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**Report to Council**

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**Date of Meeting: 19 December 2013**

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**Subject: Child Care Services Redesign**

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**Report by: Head of Social Services**

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**1.0 Purpose**

- 1.1. The purpose of this report is present to Council proposals for the redesign of Child Care Services.
- 1.2. The proposals are set out in the Appendix to this report which also outlines the vision for taking the shared service forward in a phased way over the next three years.

**2.0 Recommendations**

- 2.1 It is recommended that Council:
  - a) agrees the proposals for redesign of Child Care Services set out in the Appendix; and
  - b) notes the objectives outlined which will be progressed on a phased basis over the next three years.

**3.0 Background**

- 3.1 Council has previously agreed in respect of shared services:
  - a) the principle of integration of services below the management tiers where this would contribute to the agreed objectives of the shared services initiative;
  - b) that officers should bring forward for approval three year strategic delivery plans which set out proposals for deeper integration and that business cases should be prepared setting out specific recommendations for any related reconfiguration of services
- 3.2 The Social Services Strategic Delivery Plan was subsequently agreed by Council in June, 2013.

- 3.3 Further to the approval of that Plan, a review has been undertaken of the structure and organisation of the Child Care Service which has resulted in proposals for a more functional and streamlined structure as set out in the Appendix to this report.

#### **4.0 Considerations**

- 4.1 In developing the proposals, the Service has taken into account the major legislative changes that will impact, including:
- Children and Young People's Bill
  - Health and Social Care Integration
  - Self Directed Support
  - Redesign of Criminal Justice Service
- 4.2 This is a period of change which will bring some system shift and greater responsibility being placed on Education and Health services to co-ordinate activity for children in need. Social Work services are, therefore, required to adapt and refocus services around the national Early Intervention Model of GIRFEC to ensure that capacity is maintained to deliver on expectations of partnership working and to provide an effective and efficient service across Clackmannanshire and Stirling Council areas.
- 4.3 The proposals for redesign, therefore, are to move to a more functional structure with integrated teams across both council areas, those teams being Response Services, Specialist Services and Care Management. Over time this would reduce the number of service managers from four to three subject to a review to release this capacity.
- 4.4 Further work will be undertaken to scope two further areas of possible change in service delivery across the two council areas:
- Early Years (currently organised differently in each Council).
  - Children with disability. An scoping exercise will be undertaken with Adult services with a view to developing an All Age Disability Team.
- 4.5 Consideration will also be given to the location of Criminal Justice services alongside the Child Care service structure. This will be dependent on the outcome of the national Criminal Justice Services review.

#### **5.0 Conclusions**

- 5.1 The proposed redesign is consistent with the agreed objectives of shared services to:
- Develop and implement shared models that maximise the effectiveness of service provision to meet the needs of both Councils' populations
  - Align support functions where appropriate to support shared service delivery models and structures, while continuing to support the wider functions of both councils

- Align policies, systems, processes and management structures between organisations, so far as is practical in the interests of efficient service delivery

- 5.2 This proposal will further integrate services, make best use of resources and increase efficiencies while meeting customer needs in line with the principles underpinning *Making Clackmannanshire Better*.
- 5.3 The report attached as the Appendix has been presented and agreed by Shared Service Programme Board and Steering Group in October and November 2013 respectively. The Steering Group comprises of elected members including both members of the administration and the opposition.
- 5.4 This is a proposal that introduces changes to structure and responsibility at management level only at this point. Further business cases are being developed to consider deeper integration across the services.

## 6.0 Sustainability Implications

- 6.1 The prevention and early intervention agenda promoted within GIRFEC will have a positive effect on social and economic issues within Clackmannanshire.

## 7.0 Resource Implications

### *Financial/Staffing Details*

- 7.1 There will be no additional budget requirements arising from this report
- 7.2 There is the intention of reducing the number of service managers from four to three over time.

## 8.0 Exempt Reports

- 8.1 Is this report exempt? No

## 9.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

- (1) **Our Priorities** (Please double click on the check box ☒)

Our communities are more cohesive and inclusive	<input checked="" type="checkbox"/>
Our communities are safer	<input checked="" type="checkbox"/>
Vulnerable people and families are supported	<input checked="" type="checkbox"/>
Substance misuse and its effects are reduced	<input checked="" type="checkbox"/>
Health is improving and health inequalities are reducing	<input checked="" type="checkbox"/>

The Council is effective, efficient and recognised for excellence



(2) **Council Policies** (Please detail)

**10.0 Equalities Impact**

10.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations? N/A

**11.0 Legality**

11.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**12.0 Appendices**

12.1 Appendix 1 - Report to: Social Services Programme Board Tuesday 22 October 2013

**13.0 Background Papers**

13.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered) No

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**Approved by**

NAME	DESIGNATION	SIGNATURE
Elaine McPherson	Chief Executive	Signed: E McPherson
Val de Souza	Head of Social Services	Signed; V de Souza

## **Report to: Social Services Programme Board**

**Tuesday 22 October 2013**

**Subject: Child Care Services / Proposals for re-alignment of Service Manager responsibilities**

**Val de Souza, Acting Head of Social Services**

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### **Background**

Child Care services are in a period of change, with legislation pending, which will bring some system shift and with greater responsibility placed on Education and Health services to co-ordinate activity for children in need. This, however, is already managed on a multi-agency basis, and will continue to be so, even if primary responsibility for co-ordination shifts from social work to the partner agencies above. In this context, Child Care social work services cannot be seen as separate from partner agencies, due to the level of interdependency, where change in one area will have an impact across the partnership.

It is anticipated that following the review of the Criminal Justice service, should Option B (i.e. the criminal justice service becoming a Local Authority responsibility) be agreed that the criminal justice service should also be considered under this structure i.e. should report to the Assistant Head of Service for Child Care (and Criminal Justice)

This report outlines business requirements to support the effective and efficient delivery of Child Care Services across Clackmannanshire and Stirling Councils.

The Service is committed to securing the delivery of modern outcomes focused services, within available resources. It needs to develop and implement a comprehensive programme to improve service delivery. This can be achieved through medium and long term strategic planning, supported by robust performance management.

There is a need to realign resources, to meet the above requirements. There is a clear imperative to ensure that resources are focused on the key priorities to support service improvement and manage cost.

The measures contained in this report are consistent with and will support progress towards meeting the high-level objectives of the Shared Services Programme to:

- Develop and implement shared models that maximise the effectiveness of service provision to meet the needs of both Councils' populations
- Align support functions where appropriate to support shared service delivery models and structures, while continuing to support the wider functions of both councils

- Align policies, systems, processes and management structures between organisations, so far as is practical in the interests of efficient service delivery

The recommendations are informed by self-evaluation and consultation across the Child Care management group, recognising the perceptions of external partners, and feedback from external inspections.

Further reports are being finalised to recommend on amendment to arrangements below Service Manager level. These will include recommendations for:

- Family Placement services - to include Fostering, Adoption, and Kinship Care
- Consolidation of arrangements for Child Protection at the multi-agency Hub
- Development of Children affected by Disability as a combined service with Adult Disability services to create a “Life long disability service”
- Consolidation of permanent arrangements for the remaining services – including the Throughcare / After-care service, and strengthening first-line management arrangements for Care Management

## **Summary of proposals**

The specific components that are critical to improving core business requirements for childcare are:

- To realign the service to a form that can be recognised as a shared service, rather than a separate Clackmannanshire and Stirling services.
- To realign arrangements in a form that will fit with any future realignment of services e.g. as a consequence of Health and Social Care Integration
- To realign the responsibilities of Service Managers to improve role clarity
- To move to a more specialised service, aligned with role clarity for service managers, that will promote focus and maximise opportunities for service development and improved performance
- To maintain capacity to deliver on expectations of partnership working

This will enable the Service to:

- Maximise the use of resources
- Develop a culture of continuous improvement
- Accelerate rate of progress on improvement activity

- Improve resource management
- Address key risks and improve risk management arrangements

## **Overview of Current Situation / The Need for Change**

These examples highlight the need for change:

- **Role clarity**  
The management of response services - the Stirling Intake Service, the Clackmannanshire Intake Service, the Child Protection Multi-agency Hub, and the Out of Hours Service are split between 3 Service Managers, yet have to work in an inter-dependant way to provide an efficient and effective service. This is sometimes confusing for staff and can result in the service seeming to be disjointed and inefficient

It is proposed that this group of services is linked together under a single manager, to ensure consistency of co-ordination and effort.

- **Service Development**  
One of the key priority areas for child care services is to reduce demand for high-cost services by providing effective family support and reducing the need for children to come into care. This sits alongside a focus on increasing capacity through improved recruitment of foster and adoptive carers.

In relation to reducing demand, we have a substantial group of Family Support Workers and Social Work Assistants who are key to prevention activity. They are, however, managed in small groups in each area, and spend considerable time managing contact arrangements, rather than provide focused parenting support. Alongside this, there is considerable spend on commissioning services to provide parenting support, at a significant hourly cost.

We have initiated a workstream, supported by CELCIS, to review the balance of staff activity and commissioning within the service, to consider how we can improve the service, re-focus staff activity, and review the balance of direct provision and commissioning. A key area that will be considered in this review is how we deliver services across 7 days, at the times families need support.

In the context of the review described above, the key point for this report is that the management of family support activity is spread across several managers. Single management of this function, as a more specialised service, with critical mass and flexible working across the week and shared service area, will support more effective working.

- **Flexibility of staff deployment**  
Managers face difficulties, on a regular basis, from staff, supported by Trade

Unions, over the issue of who they work for - the Council area or the Shared Service. Where this becomes evident is in the more specialist areas where services cross boundaries.

Bringing staff into a single employment line that provides clarity will remove a significant barrier to flexible working.

### **The new model**

The service lends itself more readily to a 3, rather than the current 4 Service Manager Model. This would split the service into the 3 workstreams of 1) Response Services 2) Care Management, and 3) Specialist provider services.

A phased approach from 4 Service Managers to 3 is proposed over the period 2014-16 to support the move to shared services in Care Management teams.

**Phase 1**, 2014-15 initially requires there to be 2 Service Managers working across Clackmannanshire and Stirling Care Management Teams. This will support the transition to shared services by ensuring there is good management support and experience in the service. At this point in time it is also evident that the service still requires this level of service manager capacity

**Phase 2**, 2015-16 it is proposed that the service reduces the service manager capacity by 1 Service Manager in Care Management, therefore achieving the overall aim of 3 Service Managers in total across children's services in Clackmannanshire and Stirling councils. Some work is required in the coming months to draw up proposals for the transitions required in care management.

This is proposed in the model at Appendix 2, with the current model outlined at Appendix 1. It is considered that this model meets the key requirements outlined in the summary of recommendations earlier in this paper.

A degree of fragility remains in the service, as improvement activity in both Stirling and Clackmannanshire is consolidated, and work remains to be done to create the service as a shared, rather than 2 council services. Activity in all of these areas has been constrained by the significant demands on Service Managers, in this area of service, from operational and improvement activity. This deflects their ability to deliver on strategic expectations.

It is proposed that

It is recognised that this model will not accrue any savings in Phase 1, and will be effectively cost neutral.

Overall, it is believed that the combination of Service Manager role clarity and focus on specialist activity, within a recognisable shared service structure, will help drive service improvement, consolidate service delivery and will give staff a vision of the direction of the service in the future



Key outcomes from these changes would be:

- Improved knowledge of performance, activity, costs and the allocation of resources
- A cohesive structure to strengthen the delivery of the core business functions and priorities of the service in accordance with the business plan
- A coordinated approach to business planning, and quality assurance to support improved outcomes
- Cost efficiencies through the application of consistent and effective business processes
- A coordinated and cost effective approach to workforce planning, development and staff engagement
- Enhanced focus on self-evaluation through reliable performance management information
- Improved communication and consultation with stakeholders

### **Additional areas for consideration**

2 areas require further consideration:

- **Children affected by Disability**

Disability is a life-long issue and current arrangements are service, rather than service user oriented, often causing difficulty for users and their families as their care is transferred between services at the biggest point of change in their lives - the transition from school to adulthood.

Discussion has taken place between Child Care and Adult Services, and the current view is that the services could be combined into a life-long service.

As a consequence of this discussion, the Children affected by Disability service is not reflected in the proposed responsibilities of Service Managers at Appendix 2.

A consultation exercise with service users and their families is being held to explore this issue further, and a detailed report will then be prepared by the Service Managers, Child Care Specialist Services and Adult Care.

- **Early Years**

Currently, different arrangements apply in both Stirling and Clackmannanshire, with the bulk of Early Years activity in Stirling sitting with

Education, and the bulk in Clackmannanshire sitting with Social Services.

This is inconsistent in itself, but the key drivers of 1) GIRFEC 2) the Early Years Collaborative, and 3) pending legislation - the Children and Young Person's Bill, all promote early intervention and support, and the maintenance of children within universal services.

It is proposed that a review and options appraisal exercise be undertaken on the delivery of the Early Years service across the Shared Service with a view to service redesign. It is anticipated that this review may need initially to focus on local authority arrangements, but that the options appraisal will include the role and ultimately the inclusion of NHS partners, the third sector and the community. This should lead to discussion within the respective Community Planning Partnerships

## Risk Mitigation

The following section outlines the reduction of risk afforded by the proposed model and the advantages that it would offer the Service in terms of quality and efficiency. These benefits are achieved without any additional overall cost.

Risk Identified	Proposed Solution
<p>The current model of delivery is disjointed and inefficient.</p> <p>Opportunities to realise efficiencies are not recognised and not achieved.</p> <p>Service Managers responsibilities overlap and are not clear to staff</p>	<p>The model proposed in the paper has the potential to support better focus for Service Managers, to better support staff and promote service development</p>
<p>The service is not recognisable as a shared service, with a consequent resistance to buy-in from some staff</p>	<p>Allied to more specialist Service Manager role clarity, the proposed structure, more specialist in nature and working across the shared service area, will be more recognisable as a shared service and promote buy-in.</p>

## Proposed Timeline

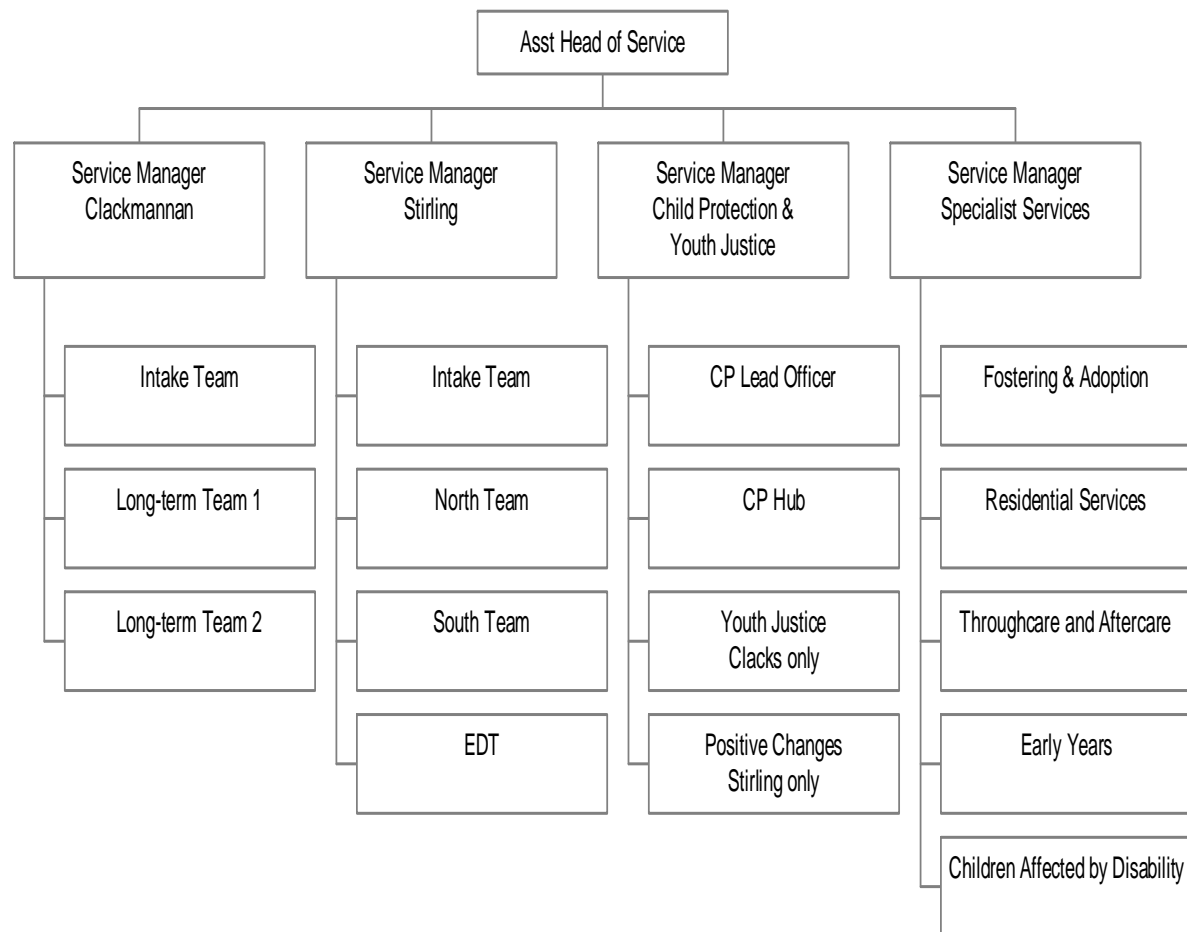
Action:	Completed:
Consultation with Service Managers	April to June 2013 - Complete
Consultation with Child Care Management Group	April to June 2013 - Complete
Consultation with CEXs	August to September 2013
Consultation with Shared Service Programme Board	October 2013
Consultation with Trade Unions	August to September 2013
Realignment of Service Manager responsibilities	January – March 2014

## Child Care Social Services

### Current arrangements

Note: Yellow boxes indicate overlap of responsibilities

Grey boxes indicate inconsistency of mangement arrangements/ Dark grey indicates single council services rather than shared service



## Child Care Social Services Proposed arrangements

