new Service Specification is agreed and new contracted arrangements in place by 31 March 2018.

5. Financial impact

- 5.1 The cost for the Locality agreement with Barnardo's for 2015-16 was £836,688 per annum and Committee is requested to approve the continuation up to this value for 2016-17 and 2017-18. In addition, it is proposed that for the period of the extension a further allocation of up to £45,000 per annum is approved to support social skills groups and additional flexibility to provide bespoke support packages for children and young people at risk of exclusion and/or to prevent residential school placements. All costs will be met from approved Communities and Families budgets.
- 5.2 Barnardo's makes an additional contribution to the provision of these services at an estimated added value of £237,584, in 2015/16. This supported a range of added value work including: befriending services, group work programmes for an additional 180 children, additional parent support and the development of 'Five to Thrive' groups (2) promoting parent-child attachment, Team around the school programmes, Domestic violence Recovery programmes, Psychology of Parenting and Play Therapy)

6. Risk, policy, compliance and governance impact

- 6.1 The services provided under this proposal are benefitting children with additional support needs and children with disability. The loss of these services would have an adverse impact on vulnerable children increasing risk of harm to their wellbeing. This would be contrary to the duty to act in the best interests of the

child and would lead to increased risk of harm and the need for higher order child protection measures.

- 6.2 Almost all of the provision made under this contract helps to fulfil statutory duties under the [Additional Support for Learning \(Scotland\) Act 2004](#). Loss of these services without an adequate alternative would expose the authority to successful appeals to the Additional Support Needs Tribunal and rulings that would require the authority to make good shortfall in provision.
- 6.3 There would be a high risk of reputational damage if these services were to be withdrawn abruptly, including the risk of adverse inspection reports and rulings from Scottish Ministers under Section 70 of the [Education \(Scotland\) Act 1980](#).
- 6.4 The service is provided as part of an integrated approach working in a complementary way with the Council's Additional Support for Learning Service. If the service was curtailed before the redesign is complete and a new contract could be implemented, it would have significant impact on the effectiveness of the Council's other support services and increase the risk of days lost at school, school exclusions and an increase in the requirement for costly residential school placements.
- 6.1 If these services were curtailed, the impact on other Council services would be likely to lead to increased costs and would represent a loss in the efficiency and effectiveness in the use of public monies contrary to the duty to secure best value. In addition, it would compromise the feasibility of proposals to close Panmure School and the delivery of substantial planned savings.
- 6.2 Given the progress that has been achieved in early intervention and the presumption of mainstream there is a risk that the reduction in special school placements at Rowanfield would be reversed and this would compromise savings achieved in the 2016/17 budget.
- 6.3 There is also a reputational risk given the positive partnership work over years with Barnardo's, its 'goodwill' contribution and its exposure to costs in the event of an unplanned cessation of this provision.
- 6.4 The new procurement regulations (Public Contracts (Scotland) Regulations 2015) require from April 18th require social care type contracts above the value of £580K to be advertised. It is acknowledged that this will not be feasible within the timescales and more fundamentally until the redesign process is completed in order to inform the specification and tendering of services. This risk will be managed by making the Council's proposals transparent and by ensuring due time is allowed to undertake full consultation and co-production with stakeholders and an objective tendering process.
- 6.5 Council Standing Orders require competition for these values, however best value would be obtained by providing time to complete the redesign. This would allow the distinctive needs for different age groups and sectors to be fully taken

into account and offer the opportunity for co-production processes to be built-in. The contract extension will allow the review of this service with the goal of developing a service specification, which takes account of learning from collaborative working with all stakeholders.

7. Equalities impact

- 7.1 The Council's approach to procurement of this service will have a direct impact on its ability to meet its single outcome agreement objective of SO3. As such, final procurement of this service will be subject to an ongoing and full equality impact assessment.

8. Sustainability impact

- 8.1 There are no adverse environmental outcomes arising from this report.

9. Consultation and engagement

- 9.1 Consultation and engagement with stakeholders will be part of the coproduction process, which will start in April 2016.

10. Background reading/external references

[Additional Support Needs Planning and Performance Update 2015](#), report to Education, Children and Families Committee, 8 December 2015

[Children and Young People \(Scotland\) Act 2104](#)

[Additional Support for Learning \(Scotland\) Act 2004](#)

[Education \(Scotland\) Act 1980](#)

Public Contracts (Scotland) Regulations 2015

Council's Commissioning Plan for Children and Families

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11. Links

Coalition pledges

P1 – Increase support for vulnerable children, including help for families so that fewer go into care

Council priorities

CO1 – Our children have the best start in life, are able to make and sustain relationships and are ready to succeed

CO2 – Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities

CO3 – Our children and young people in need, or with a disability, have improved life chances

CO4 – Our children and young people are physically and emotionally healthy

CO5 – Our children and young people are safe from harm or fear of harm, and do not harm others within their communities

CO6 – Our children and young people's outcomes are not undermined by poverty and inequality

Single Outcome Agreement

SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health

SO3 – Edinburgh's children and young people enjoy their childhood and fulfil their potential

Appendices