

Education, Children and Families Committee

10am, Friday, 16 August 2019

Children's Partnership Arrangements

Executive/routine

Wards

Council Commitments

[7](#),[28](#),[29](#),[30](#),[31](#),[32](#),[33](#),[34](#),[35](#),[36](#),[39](#),[40](#),[45](#)

1. Recommendations

- 1.1 The City of Edinburgh Council and NHS Lothian lead a review of the current oversight arrangements to make sure children's services in Edinburgh:
 - 1.1.1 are planned and commissioned to best effect to deliver high quality care and support.
 - 1.1.2 are designed and evaluated by the children, young people, families and communities they serve.
 - 1.1.3 have effective governance and accountability.
- 1.2 The work should take into account Scottish Government guidance on Community and Children's Services planning, best practice on participation and the principles that currently underpin children's services development in Edinburgh.
- 1.3 The review should bring forward any proposals for new arrangements by December 2019.
- 1.4 Any changes to current arrangements should be agreed by the Education, Children and Families Committee, Lothian Health Board and the Edinburgh Partnership.

Alistair Gaw

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Report

Children's Partnership Arrangements

2. Executive Summary

- 2.1 This report asks the Committee to agree to a review of current arrangements for the planning and oversight of children's services in Edinburgh. A short-term working group will be established that will be asked to bring back proposals for the consideration of the Committee and the NHS in December 2019.

3. Background

- 3.1 The joint planning arrangements for children's services in Edinburgh have been in place since 2014. A report went to the Education, Children and Families Committee in March 2014 outlining proposals to take forward the development of Integrated Children's Services (Appendix 1) and a further report in September 2014 (Appendix 2) asking Committee to note the feedback from the consultation process.

Since then there have been significant changes in legislation and policy and we must now make sure planning and oversight is best placed to maximise the benefits of these changes and likely future changes like the proposed adoption of the United Nations Convention on the Rights of the Child into domestic law. There is a shared view that the time is right to consider how current arrangements could be revised so children's services in the city are planned and commissioned to best effect, are designed and evaluated by the children, young people, families and communities they serve and have effective governance. It is proposed a short life working group (SLWG) be established to take forward a review of current arrangements, reporting back with any recommendations for change by December 2019.

4. Main report

- 4.1 The current joint planning arrangements for children's services have been place since 2014. The multi-agency Children's Partnership reports to the Edinburgh Partnership, the Education Children and Families Committee of the Council, the Strategic Planning Committee of Lothian Health Board and the Integrated Children's Services Board.
- 4.2 The Children's Partnership is currently chaired by the City of Edinburgh Council Executive Director for Communities and Families. Membership includes City of Edinburgh Council and NHS Lothian senior officers, third sector representatives

from EVOC Children, Young People and Families Network, Edinburgh Leisure, Police and Fire and Rescue Service, SCRA, Skills Development Scotland, Edinburgh College and Edinburgh Health and Social Care Partnership.

- 4.3 Key tasks of the Partnership include coordination of the statutory Children's Services Plan, delivery of children and young people related outcomes within Locality Improvement Plans, performance reporting, strategic planning for services, overseeing inspection processes and quality assurance of children and young people's services, quality assurance and oversight of children and young people's participation activities.
- 4.4 The Partnership has also had oversight from the Integrated Children's Services Board. Board members include City of Edinburgh Council Elected Members, City of Edinburgh Council, NHS Lothian, Edinburgh Third Sector Interface, Skills Development Scotland, SCRA, Edinburgh College and Police Chief Officers. The Board has had a role in upholding the culture and values of the Plan and more recently the Board has taken an active role in participatory events.
- 4.5 The development of children's services in Edinburgh is founded on core principles that underpin the current Edinburgh Children's Services Plan;
- children and young people are at the centre
 - focus on strengths and building resilience
 - prioritise prevention
 - improve fairness
 - listen to and respond to children and young people
- 4.6 It is anticipated these principles will continue to underpin future partnership arrangements.

5. Next Steps

- 5.1 It is proposed the SLWG will;
- 5.1.1 Consider the role and organisation of the current Integrated Children's Services Board, Children's Partnership and its sub groups and bring forward proposals for effective oversight and governance of children's services planning.
 - 5.1.2 Bring forward proposals, based on best practice on participation, to make sure service design, implementation and evaluation activities are founded on the views of children, young people, families and communities.
 - 5.1.3 Consider how best oversight can be provided for joint planning and commissioning, quality assurance and service improvement.
- 5.2 It is proposed the SLWG is chaired by tbc. Membership would include an elected member (the current chair of the ICSB), a LHB non-executive Director and staff from the key areas of the Children's Partnership – City of Edinburgh Council, NHS

Lothian, Police Scotland and the voluntary sector. The contribution of children and young people will be an essential component of the work of the group.

- 5.3 The SLWG will aim to bring forward proposals in December 2019.

6. Financial impact

- 6.1 There is no immediate financial impact. A key objective of any new arrangements will be to further improve strategic planning and joint commissioning and to make sure service planning builds on the views and strengths of children and young people, their families and communities.

7. Stakeholder/Community Impact

- 7.1 The SLWG will engage widely to make sure any proposals brought forward have broad support.

8. Background reading/external references

N/A

9. Appendices

- 9.1 Appendix 1 Integrated Children's Services Report March 2014
9.2 Appendix 2 Integrated Children's Services Report September 2014

Education, Children and Families Committee

10am, Tuesday, 4 March 2014

Integrated Children's Services

Item number 7.10

Report number

Wards All

Links

Coalition pledges [P1](#), [P36](#)

Council outcomes [CO1 – CO6](#)

Single Outcome Agreement [SO2](#), [SO3](#)

Gillian Tee

Director of Children and Families

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Executive summary

Integrated Children's Services

Summary

The attached report is a paper which outlines the proposal to take forward the development of Integrated Children's Services within the city of Edinburgh. This proposal will establish systems that further develop effective partnership working at a local level and deliver even better outcomes for children, young people and their families in Edinburgh.

This high level paper will provide the platform for an extensive consultation and engagement programme across the areas of provision within scope of an Integrated Service. This engagement will involve staff and service users as well as recognising Trade Union consultation processes where appropriate and relevant to the changes proposed.

The intention is to seek agreement within City of Edinburgh Council and NHS Lothian to take forward this consultation process and to develop a more extensive business case and firm proposals (including management structures) for such an Integrated Children's Service here in the city. This proposal would then be submitted to the Scottish Government along with the paper which sets out the integrated adult health and social care arrangements within the city

Recommendations

1. The Committee is asked to agree the rationale for such an Integrated Service and the proposal to consult on a wide basis to further its development
2. That the Committee request a further paper to be submitted to the August Committee reporting on the consultation process and outlining the next stage of the development of an Integrated Service.
3. That the Committee request the Corporate Policy and Strategy Committee to approve the proposals.

Measures of success

The Integrated Children's Plan, the Children and Families Service Plan and the NHS Lothian Children and Young People's Health and Wellbeing Strategy outline the areas of activity which will maintain and improve outcomes for children, young people and their families in Edinburgh. The existing performance framework which supports these

plans will be reviewed and further developed to acknowledge Integrated Services. We would expect to see improvements in the priority areas within these plans.

Financial impact

The development of Integrated Services will be managed within existing Children and Families budgets and we would anticipate that efficiencies can be achieved through the development of more shared resources and business support functions.

Equalities impact

As the process develops a full Equalities and Right Impact Assessment will be undertaken. However, the development of an Integrated Service should help us address areas of inequality more effectively and efficiently.

Sustainability impact

Developing models of collocation and shared services will have a positive effect in terms of property use and associated energy requirements and the development of more integrated working practices should produce more sustainable services in the longer term.

Consultation and engagement

This proposal to develop Integrated Children's Services builds on – and will be supported by - the very positive work of the multi-agency Edinburgh Children's Partnership.

A full information, consultation and engagement programme will be developed to explore the potential in this discussion document and to determine the best structures and approaches to delivering integrated services which improve outcomes.

Background reading / external references

None

Gillian Tee

Director of Children and Families

Links

| | |
|--------------------------|--|
| Coalition pledges | P1. Increase support for vulnerable children, including help for families so that fewer go into care |
|--------------------------|--|

| | |
|---------------------------------|--|
| | P36. Develop improved partnership working across the Capital and with the voluntary sector to build on the “Total Craigroyston” model |
| Council outcomes | 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 | 1. “Towards a Model of Integrated Children’s Services for Edinburgh” |

DRAFT FOR CONSULTATION



Towards a Model of Integrated Children's Services for Edinburgh

Vision for children services in Edinburgh

Our vision is for all children to enjoy their childhood and achieve their potential.

The positive Care Inspectorate joint inspection of services for children and young people in the City of Edinburgh in 2013 recognised the work that has been done to implement Getting it right for every child across the authority and to improve outcomes for children and families in line with the aspirations in the city's Integrated Plan for Children and Young People.

However, we also know we can do more to do to improve the co-ordination and integration of children's services and our proposals for Integrated Children's Services are intended to progress this agenda and:

- improve and extend help and support at an early stage for children, young people and families so they get the help they need before difficulties get worse;
- improve planning to meet needs so that children and young people experience long-lasting improvements;
- implement more systematic and joint approaches to quality assurance and self-evaluation to improve outcomes for children and young people;
- continue to reduce outcome gaps for children and young people whose life chances are at risk and place a stronger focus on achieving speedier improvement for the most vulnerable.

This proposal for an Integrated Children's Service in Edinburgh will establish systems that further develop effective partnership working at a local level and deliver even better outcomes for children, young people and their families here in Edinburgh.

Outcomes

The integrated Plan for Children and Young People (2012-2015) covers the range of services from universal provision to more targeted and intensive interventions and identifies six high level strategic outcomes:

1. Our children have the best start in life.
2. Our children are successful learners, confident individuals, and responsible citizens making a positive contribution to their communities.
3. Our children in need or with a disability have improved life chances.
4. Our children are physically and emotionally healthy.
5. Our children are safe from harm.
6. Our children outcomes are not undermined by poverty or inequality.

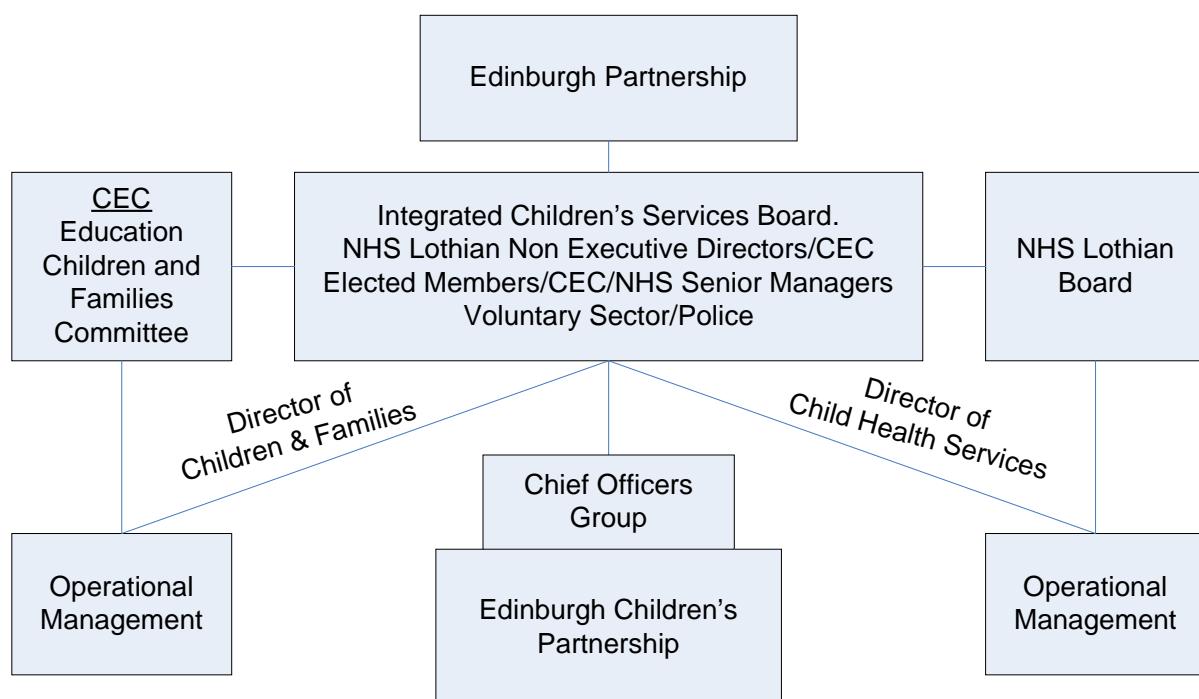
Key Principles We are determined to “do whatever it takes” (in terms of support, service development and service delivery) to achieve these outcomes. This means:

- Maintaining a focus on prevention and early intervention in our service planning and delivery
- Working with people to help them make the most of their own strengths and resources
- Developing services in partnership with children, families and communities so that we build on assets to develop solutions and judge their effectiveness together.
- Providing services and early interventions as soon as they are needed and for as long as they are needed with regular reviews of the effectiveness of those interventions.
- Making it easy for people to access our services as locally as possible.
- Making sure our services are joined up and working together effectively.
- Ensuring that children and families have one person that they can get, wherever possible to know over time and who will work with them to help them get the help they need.

Proposals for the development of integrated children's services in Edinburgh

1. To establish a Joint Integrated Children's Services Board within the Edinburgh Community Planning Partnership.

Governance Arrangements – Children's Services in Edinburgh



This Children's Partnership Board would include equal membership from Council and NHS alongside Police Scotland and Voluntary Sector representation and would oversee the work of the existing officer-led Children's Partnership as well as the delivery of the following services for children in Edinburgh: Education, Social Work and NHS Lothian Community Children's Services.

It is envisaged that the Board would initially operate on a consensual basis, similar to the former Joint Board of Governance for adult services in Edinburgh. Whilst recognising the

need to develop appropriate management structures, this would ensure a holistic view of all of children's services in Edinburgh from universal to specialist and acute services and build on the successful work of the Children's Partnership. We would expect that the development of such a Board will also improve transition arrangements for young people moving into adult services and build on the important interface with existing adult treatment and care services in terms of better supporting families as a whole unit.

2. To strengthen management arrangements of children's health services in Edinburgh through the establishment of a Director of Health for Children and Young People.

The creation of the shadow Health and Social Care Partnership and anticipated future dissolution of the Community Health Partnership (CHP) in April 2015 has a consequential effect for Health Visiting and School Nursing services that are currently managed within Edinburgh CHP. It has been proposed that these services will not be managed or governed within the Edinburgh Health and Social Care Partnership. An agreement on the future management and governance of these services is therefore required for inclusion in our Health and Social Care Integration Plan. The status quo is therefore not an option. A number of high level discussions about models which would strengthen and further integrate community health services a preferred management arrangement has been proposed.

This proposal is to incorporate the CHP managed Children's Services within the existing portfolio of the Director of Operations for the Women and Children's Directorate, who currently manages a wide range of NHS Lothian wide and Edinburgh Community Child Health Services including Community Medical Staff, the Community Children's Nursing Team, Children's Outreach Service &Community Respite, Complex Care / Packages of Care and supply of NHS Community Children's Equipment. This would bring together the management of Edinburgh's children's community health services under one NHS Director of Children's Health Services. Under this arrangement all universal and specialist children's community health services currently managed within the CHP and Children and Women's Directorate will become a single operational unit. This structure will ensure that all elements of professional accountability, support and supervision are appropriately developed, managed and delivered.

As mentioned in the Governance Section, there is the potential over time, to include the management of Child and Adolescent Mental Health Services, Family Nurse Partnership and Allied Health Professionals. Given the significant contribution these services make to the health and wellbeing of children and young people it will be important to consider this as part of the consultation process. Should all these services be included within a single management arrangement it is envisaged that a 'Head of Children's Community Health Services' will be required with clear lines of professional leadership and accountability.

The Director of Health for Children will work in partnership with the Director of Children and Families in the Council and together they will have responsibility for the delivery of children's services in Edinburgh. This will strengthen the work of the existing Children's Services Chief Officers' Group which comprises the Director of Children and Families in the Council, the NHSL Child Health Commissioner, the Police Commander and the Voluntary Sector lead from the Children and Families Network.

3. To ensure the consistent implementation of Getting it Right for Every Child for all children and families

Edinburgh already has effective arrangements in place for Getting it Right for Every Child in Edinburgh. These arrangements were commended in the recent inspection of children's services in Edinburgh and include:

- A named midwife responsible for maternal health and continuity of care during pregnancy and until handover to the named Health Visitor around 10-14 days of a baby's life.
- A named Health Visitor until the child enters Primary School
- A named Head Teacher for school age children.
- The development of a single assessment and single plan for a child or a family.
- That every child or family should have one person that they can get to know over time and who will work with them to help them get any extra help they need. For most children this will be a health visitor or head teacher but for some children with complex needs this will be another professional.

The integration of services will support the further embedding of these arrangements and ensure that the core elements are consistently applied in practice across the city in line with the requirements of the Children and Young People's Bill

4. To establish neighbourhood multidisciplinary children's services management teams across Edinburgh to ensure the oversight and delivery of integrated children services.

Multi-agency Children's Services Management Groups (CSMGs) are already operating in 5 areas across the city. Their remit is to develop Getting it Right practice, support the development of the 'Team around the Cluster' model and improve interagency collaboration and the effectiveness of services at local level. Each is supported by an Area Co-ordinator. The CSMGs should comprise operational managers who have responsibility for a range of children's services within a defined geographical area: to progress the integration agenda it will be important that the membership and remit of the CSMGs are revised and formalised and that they comprise Service Managers from the key services for children in Edinburgh e.g. education, social work, NHS Lothian Community Children's Services, police and voluntary sector.

Their role will be to provide the necessary leadership to ensure the delivery of the vision and outcomes for children within their local area. They will ensure that the services they manage work together effectively to "do whatever it takes" to improve the outcomes and life chances of children in their area. They will have a key role in translating the principles for integrated services into reality for the children and families in their area and for maximising the opportunities for collocation and shared business services. The boundaries of each CSMG should be determined during the period of consultation in order to maximise the potential for synergy between adult and children's service integration.

5. To extend the Total Place approach to the other school clusters across the city.

The work to date in Total Neighbourhood in East Edinburgh and the first year evaluation of Total Craigroyston both demonstrate good progress towards improving coordination with positive feedback from local people about the work which is being undertaken to “join things up”. Whilst there is much more to do to realise the potential of fully integrated local services for children and families, outcomes for children and young people have already improved markedly in a number of areas in Craigroyston:

- The number of school leavers into positive destinations is the highest level recorded.
- Educational attainment and staying on rates at Craigroyston high school have improved significantly with 100% pupils attaining 5 standard grades at level 3.
- Feedback from secondary school staff is that the attainment of S1 pupils on transfer is the best it has been for a number of years.
- Joint work between health visitors and social work is resulting in support being offered much earlier to families who need it.

Some outcomes have not yet improved, (for example school attendance levels remain a cause for concern) and there are still concerns about a number of young people involved in antisocial behaviour in the community as well as about the increased impact of substance misuse on families. Issues such as this will remain a focus for the integration agenda as we go forward. Feedback from staff and parents is largely positive with a number of important strengths identified (see annex 1 for details of feedback from Craigroyston). Parents recognised that services were prioritising their area and working more closely with the community and across different services to meet local needs. Staff across the agencies highlighted that there was a real sense of partnership and listening to feedback from local people and of working jointly to address problems. No one was under any illusion that Total Craigroyston was a panacea or that there were any easy solutions to longstanding problems. Rather there was a sense of local services working more closely together and in partnership with the community they serve to tackle problems together and learn from what was working and what was not. This in turn was having a positive impact on outcomes for children and families. This “can do”, solution focused, learning culture is key.

As part of the integration agenda it is proposed to extend the Total Place approach to the other school clusters throughout the city on a phased basis. This will involve identifying the multi-agency team (including education, community learning and development, social work, health, housing, community safety, police and voluntary sector staff) linked to each school cluster throughout Edinburgh. The role of the team will be to provide the necessary support to ensure the delivery of the vision and outcomes for children within their local area. Staff will ensure they work together effectively to “do whatever it takes” to improve the outcomes and life chances of children in their area and translate the principles for integrated services into reality for the children and families in their area. For each cluster the focus will be on:

- strengthening support for children and families from universal services;
- strengthening support for families;
- strengthening support for the community.

Highly skilled leadership is seen to be key to the success of the Total Place approach with clear responsibility delegated to an identified individual to coordinate the work of local services, ensure that services are working together effectively and in partnership with the community for the benefit of children and families.

It is therefore proposed to identify a Coordinator for each cluster team. This will be from within existing resources on the basis that these arrangements will make more effective use of the wide range of multi-agency resources already in place within each local area.

Coordinators will be appointed on a phased basis informed by an assessment of need and local circumstances by the neighbourhood CSMG.

Staff and parents had feedback about how they would like to see services improve. This feedback is included at annex 1. An improvement plan is being developed to respond to this feedback and will be taken forward as part of the wider plans for developing integrated services.

6. To develop integrated city wide services for children with additional support needs /disabilities.

There are some groups of children, for example with additional support needs or a disability who require more specialist services than are routinely available at a locality level.

Examples include children with complex and exceptional healthcare / additional support for learning needs, autism or mental health problems or with disabilities and severe and challenging behaviour. Work is required to ensure a coordinated multi-agency getting it right approach and to improve the consistency in the quality and availability of provision for children with a disability across Edinburgh. It is proposed to build on the successful model of case management referral groups to ensure that these children's needs are identified and that they access support in the best way possible and to look specifically at the "team support" that would be most appropriate in a special school or home setting. Opportunities should also be explored for improving joint commissioning approaches to ensure that the planning and delivery of services is as integrated as possible, meeting the needs of children as close to home, wherever possible.

Consultation and engagement

It is proposed to engage, consult and inform staff, children and families, NHS staff partnership and Trade Unions from the respective organisations on these proposals to shape their further development in readiness for submission to the Government as part of the Edinburgh Health and Social Care Integrated Plan by December 2014.

S Egan, Associate Director and Child Health Commissioner, NHS Lothian

F Mitchell, Director of Operations, NHS Lothian

G Tee, Director, Children and Families, City of Edinburgh Council

Total Craigroyston: Feedback from Parents and Staff

Overall there is strong support from parents and staff about the Total Craigroyston approach.

The following strengths were identified:

- Parents recognised that services were prioritising their area and working more closely with the community and across different services to meet local needs. There was a sense of partnership and listening to feedback from local people and working jointly to address problems. Parents reported that a wide range of statutory and voluntary services were available locally.
- They highlighted the importance of being able to get support from universal services, having open access services and services which supported the whole child and the whole family. They appreciated services which worked in partnership with parents and involved them in the development of solutions. They valued having a relationship with a key individual who get to know them over time.
- They valued “Trim” the residents/ tenants group and felt this could be used more e.g. to advertise services available locally. They valued having the community shop, food coop, open cafe and activities run by local people for local people.
- They highlighted the importance of schools as providing highly valued, non stigmatising support. They valued schools which welcomed parents (fathers as well as mothers), ran breakfast clubs, after school clubs and holiday provision, led work on Rights Respecting Schools addressed issues of bullying, provided advice and support for parents including parenting programmes. They highlighted the excellent work of the home school link worker at Forthview primary school.
- They valued the range of services provided through the early years centres and would like more of these e.g. longer session times. They valued the Pilton Community Heath project.
- They appreciated services which worked in partnership with parents, took a whole family focus and were willing to “do whatever it takes” to meet the family’s needs.
- They valued the “My Child” year long course run by adult education and which was on offer for all parents and also the Health and Literacy project at Pennywell.
- They valued voluntary sector services e.g. the pregnancy cafe and Bump Start at the Haven, Circle family support service. They valued the Pilton Community Heath project.
- They valued the expertise of staff from Rowanfield Special School and its multi-agency approach.
- Staff also valued Total Craigroyston and even staff who had worked in the area for a long time said they had a better idea of the full range of services available locally. They appreciated the Support in Time meetings to coordinate support for particular children and families.

Parents and staff also had a number of suggestions for improving services

- They felt services needed to be available earlier and not just when problems had developed and the staff should listen more to parents and children when they said they had concerns about their child. They did not like having to tell their story to so many different people.
- They felt that it was difficult to get a clear picture of the range of services available in the area and that some parents may not know where to go to for help.
- They had concerns about lack of early diagnosis and help for children with Additional Support Needs and about long waiting times for some services e.g. occupational therapy, speech therapy, counselling and mental health services. Parents of children with complex needs often had lots of appointments and sometimes had difficulty accessing them e.g. children in special schools could have lots of appointment in different places.
- They thought there needed to be better support for domestic abuse and for families with parents in prison.
- They thought there should be more for young people to do in the local area (or more information about what is available for them). There is a particular problem with young people taking and driving cars causing a risk to themselves and others.
- They thought transition from primary to secondary school could be improved.
- There were difficulties with thresholds for services e.g. could the pregnancy cafe keep some families for longer if they needed it, could a midwife continue beyond 10 days?
- There is a lack of space for some activities e.g. for community groups to meet, lack of a parents room in the early years centre.
- There isn't a good multiagency system for identifying the families which need help early on. There aren't enough services offering direct, practical help to parents e.g. family support workers. Parents and staff felt that better use could be made of resources in the local community e.g. older people in the community who could act as "grandparents" for young families experiencing hardship.

Recommendations

1. Strengthen work in schools in relation to home school links, parent support, parenting, out of school care.
2. Increase the availability of the "My Child" programme run by adult education.
3. Provide better information for parents on the range of support available for them.
4. Look at the services available on an area basis to make it easier for parents to access support and for services to work together effectively e.g. early years centres as a point of support for under 5s, schools (with home school link workers) as a point of support for school age children, community centres providing multiagency support services e.g. health clinics, more co location of services so services work together more closely and parents know where to go to for help. The new Muirhouse centre provides an opportunity for this.
5. Improve coordination of support for individual children and families e.g. developing a child or family plan overseen by someone who has a relationship with the family over time, is able to do "whatever it takes" to support the family with services which are needs led rather than service led e.g. being able to keep with a family if they need it.
6. Increase the number of open access services which parents can go to without the need for a referral or a waiting list.

7. Increase availability of early intervention services for all children e.g. health visitors, school nurses, home school link workers.
8. Increase support for children with additional support needs and make it easier and faster to access services. In particular, increase availability of occupational therapy, speech and language therapy and mental health services. Make it easier for children to access services e.g. local clinics, school based services, text message reminders about appointments.
9. Increase availability of support for parents e.g. parenting, family support services.

Education, Children and Families Committee

10am, Thursday, 11 September 2014

Integrated Children's Services

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|--------------------------|-----------|
| Item number | 7.11 |
| Report number | |
| Executive/routine | Executive |
| Wards | All |

Executive summary

Over the last three months a consultation process has begun to progress the further development of Integrated Children's Services as reported to Committee in May 2014.

The original high level paper provided the platform for consultation and engagement across the areas of provision within scope of an Integrated Service. This engagement has primarily involved staff as well as recognising Trade Union consultation processes where appropriate and relevant to the changes proposed. A summary of the staff consultation survey is attached as Appendix 1. There are further plans to work directly with children, young people and their families to seek their views on ways to improve service design and delivery as we go forward with integration.

The proposal will establish systems that further develop effective partnership working at a local level to deliver even better outcomes for children, young people and their families here in Edinburgh.

Further detail about the locality structure to deliver Integrated Children's Services is contained at Appendix 2. Following the consultation process, firm proposals (including management structures) for Integrated Children's Services will now be developed and submitted to the Scottish Government along with the paper which will set out the integrated adult health and social care arrangements within the city.

Links

Coalition pledges [P1](#), [P36](#)

Council outcomes [CO1-CO6](#)

Single Outcome Agreement [SO2](#), [SO3](#)

There will be no immediate impact on management and organisational structures within Children and Families: any changes that occur going forward will be consistent with work to strengthen locality management and service delivery being developed as one of the key BOLD workstreams.

Recommendations

- 1.1 The Committee is asked to note the feedback from the consultation process which demonstrates staff support for further integration of services.
- 1.2 That the Committee requests a further paper to be submitted to the December Committee detailing the proposal to be submitted to the Scottish Government along with details of Health and Social Care Integration within the city.
- 1.3 That this report is forwarded to the Corporate Policy and Strategy Committee for information.

Report

Integrated Children's Services

Background

- 2.1 There is a long history of partnership working in children's services in Edinburgh, supported by the Edinburgh Children's Partnership and Integrated Plan for Children and Young People.
- 2.2 The proposal to move towards greater integration will build on this work and also take account of the changes required to the management of a range of health services when the existing Community Health Partnership ceases to exist in line with the establishment of the adult Health and Social Care Partnership by April 2015.

Main report

- 3.1 The Christie Commission report outlined the importance of integrating public services if we wished to improve outcomes for the people of Scotland. The four Lothian Local Authorities and NHS Lothian have moved forward promptly with proposals for integration. The programme of work to deliver an integrated children's service builds on an ethos of integrated children's service planning in Lothian and follows on from considerable work in establishing the shadow Health and Social Care Partnerships.
- 3.2 The creation of shadow Health and Social Care Partnerships (Joint Integrated Boards) and anticipated future dissolution of the Community Health Partnerships (CHPs) in or beyond April 2015 has a consequential effect for the future management of universal community child health services.
- 3.3 There is a strong desire to strengthen the integration of children's services through collaborative working to improve outcomes for, and the wellbeing of, children, young people and families in Edinburgh. Over the last six months discussions have taken place between Chief Executives of NHS Lothian, City of Edinburgh Council, Non-Executive members and CEC Elected Members on how best to build upon the successful partnership.
- 3.4 An effective children's integrated planning partnership is already in place comprising of officers representing the Council services for children, the full range of health services for children, police and the voluntary sector. However there is not a joined up governance arrangement and this is a particular gap and one that the Chief Executives are committed to resolving through effective alignment of service planning, joint commissioning and quality assurance.

- 3.5 There is no intention of City of Edinburgh Council to delegate Children and Families function to the emerging Health and Social Care Partnership nor is there a desire to delegate universal health service provision to the Health and Social Care Partnership. There is, however, a desire to have greater management alignment across all children's services and a joined up governance mechanism to support these arrangements. This has been taken into account when considering the future potential management and governance arrangements for all children's health services currently being delivered in Edinburgh, including those within the Women and Children's Directorate and Edinburgh CHP.
- 3.6 Feedback from the staff engagement exercise is largely supportive of the direction of travel with the majority of staff responding (79%) strongly agreeing/agreeing with the statement "I think the proposals will strengthen partnership working in Edinburgh" and 79% agreeing that the proposals will have a positive impact on **outcomes** for children and young people.
- 3.7 The next phase of engagement will focus on working directly with children, young people and their families to gather ideas and suggestions for improving service delivery. Early feedback from consultation with parents and carers in Total Craigroyston would indicate a real willingness to engage in these discussions and opportunities and ideas for service redesign as a result.
- 3.8 Further work to develop integration at a neighbourhood level will be progressed as an integral part of the BOLD workstream addressing this issue and the development of management structures at a local level will reflect this approach.
- 3.9 The model of integration consolidates the good work that is taking place currently at school cluster level and supports the realignment of wider resources around each high school, its feeder primaries, pre-school provision and health visiting and school nursing services.
- 3.10 Opportunities for greater alignment of boundaries across the city are currently being explored across Council service areas and with partners and a paper is being prepared for discussion at the September Edinburgh Partnership. Further development of the integration agenda will take due account of these discussions.

Measures of success

- 4.1 The Integrated Children's Plan, the Children and Families Service Plan and the NHS Lothian Children and Young People's Health and Wellbeing Strategy outline the areas of activity which will maintain and improve outcomes for children, young people and their families in Edinburgh. The existing performance framework which supports these plans will be reviewed and further developed to acknowledge Integrated Services. We would expect to see improvements in the priority areas within these plans. We would also expect that

feedback from staff would demonstrate the added value of further integration through the introduction of greater co-location, shared infrastructure resources and improved communication and information sharing.

Financial impact

- 5.1 The development of Integrated Services will be managed within existing Children and Families and NHS Lothian budgets and we anticipate that efficiencies can be achieved through the development of more shared resources and business support functions at a neighbourhood level.

Risk, policy, compliance and governance impact

- 6.1 There are no direct implications for policy, compliance or governance arising from the recommendations in this report.

Equalities impact

- 7.1 In the next stage of development, a full Equalities and Right Impact Assessment will be undertaken and the outcomes of this will be addressed both in strategic planning and operational service delivery implementation. It is anticipated that the development of better integrated children's services should help us address areas of inequality more effectively and consistently.

Sustainability impact

- 8.1 Developing models of collocation and shared services will have a positive effect in terms of property use and associated energy requirements and the development of more integrated working practices should contribute to more sustainable services in the longer term.

Consultation and engagement

- 9.1 This proposal to develop Integrated Children's Services continues to build on the very positive work of the multi-agency Edinburgh Children's Partnership, its Chief Officer group and each of the Strategic Oversight Groups designed to ensure multi-agency delivery of actions within the Integrated Plan for Children and Young People.
- 9.2 A full information, consultation and engagement programme will be developed to explore the potential in this discussion document and to determine the best structures and approaches to delivering integrated services which improve outcomes.

Background reading/external references

- 10.1 ["Towards Integrated Children's Services" – Appendix 1 Education Children and Families Committee Report March 2014](#)

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Links

| | |
|---------------------------------|---|
| Coalition pledges | P1. Increase support for vulnerable children, including help for families so that fewer go into care. P36. Develop improved partnership working across the Capital and with the voluntary sector to build on the "Total Craigroyston" model. |
| Council outcomes | 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 | Appendix 1 - Integrated Children's Services staff survey Appendix 2 - Integrated Children's Services Management Group - Terms of Reference |

Integrated Children's Services staff survey



**Edinburgh Children's
Partnership
6 August 2014**

Survey ran between May and end of July 2014

265 responses

| | |
|--------------------------------------|----|
| Schools | 43 |
| Other Children and Families | 36 |
| Health Visiting | 31 |
| Royal Sick Children's Hospital staff | 28 |
| AHPs | 27 |

Survey asked:

'I think the proposals for integrating children's services will strengthen partnership working in Edinburgh'

79% agreed (strongly agree and agree)

'The proposals will support me to deliver a more effective service'

61% agreed

For both statements, others tended to tick
'neither agree or disagree' rather than disagree
options

'With reference to your answers above, can you tell us about any opportunities or benefits you see in relation to the proposals?'

189 people responded, with a number of themes and issues emerging:

- Better multi-agency partnership working, increased links, more seamless service for children and their families
- Simpler, more effective access to services with less waiting time
- More effective planning and delivery of services

- Help for children and families to get the support they need earlier
- Better understanding/awareness of different services; better communication and relationships between professionals
- Opportunity to build on the success of CSMGs and enhance the implementation of GIRFEC further
- Less bureaucracy and less duplication
- More scope for local ‘place-based’ approaches like Total Craigroyston/neighbourhood

'Can you tell us about any barriers or disadvantages you see in relation to the proposals?'

180 people answered. Main issues:

- Worries that issues re capacity, workloads and staff levels will make the proposals unrealistic and difficult/impossible to achieve
- Concerns proposals are more about saving money than improving outcomes
- ICT systems do not support integration
- Issues re the phrase 'do whatever it takes' – it needs to be defined better, managers need to buy into it, staff need more flexibility to be able to 'do whatever it takes'

- ❑ It might lead to more meetings/more time spent in meetings
- ❑ Potential issues around confidentiality
- ❑ Tensions between centralised/strategic and neighbourhood/local approaches
- ❑ The need for both staff roles and management/governance arrangements to be clear – worries about blurring if not
- ❑ All very high level at the moment – hard to see how it will translate on the ground/what difference it will make on a day to day basis

79% agree that the proposals *will have a positive impact on **outcomes** for children and young people*

18% think they will make *little or no difference*
3% think they will have a *negative impact*

75% agree that the proposals *will have a positive impact on **services** for children and young people*

19% think they will make *little or no difference*
6% think they will have a *negative impact*

165 people answered the first question and **128** answered the second (although more than 30 of these were 'see above').

Similar issues in both responses:

Positives:

- Streamlining and better co-ordinating the response of services
- Helping children and families at an earlier stage
- Building on the strengths and responding to the views of parents and young people
- Improving relationships, communication and awareness between services

- ❑ Greater consistency
- ❑ Less complexity
- ❑ Better service planning

Some concerns that:

- ❑ If changes aren't implemented well they will have a negative effect
- ❑ Lack of resources, funding and staffing will mean that aims are not met
- ❑ There isn't enough detail at this stage to be able to say
- ❑ Some services' commitments to working together are 'on paper' only and make little difference in practice

Next steps...

- Engagement with children and young people
- Engagement with parents/carers, community groups
- Early September to late November

Integrated Children's Services Management Group

Terms of Reference

Integrated Children's Services Management Groups (ICSMGs) comprise locality managers working together to improve outcomes for children, young people and their families by:

- making decisions and directing resources to support delivery of the Strategic Objectives in the Integrated Plan and to address specific local concerns promptly and effectively
- monitoring the consistent implementation of the Getting it right for every child Core Components within their sphere of responsibility and across the locality

Specific functions:

- Identify local trends and themes using agreed authority-wide data sets
- Receive reports as required on progress against agreed targets
- Identify and deliver solutions to barriers to effective local service delivery
- Develop effective links with adult services to better meet the needs of families
- Drive forward positive changes to culture, systems and practice across all partners
- Report to the Children's Partnership on activity to meet Strategic Outcomes
- Identify service/resource gaps which require strategic intervention and support
- Retain an overview of multi-agency staff training to achieve objectives
- Identify and celebrate good practice and success

Membership

Core membership will consist of the following:

- Social Work Practice Team Manager
- Senior Education Manager
- Principal Educational Psychologist
- NHS Service Manager
- Police Scotland
- SfC Service Manager
- Early Years Manager
- ASN Service Manager
- EVOC Children and Families Network representative

Additional partners may be represented based on localised links and relevant issues

- Reporter's Administration
- Skills Development Scotland
- CLD
- NHS Audit Services
- Social Work Adult Teams

Expectations of Members

- Attendance at meetings*
- Authority to make decisions and allocate resources

- Timely communication to allow for meeting preparation
- Provision of relevant and up to date information to facilitate discussion and progress
- Contribution to decision making for specific cases and agreed action
- Commitment to service improvement
- Ensuring all actions and tasks agreed by the group are acted upon and treated as core business by staff
- Reporting back on action and impact at agreed intervals

*sending informed substitutes – with appropriate delegated authority – *only* when necessary

Role of the Chair

The Chair will be nominated from the membership of the Core Group and will play a crucial role in ensuring the effective operation of the ICSMG to meet its agreed aims

Support for the ICSMG will be provided by the ICS Area Co-ordinator

Frequency of meetings

ICSMG meetings will take place on a 6 weekly basis, but require to have a mechanism to contact each other to access information quickly should the need arise.

Area managers will use their own profession's network of support and resources to resolve issues without having to hold back action on children's cases to wait for area managers to meet.