

# EAST AYRSHIRE COUNCIL

CABINET – 19 MAY 2010

## SOCIAL WORK SUSTAINABILITY

### Report by Executive Director of Educational and Social Services

#### 1. PURPOSE

- 1.1 To advise Cabinet of progress in the Social Work sustainability programme and seek approval for the next stages.
- 1.2 The report is presented in this format:
- An overview section describing the general background and progress made, with a forecast of future need;
  - A specific section detailing issues in Community Care, including services for older people and adult care;
  - A specific section detailing issues in Children and Families; and
  - A concluding section which details the corporate implications for the Council and recommendations.

#### 2. BACKGROUND

- 2.1 Cabinet had agreed that a work programme was to be undertaken to modernise working practices and service models within Social Work to address service pressures within the resources available to the Council and our partners. The overall aim is to provide a foundation that will deliver sustainable social work services over the period 2009/2014.
- 2.2 Initial reports to Cabinet on 2 July 2008 and 22 October 2008 provided detail of the significant service pressures on Social Work and consequential budget implications for the Council. Four specific workstreams to be addressed as a matter of priority were identified.
- Homecare Services
  - Adult Services
  - Children's Services
  - Administrative and Management Support Services
- 2.3 A schematic timeline for key actions was identified in the Cabinet report of 3 June 2009. Subsequently regular reports of progress with the programme have been provided to Cabinet.
- A report to Cabinet on 4 February 2009 substantially focused on development of the Homecare Service, with an initial report on Administrative support.
  - On 3 June 2009 progress was reported in respect of the Homecare change programme and streamlined management arrangements for Social Work were agreed. At this time outline proposals in respect of adult services and children's services were presented and a timetable for progressing the sustainability programme was agreed.
  - On 21 October 2009 new management arrangements for Community Care Services were agreed and a further progress report was provided in respect of Homecare and Adult Services.

- On 16 December 2009 a report was agreed in respect of Administrative and Management Support Services

**2.4** Work on Social Work Sustainability has been guided by a Social Work Sustainability Board which consists of:

- The Executive Director of Educational and Social Services
- The Executive Head of Finance and Asset Management
- The Head of Service Community Care/Chief Social Work Officer
- The Head of Service Children and Families and Criminal Justice
- The Head of Legal, Regulatory and Procurement Services
- The Head of Housing
- Financial Services Manager, Social Services

This Board has met at 6-weekly intervals, focusing on 3 areas of activity:

- Reviewing current levels of expenditure
- Checking progress on the identified sustainability workstreams
- Identifying future trends and issues.

**2.5** In the time since Cabinet approved its approach to Social Work Sustainability in July 2008, there have been a number of significant developments which relate to this matter.

- Increased responsibilities as a result of key legislation, or national policy,
- Two challenging budgetary exercises as a result of the changed economic climate in 2009 and 2010.
- Forecasts of future challenging budgets over the three years 2011-2014 and beyond.
- Increasing national attention on the risks and accountability attached to the management of individual cases, particularly but not exclusively, in children's services.
- The publication of the Performance Report on Social Work Services in East Ayrshire in July 2009 by the Social Work Inspection Agency (SWIA)
- The publication of the second report on the Joint Inspection of Services to Protect Children and Young people in East Ayrshire in March 2010.

All of these developments have, in different ways, brought with them expectations and pressures on social work services.

### **3. PROGRESS**

#### **3.1 Homecare**

Developments in homecare services are the subject of a separate section of this report which provides further detail of progress. In summary, a programme of change and improvement is being undertaken in Homecare services to deliver high quality sustainable services. The principal themes are:

1. Improved working practices
2. Increased fairness and equity in application of Eligibility Criteria
3. Review of the management and delivery Model

There has been a reduction of over 63,000 paid hours between 2008/09 and 2009/10 with an annual resource release of approximately £0.6m. In addition, by end February 2010 the homecare review team had completed 60% of the programme covering support

packages of 750 people. They have identified over 1,600 hours of care per week that is available to direct towards supporting sustainable services. If fully realised this equates to £0.8M per annum

The changes agreed on 21 October 2009 for management arrangements for care at home services have been progressed, with forecast implementation of the key action by June 2010. Further details on this area of work are given in the Section 2 of this report on Community Care Services.

It is anticipated that with continued focus on the change programme, the objective of delivering a sustainable, service within the resource target will be achieved within timescale.

### **3.2. Adult Services**

Previous sustainability reports have highlighted that the service experiences annual service pressures to meet the needs of:

- Young people with disabilities as they progress from school to adult life
- Adults who move from institutional to community settings
- Adults with disabilities who have been cared for by family carers but now require increased support from statutory services

Through current service models we have experienced annual additional resource pressures of approximately £1.4M per year. It is recognised that it is not realistic to anticipate increased annual resource availability on this scale and it was therefore agreed by Cabinet in June 2009 to support the service through a change programme being undertaken to build on existing good practice and modernise services that provide personalised support, promote independence and are sustainable in the long term.

The principal themes of the Change Programme are:

1. Day Services for people with Learning Disabilities
2. Support Models
3. Accommodation models including Transition

The Council within the Capital Programme has allocated £2.5M to support development of a range of resources that are both specific and integrated with universal services. Specific utilisation of these resources are being considered alongside the implementation of the principal themes and priorities identified in a formal independent report prepared by Heartfelt and will be brought to Cabinet for consideration.

Proposals for implementation of the report findings are being developed in partnership with all stakeholders and will form an important element of the 2010 East Ayrshire Partnership In Practice Agreement.

In December 2009 Cabinet agreed to participation as a pilot site for the Integrated Resource Framework with a focus on Adult Care services. Local Authority and Health staff have identified all people known to them they would consider to have complex needs. As of February 2010, forms relating to 372 individuals had been completed and returned.

Detailed work has revealed a small number of postcode areas have a significant concentration of people with learning disabilities living within them. The next steps include:

- Exploration of resource use from the perspective of heaviest staff deployment,
- A detailed analysis of care delivery to people in receipt of high cost (>£90k) care packages.
- Consideration will also be given to other sources of data within the post-code areas in question.

Through review of care supports both on an individual and locality basis and, subsequent delivery of the IRF objectives it is anticipated that models of support will continue to be developed to meet the needs of individuals within the resources identified in previous Sustainability reports. Through undertaking these actions and in setting the service a challenging target of realising £1M efficiencies by April 2011 to meet identified need through utilisation of current resources and to increased income it is intended to provide the care required for individuals and mitigate the level of additional resources required from Community Planning Partners

Work has been undertaken with Housing to identify suitable properties to develop core and cluster models. As a result proposals are being progressed to expand current provision by the identification of housing within new and existing capacity across East Ayrshire. In total over 20 new tenancies have been identified for 2010/2011.

### **3.3 Children and Families and Criminal Justice**

Both the SWIA Performance Inspection of Social Work Services published in 2009 and the Joint Inspection of Services to Protect Children in East Ayrshire have confirmed that the arrangements made to strengthen management structures are positive developments contributing to more effective service delivery.

Between February 2009 and December 2009, the Head of Service: Children and Families and Criminal Justice has been conducting a detailed and comprehensive review of work within her service area. This work has proceeded under the guidance of the Sustainability Board and latterly has been complemented by agreement from the Corporate Management Team. The culmination of this work is the subject of a separate section of this report to Cabinet. In summary, this work has identified that as presently constituted, Children and Families services face a general challenge in relation to the volume and risks associated with assessing and supporting the needs of young people within our community. The main resources are divided between “front-line” (or “tier one”) services and the high tariff (“tier three”) services which mainly relate to the provision of expensive, external placements.

There requires, therefore, to be an investment in Children and Families Services phased over three years. The overall strategy of how this will be achieved is the subject of a separate chapter 3 of this report to Cabinet.

### **3.4 Management, Administrative and Support Structures**

In June 2009 Cabinet agreed a revised senior management arrangement within Educational and Social services with a particular focus on Community Care and Children’s services. This provided a robust infrastructure and at the same time realised full year efficiencies of £0.1M.

At that time it was agreed that revised management arrangements would be progressed in respect of Community Care Services. Subsequently revised management arrangements for the service were approved by Cabinet on 21 October 2009. Individual interviews have been undertaken with all employees impacted by the revised

management arrangements. All existing employees have been accommodated in appropriate roles, aligned to their skills and knowledge, within the new structure.

On 16 December 2009, Cabinet approved a report detailing the outcome of the business review of administrative and support structures within the Department of Educational and Social Services. Since approval of that report, an implementation programme has been initiated and the relevant adjustments have been included in the Department's budgets for 2010/2011. Implementation of the change programme is being monitored by the Departmental Directorate Team.

### **3.5 Capital Programme**

Although conventionally not considered as one of the main workstreams of Sustainability the agreed Capital Programme has relevance to the overall aims of the programme and so a review of key projects is appropriate.

**Rosebank:** The Rosebank Centre was opened operationally in October 2009. It presents a quality environment, with the flexibility to involve a range of services to support service users within the community. It forms a good model for future developments.

**Adult Day Services:** Officers are currently developing proposals for replacement for the Hurlford Day Centre with models of integrated service that will build on the experience of Rosebank and elsewhere.

**Children's House North:** This facility will be a replacement for the accommodation currently offered at Kilmaurs. This project is well advanced in terms of planning and development. It will offer equivalent facilities to the house at Sunnyside, Auchinleck.

**Auchinleck:** A piece of work is currently in progress to conduct an option appraisal for the development of facilities in the Auchinleck area following the NHS announced intention to relinquish ownership of the Roseburn facility in Cumnock where day facilities are provided currently.

**Strand Street Office Development:** Replacing accommodation in Civic Centre South, and elsewhere, this premises will offer modern office accommodation in a recently refurbished and upgraded building.

**Galston Town Centre Regeneration:** This project will also offer staff a modernised and suitable working environment with improved access for service users.

**Stewarton Town House:** The refurbishment of this building will mark an improvement in the previously available facilities.

These projects, when taken together, offer the prospects of the incorporation of modern design principles and environmentally friendly features. Opportunities to reduce overhead expenditure and running costs will be taken wherever possible. The wider use of modern technology and working practices also allows for more effective service delivery without escalation of revenue costs. Equally importantly, the offering of congenial workplaces will contribute to improved staff retention which will promote better service continuity and reduce unnecessary expenditure through recruitment, induction and training budget lines.

### **3.6 Community and workforce response**

The annual older people's conference taken together with other consultative events, such as those associated with the budget setting exercise for 2010-2011 have shown that the community appreciates the quality of support it gets from Social Work Services. This picture has been re-inforced by the performance inspection by SWIA which was concluded in 2009, and the recent inspection of services to protect children. The changes that have already been effected and which are planned for the future are designed to maintain and reinforce that position. In particular, the changes made in the

delivery of homecare services does not overall appear to have changed the positive perception that service users have for the service, but has raised some concern about an increased prioritisation on personal care task focused work and less on social and domestic support. This balance of care between the role of statutory services, families and the wider community is a national issue and will be part of a public engagement programme in relation to Reshaping Care for Older People detailed later in this report

Staff have responded positively to changes and have shown high levels of capacity to reflect on practice and contribute to discussions on more cost-effective service delivery.

### **3.7 Summary of Position Reached**

The changes that have been made in homecare services are well on target to deliver a more equitable service across the geographic area of the Council and also savings for re-investment in social work services. The upward pressure in service demands in learning disability services has necessitated the identification of challenging budgetary targets allied to service re-design. In order to maintain a sustainable children and families service, a 3 year investment programme is required allied to service re-design at service, departmental, Council-wide and partnership levels. These programmes are being supported by wider changes in administrative and support structures which have been agreed by Cabinet and are currently being implemented. The capital investment programme will similarly support the change programme.

It is from this base that the future for Social Work Sustainability must be considered.

## **4. THE FUTURE**

### **4.1 The National Picture**

In overview, the nationally developing picture is summarised:

*“Scotland [has] a backcloth of growing numbers of older people who were physically very frail, or had dementia. Rural issues presented an added dimension to providing care at home. However, the critical factor was how well local partnerships worked together to strategically manage their combined resources, and deliver joined up health and social care to people in their own homes, as an alternative to moving into a care home.....[in adult services] social work services were under pressure at a time of increased needs and service pressures.....This carried a risk of some people’s needs escalating to critical levels before they received help.*

*.....Misuse of drugs and alcohol had resulted in more children becoming looked after.”*  
*“Improving Social Work in Scotland, Social Work Inspection Agency, March 2010 , page 5.*

It was noted that councils are spending increasing proportions of their budgets on social work services with gross expenditure increasing 17% in real terms over the years 2004-2008. Of this, an increasing proportion was being spent on children and families, adults with learning disabilities and criminal justice with less on other care groups. At initial examination, this is counter-intuitive since the proportion of children in the population is falling, while that of older people is rising.

### **4.2 Population Trends and Changes**

#### **4.2.1** To understand specific population data, it is important to know that the present population of East Ayrshire is approximately 120,000, of whom 44,000 live in Kilmarnock (37%) and

9,000 in Cumnock with the remainder being distributed throughout smaller settlements and the rural area which itself covers 490 square miles. Of this population almost a fifth (18%) live within the top 15% most deprived areas in Scotland as measured by the Scottish Index of Multiple Deprivation (SIMD), 8 local areas are assessed as among the 5% most deprived areas in Scotland, with 40 local areas in the 20% most deprived areas.

In May 2008, East Ayrshire had the 3<sup>rd</sup> highest proportion of carers claiming carer's allowance and the 6<sup>th</sup> highest proportion claiming Pension Credits. In the 2001 Census, 10.8% of the population rated their health as "not good" compared to the Scottish figure of 10.2% and 22.2% of adults had a long-term limiting illness, health problem or disability compared to 20.3% for Scotland.. The number of adults claiming incapacity benefit is significantly higher than the national average, although the number of people being treated for anxiety, depression and psychosis is lower than average.

The proportion of the population hospitalised for alcohol-related problems is 30% higher than the national average. When considering drug related conditions the proportion of the population hospitalised over the last 3 years is double the national average.

#### **4.2.2 Older People**

The challenge for the future in Social Work Services arises fundamentally from changes in the population. Some of these effects apply as much at national as local level. Foremost amongst these are forecasts that the second decade of the 21<sup>st</sup> Century will be characterised by both higher absolute numbers amongst the elderly population living for longer and a higher proportion of the population falling into this category.

The Audit Commission report "Under Pressure" (see appendix 1) identified that *"public spending will reduce over the next few years – councils and their partners will be expected to find billions of pounds of extra savings"*. This report went on to observe that. *"If care service costs simply increase with the population they could nearly double by 2026"*. and that *"The biggest single financial impact will be on social care spending, which increased by 46 per cent between 2000/01 and 2007/08."*

Appendix 2 indicates that while the population of East Ayrshire in 2033 will be the same as it was in 2008 at 119,900 people the over 65 population will have risen by 12,300 an increase of 60%. For the population over 75 years old the increase is from 9,000 in 2008 to 16,600 in 2033 a rise of 7,600 or 84%. For planning purposes it is anticipated that for the immediate future, therefore, there will be a 3% annual increase in the over-65 population. It should be noted, however, that for higher tariff care the applicable figure should be nearer 4% to cater for the over 75 population.

An analysis has been undertaken of residential and nursing placements in East Ayrshire which is provided at Appendix 3. This shows that over the 20 months covered by the analysis there has been a rise from 700 placements in April 2008 to 720 placements in January 2010. This increase although below demographic trends is equivalent to an additional cost of £318k per annum.

#### **4.2.3 Learning disability**

The SWIA "Improving Social Work in Scotland" report cited in para 4.1, observed for Scotland "Social work services were facing challenges in developing services which gave adults choice and control over the way they were supported. In most councils, resources for adult services were under pressure at a time of increased needs and service pressures". (Page 13) It was also noted that expenditure on all adult groups had grown in real terms by 20% between 2004 and 2008.

*“Improving Social Work in Scotland”* identified three trends affecting adult services nationally:

- *A growth in the numbers of young people with very complex disabilities and high support needs who have to be planned for as they approach the transition from children’s to adult services;*
- *People who need alternative care arrangements to be planned for the future because they are living with older carers; and*
- *Increasing prevalence of alcohol and drug misuse resulting in pressure on addiction and mental health services and growing incidence of acquired brain damage, especially in people under 45 years. Alcohol related hospital admissions have risen sharply in the last 10 years”* (Page 17).

The importance of protecting vulnerable adults has been underlined by the Adult Support and Protection Act, 2007 and the establishment of the East Ayrshire Adult Support and Protection Committee with associated measures. This is associated with the obligations under the Mental Health (Care and Treatment)(Scotland) Act 2003. Although it is not possible to predict the trends in adult learning disability services in the same way as for older people’s services, two trends are known. Presently there are some 2,500 children in East Ayrshire schools logged as having additional support needs, which is rather more than 10% of the population of that age. This number is tending to increase. Although not all of these will require support in adult life, it is known that a higher number of these children will enter adult services. Secondly, the complexity of the needs, or alternatively viewed the size of the support packages necessary to sustain a quality of life is tending to increase. Taken together this has brought an immediate resource pressure of £1.2m to adult services. To complement this information on trend, the figures for the number of adults referred for adult protection enquiries can be used. Between November 2007 and October 2008 there were 64 referrals; between November 2008 and October 2009 this rate more than doubled to 144.

#### **4.2.4 Children and families**

*“Improving Social Work in Scotland”* (SWIA, March 2010) observed on the national picture:

- *Social work services were looking after and providing care for increasing numbers of children. There were large increases in numbers of pre-school and primary school aged children being looked after at and away from home.”* (page 44)

It went on to state that in the four years 2004-2008, despite the Scottish child population falling by 2.6%, expenditure increased in real terms by 27% (ie 6.75% per year). The number of looked after children increased by 20% between 2005 and 2008. Page 47 of the report observed that *“The trends suggest that in the future, there may be a growing number of teenage children looked after away from home as the current group of looked after children become older. This will have significant implications for service planning and commissioning.”*

In East Ayrshire, between 2008 and 2033, it is anticipated that there will be a fall in the 0 to 15 year old population of 1700 (from 21,500 to 19,800).

#### **4.2.5 Criminal Justice Services**

Nationally, expenditure on Criminal Justice Services rose by 31% in real terms over the four years between 2004 and 2008, although there was a fall of 5.5% in the financial year 2007/2008. Expenditure had been above the level of ring-fenced grant. Beyond this, the

establishment of any national trends in this area of activity is difficult owing to variations in the sentencing practice of the courts. It is however noted that overall across Scotland, the use of Community Service has increased by 40% and the number of social enquiry reports has increased by 22% over the last six years. According to SWIA, 7 out of 10 of the prison population have used drugs and “a similar proportion “ has experienced mental disorder. Many prisoners were looked after as children. Consequently, for people being released from prison, there is clearly significant social and care needs, in addition to any work which tackles offending behaviour and lifestyle issues. Government policy has a strong focus on reducing the Scottish prison population and developing community based alternatives, with a particular focus on addressing the health and well being of vulnerable people who are imprisoned.

### **4.3 Accountability**

Against this background, the levels of accountability within Social Work Services has increased significantly over the last few years. This has seen the introduction of a range of systems and requirements which bring with them defined expectations on the level of service required, an expectation of continuous improvements in performance, and a requirement to invest resources into quality inputs into services.

The introduction of a national inspection regime managed by SWIA is an obvious manifestation of this, alongside the HMle joint inspections of services to protect children. East Ayrshire were subject to reports by both of these agencies in 2009 by the former and in 2008 and 2010 by the latter. Both of these inspection types, however also carry the expectation of an action plan resulting from the inspection and the use of bespoke self evaluation frameworks which also require an improvement plan.

It is also now required that Councils will employ a Chief Social Work Officer in order to lead on professional standards. This measure was finalised in 2009 resulting from the publication of “*The Role of the Chief Social Work Officer, Principles, Requirements, and Guidance*” prepared by the Changing Lives Practice Governance Group (2009) pursuant to section 5(1) of the Social Work (Scotland) Act 1968. This in turn has been supplemented by guidance on the role of the Registered Social Worker in interventions which will be the subject of a separate report to Cabinet. The social services workforce also, now, requires to be trained to standards laid down by the Scottish Social Services Council which was established in 2001 to regulate the work-force. All of these developments mean that social work services require to be delivered to particular standards. This has clear resource implications in terms of the qualification profile of staff, the need to maintain training arrangements, and for there to be a management and leadership infrastructure that is sufficient to ensure services are delivered to standard.

### **4.4 Implications for Social Work and Other Services**

Taken together there is no doubt that these identified pressures constitute a big challenge to the resourcing of social work services into the foreseeable future. This is acknowledged as a national issue by SWIA in “Improving Social Work in Scotland” (2010). However as also recognised in Chapter 9 of that report, this is not solely a matter of supplying social work with additional resources, indeed a theme running through the report is that there is no demonstrated close relationship between quality and effectiveness of services and the amount of resourcing allocated to social work across Councils. Leadership is identified as the key issue. There is also a need for proper planning, and it is particularly highlighted that a three-year financial plan for social work services is necessary. This plan also needs to be related to an asset management plan and a strategic approach to people management (refer to page 119 of the national

report). The Social Work inspectors also identify the importance of partnership working and these pressures cannot be met by social work alone. It is worth, for clarity to highlight these principles as the foundation for future work on sustainability:

- Three-year financial planning for social work
- Social work asset management plan
- Strategic approach to managing people
- Partnership working and resource sharing.

The implication of this is that the work on Social Work sustainability will require to continue into the foreseeable future. However, it is clear from all available evidence that this should no longer be seen as a separate or special task. Rather it requires to be completely integrated into social work and allied management systems and structures until current democratic and social trends stabilise at a steady state level

## **5. CONCLUSION**

- 5.1** Across the range of provision, therefore Social Work faces significant challenges to both services and resourcing. The key issues of protection, demography, and the impact of addiction impact across communities and are key elements for sustainability of Council and Community Planning Partners. Experience has proved however that these challenges can be met if a rigorous and focused approach is taken. The work described in the following section on Community Care illustrates this point, because significant progress has been made in cost reduction and service development.

**SECTION 2**  
**COMMUNITY CARE SERVICES**

## 6. THE PURPOSE OF THIS SECTION OF THE REPORT

- 6.1** To advise Cabinet of progress in the Social Work Sustainability Programme and specifically progress towards the objectives in the Community Care elements of the programme. It also provides members with information on the work that is being undertaken in partnership between COSLA, the Scottish Government and NHS Scotland around the reform of older people's care.
- 6.2** To seek Cabinet agreement to participation in the National Reshaping Care for Older People Engagement Programme.

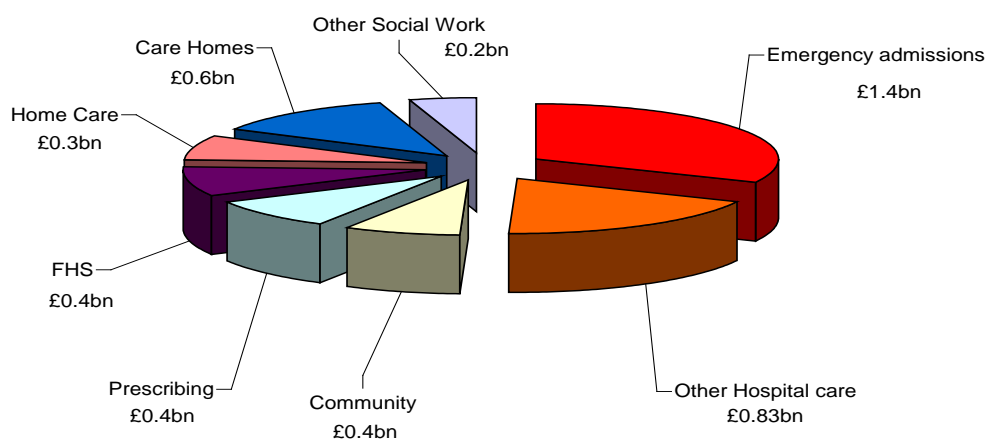
## 7. BACKGROUND

- 7.1** This report supplements the information given in the introductory section of this report that details the overall background and progress with Social work Sustainability. It is widely accepted that the current model of health and social care in Scotland is unsustainable – it will be unable to accommodate growing demographic and funding pressures and as a result we need to fundamentally rethink how we deliver and pay for health and social care into the future.

The demographic changes facing Scotland are well documented, with the number of people in Scotland aged over 65 projected to be 21% greater in 2016 than in 2006 and 63% greater by 2031; for those over 75, the projected increase is 21% and 83% respectively.

In 2007/08, an estimated 46% of total social work net expenditure was for Older Persons services and 42% of total NHS Scotland expenditure was for people over 65. Nearly two thirds of expenditure was in institutional settings and almost one third was for unplanned admissions to hospital.

**Figure 1: 2007/08 Health and Adult Social Care Expenditure for Scottish population aged 65+**



If the same models of care continue, then councils and health boards will need a significant increase in resource. The extent of this increase will depend

on a number of factors, such as whether or not the increase in the number of older people translates to an increase in demand for services; and whether or not technological advances and quality adjusted efficiency improvements can reduce the unit costs of service provision.

Assuming current service models remain the same, across Scotland an estimated annual increase in investment in health and social care services for older people of £1.1bn by 2016 and £3.5bn by 2031, a real increase of 24% and 74% respectively over 2007/08 levels. This represents an average real increase of 2.7% per year, every year to Local Authority Older people's Social work budgets and of 1.2% per year in the NHS budget (*total for all ages*), every year.

The structural problem is not limited to the fact that we are facing a huge increase in demand. It is made more difficult within the current fiscal environment, with councils already planning for a real terms reduction in their budgets across the next spending cycle. The scale of the challenge is such that it cannot be addressed solely through efficiency savings or marginal changes to service provision.

- 7.2** In October 2009 a timetable for key actions in Community Care Services was detailed this is outlined in Table 1 below.

**Table 1: Schematic Timeline for Key Actions in Community Care**

Action	Outcome	End date
Implementation of new homecare management model	More robust and sustainable management of service and efficiencies of £0.097m	June 2010
Implementation of new community care management model	More robust and sustainable management of service and efficiencies of £0.137m	June 2010
Implementation of adult day services review	Development of service towards identified outcomes	April 2010
Implementation of revised adult service models	Sustainability and personalisation of services. £1m efficiency target 2010/2011	April 2010

- 7.3** Progress towards the objectives in Community Care elements of the programme, specifically Homecare Services, Adult Services and Community Care Management workstreams are outlined within this report, together with proposed future actions.

## 8. HOMECARE

### 8.1 Objectives

In order to support sustainability across the Social Work Service targets have been set of a £1.6M overall reduction in expenditure in the home care service over the 2 year period 2009/2011. This is a challenging objective in an environment where demography demonstrates a service pressure to meet the needs of an increasing number of older people in our communities. It is estimated that to continue delivering the service over the 2 year period without modernisation would have resulted in increased costs of £0.87M above the 2008/2009 baseline.

### 8.2 Change Actions

A programme of change and improvement is being undertaken in Homecare services to achieve the required efficiencies and continue to deliver high quality sustainable services. The principal themes are:

1. Improved working practices
2. Increased fairness and equity in application of Eligibility Criteria
3. Review of the management and delivery Model

### 8.3 Community Care Improving Working Practices

A working group has been established with Trade Unions to consider implementation of revised working practices. This has delivered positive outcomes for the service and due consideration for individual employees within the overall service need.

All employees within the service are now contracted as Personal Carers and are now employed on flexible contracts. This change in working practice together with introduction of a bank register for existing employees has resulted in significant reduction in use of enhanced rates. The cumulative significant changes to service delivery from 2008/2009 to 2009/2010 are outlined below:

**Table 2 : Changes in Worked Hours in Community Care**

	<b>2008/2009</b>	<b>2009/2010</b>
Worked hours attracting additional basic hours	94,453	104,659
Worked hours attracting time and a half	28,616	4,092
Worked hours attracting double time	20,987	2,812
<b>TOTAL ADDITIONAL WORKED HOURS</b>	<b>144,056</b>	<b>111,563</b>
<b>TOTAL ADDITIONAL PAID HOURS</b>	<b>179,351</b>	<b>116,421</b>

The outcome of these actions is a reduction of almost 63,000 paid hours over the year (average 1,200 hrs per week reduction) with an annual resource release of approximately £0.6m

#### 8.4 Care at Home Equity of Eligibility Criteria

The Home Care Review Team has initiated a programme of support to locality teams to increase capacity for regular review of existing care packages. The programme will continue until June 2010.

By end February 2010 the review team had completed 60% of the programme covering support packages of 750 people. They have identified over 1,600 hours of care per week that is available to direct towards supporting sustainable services. If fully realised this equates to £0.8M per annum

The review programme results in consequential issues in terms of re-allocation of staff duties, as this work is progressed, personal carers are moving to standard arrangements for holiday and sick payments from the previous average working week arrangements.

#### 8.5 Care at Home Management Arrangements

Proposals were agreed in October for a change in management arrangements for Care at home services to provide increased support to the frontline service and consistent equity of provision across the Council area. Progress against the programme are outlined in Table 3 below.

**Table 3: Actions Achieved in Community Care**

Revision of the wider Community Care management structure to support the Introduction of team manager posts dedicated to Care at Home services and aligned within locality arrangements	<b>This action is achieved with a completion date of 1 June 2010</b>
Removal of care management review responsibilities from Homecare managers to support more focus on staff and service management and consequential Reduction in the number of Home care manager posts. This will be accompanied with a move towards more flexible working from homecare managers.	<b>This action is achieved with a completion date of 1 June 2010</b>
Development of Support Assistant posts to fulfil the care management tasks released from homecare managers and through this the continued consistent application of the eligibility criteria	<b>This action is achieved with a completion date of 1 June 2010</b>

Formalisation of the Resource Assistant post that has supported the development of the bank register	<b>This action is achieved with a completion date of 1 June 2010</b>
The office based Support Assistant Home Care role will be replaced by locality based Senior Personal carers with a staff ratio of approximately 1 senior personal carer for every 10 carers. This will be achieved from the existing workforce.	<b>This work is underway with an anticipated completion date within timescale of end June 2010</b>

**8.6** Through the actions outlined above the change programme of sustainability in home care services has now been fully encompassed in day to day working practices. For 2010/2011 the full targeted resource release efficiencies have been reallocated from the baseline budgets and redeployment of staff will be complete by June 2010. As a consequence it is proposed in future to report the financial and employee performance of the service within established Corporate and Departmental reporting arrangements.

## **9. ADULT SERVICES**

### **9.1 Change Actions**

In adult services previous reports have highlighted the need to modernise and improve services for the benefit of both existing people who use services and also help address the annual service pressures experienced to meet the needs of:

- Young people with disabilities as they progress from school to adult life
- Adults who move from institutional to community settings
- Adults with disabilities who have been cared for by family carers but now require increased support from statutory services

Through current service models we have experienced annual additional resource pressures of approximately £1.4M per year. It is recognised that it is not realistic to anticipate increased annual resource availability on this scale and it was therefore agreed by Cabinet in June 2009 to support the service through a change programme being undertaken to build on existing good practice and modernise services that provide personalised support, promote independence and are sustainable in the long term.

The principal themes of the Change Programme are:

1. Day Services for people with Learning Disabilities
2. Support Models
3. Accommodation models including Transition

Progress on the themes are detailed in the following sections below.

## **9.2 Day Services**

Day services are an important element of the supports provided to adults with disabilities. The term day services encompasses a wide range of activities including employment, education, training, social and leisure supports. Following extensive engagement with people who use services, carers and partners in respect of the future shape of day services a formal independent report of the engagement has been prepared by Heartfelt an organisation experienced in such engagement across Scotland.

The Review report, "Getting it right for everyone" is provided as on the Members' Portal.

The principal themes and priorities are:-

- Increased inclusion with Community Services
- Increased inclusion with Leisure Services
- Development of purposeful college opportunities
- Development of increased employment support

The report is an important milestone in progressing development of day services to focus on the aspirations of each individual person who uses services to live a fulfilling life as independently as possible.

The report also recognises the role and rights of family carers both in respect of their own wishes and needs and also their aspirations for the relatives they support.

To support integration and service development the skills of our current day service workforce will be paramount and one of the key resources in effecting change. It is proposed to work with the staff group in developing the detail of new models of working.

- 9.3** An appropriate infrastructure both in terms of accommodation and human resources is required to develop models of day service that meet with the aspirations of people who use services and their carers in line with the priorities detailed above.

Previous reports have detailed that the accommodation for day service facilities presently delivered in Hurlford no longer meets the needs of individuals or provides facilities for the type of modern integrated services we would aspire to and that the facilities in Kilmarnock and Cumnock will require some upgrading to meet the needs of service users.

East Ayrshire Council within the Capital Programme has allocated £2.5M to support commissioning of modern facilities to support the development of day services that are both specific and integrated with universal services.

- 9.4** A significant consideration will be about how the needs of people who presently utilise Hurlford Centre will be met. The needs of the local community

and the majority of service users who live outwith the village need to be balanced in engagement with stakeholders along with the priorities outlined above to inform emerging proposals.

- 9.5** An implementation group comprising of people who use services, family carers, staff and service management has been established to take forward engagement in respect of the service developments. The following priorities have been highlighted from the group:
- A new build core facility
  - A flexible service offering flexible hours including evenings and week-ends
  - A drop in resource offering outreach services (a focal point with satellites)
  - A community resource with real partnership with other services e.g. education, employment, community learning & development, other community groups
  - Information about where we can build i.e. what ground is available and what opportunities are available for joint builds.
  - A need to take forward discussions with staff and unions about the change process for staff (moving away from support workers role to community bridge building role)
  - A need to bring representatives from other two day services into the engagement to look at East Ayrshire wide service implications.
- 9.6** In support of the overall review options have been considered for the model and location of the core facility.
- a) The option of remaining on the existing site, whilst providing some advantages in respect of availability, does not support the principal themes outlined in paragraph 4.2 above or the priorities in paragraph 4.5.
  - b) The option of integration with the leisure development at Queens Drive, Kilmarnock whilst providing excellent opportunities for promotion of healthy lifestyles does not support wider integration with other community facilities or access as a drop in facility.
  - c) The option of a stand alone new Kilmarnock town centre social work care facility whilst improving the environment for the current service provides little scope for service development or integration.
  - d) The option of a new joint Kilmarnock town centre facility between social work and community services provides the opportunity to both develop day services including integration and also provide improved facilities for use of the wider community.
- 9.7** The emerging model requires that day services are provided across communities and are not solely focused on the core site. It is therefore proposed that option d above is pursued, along with identification of facilities in existing resources to provide satellite services in communities including Hurlford.

## **9.8 Support Models As Part Of The Integrated Resource Framework (IRF)**

The Cabinet report in June 2009 highlighted service and resource pressures in respect of the current models utilised in delivering care and support to people with complex needs. In December 2009, Cabinet agreed to participation as a pilot site for the Integrated Resource Framework with a focus on adult complex care services. The stated objectives are to:

- Develop an understanding of full resource commitment within the partnership and any known variables
- Detail of known resource pressures and commitments.
- Evaluation of service models including where appropriate cost/benefit analysis
- Comparison of response to relative need including Interval of Relative Need (IORN) and the results of other available needs assessment processes across service areas
- Enhance preventative and rehabilitation provision to reduce need for critical/high volume service input
- Develop joint models of support and treatment in the community
- Shared understanding and involvement of people in planning and managing their own health and social care needs (Personalisation / self management/ Co-creating Health)
- Develop a shared understanding and ownership of risk and agree risk levels that all agencies will work with across the partnership

## **9.9** In support of the above work, local authority and health staff have identified all people they would consider 'complex' on their caseload.

Detail has been gathered of all of the inputs being received by each identified individual, in terms of health, local authority, and third sector. Provision of this information was intended to provide a starting point for exploring resource commitment and pressures, and development of possible alternative responses.

As of February 2010, forms relating to 372 individuals had been completed and returned.

## **9.10 Planned Activity**

In support of consideration of care being provided to people in communities in which they live particular emphasis has been placed upon a locality approach to service provision, consistent with the core and cluster model being developed by the Council. Findings to date evidence that a small number of postcode areas have a significant concentration of people with learning disabilities living within them. The next steps include:

- Focusing on the most frequently identified post-code areas provides an opportunity for exploring resource use from the perspective of heaviest deployment, however care will need to be taken that it allows for adequate

consideration of the challenges of delivery to remote rural as opposed to urban settings.

- To complement this locality focus, a detailed analysis of care delivery to people in receipt of high cost (above £90k) care packages is being undertaken.
- Consideration will also be given to other sources of data, if only in the interests of further elucidating issues of resource pressure within the post-code areas focussed on (e.g. SPARRA; learning disability registers within general practices; Severe and Enduring Mental Illness register).

**9.11** Through review of care supports both on an individual and locality basis and, subsequent delivery of the IRF objectives it is anticipated that models of support will continue to be developed to meet the needs of individuals within the resources identified in previous Sustainability reports. Through undertaking these actions and in setting the service a challenging target of realising £1M efficiencies to meet identified need through utilisation of current resources and to increase income (ILF etc) is intended to provide the care required for individuals and mitigate the level of additional resources required from Community Planning Partners

### 9.12 Initial Progress Towards Aims

In October 2009, service pressures within adult services of £2.032m were identified for 2010/2011, of which through service phasing £0.7m could be deferred to 2011/2012. It was also identified that additional demands would arise throughout the year that would require to be managed within the service.

**Chart 1 Savings to Date in Community Care**

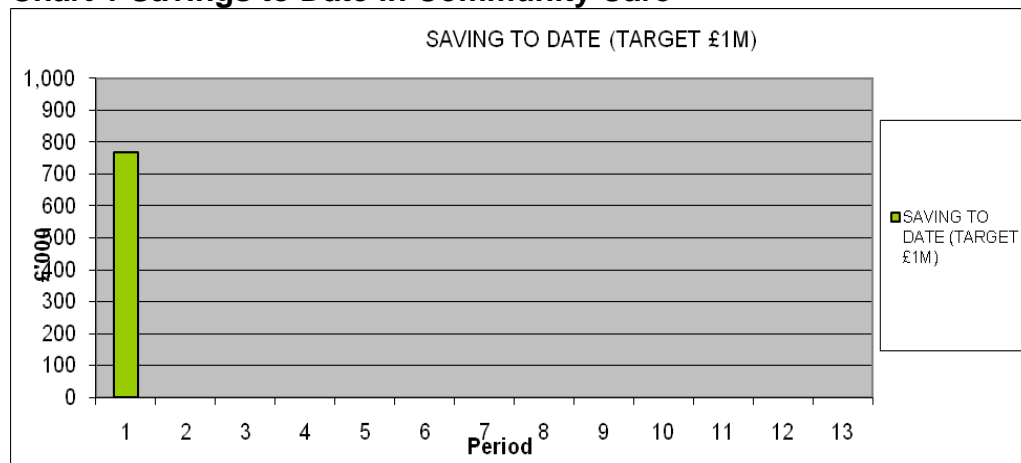
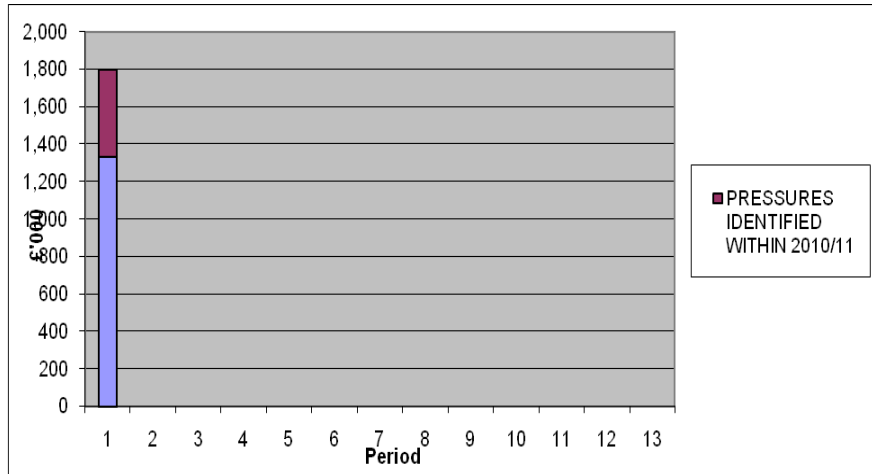


Chart 1 above evidences that through review of care arrangements between October 2009 and April 2010 efficiencies of £0.77m have been identified. At the same time Chart 2 below details that the identified pressure of £1.332m has now been supplemented by new demands of £0.467m

**Chart 2: Identified Pressure and New Demands**



Throughout 2010/2011 actions will be maintained to progress towards targeted savings and address emerging pressures. As indicated in previous reports and in para 3.2 it is intended that this will mitigate against additional annual investment required by the Council and partners to meet identified need.

### **9.13 Accommodation (Including Transition)**

Complementary to development of support models work has been undertaken in conjunction with Housing colleagues to identify suitable properties to develop core and cluster models. This has been a successful process with proposals being progressed to expand of current provision in Kilmarnock and identification of housing within new and existing capacity across East Ayrshire. In total over 20 new tenancies have been identified for 2010/2011.

## **10. COMMUNITY CARE MANAGEMENT ARRANGEMENTS**

**10.1** In June 2009 Cabinet agreed a revised senior management arrangement within Educational and Social Services with a particular focus on Community Care and Children's Services. This provided a robust infrastructure and at the same time realised full year efficiencies of £0.1M. At that time it was agreed that revised management arrangements would be progressed in respect of Community Care Services. Subsequently revised management arrangements for the service were approved by Cabinet on 21 October 2009.

**10.2** The agreed aims of the developments are:

- Increased focus on Assessment and Care Management within localities
- Support effective delivery of Homecare Services
- Alignment of Day Services for Older People and Hospital based services within locality arrangements
- Development of Social Work arrangements for a Mental Health Partnership
- Increased focus on development of Community Capacity including Carers and Advocacy services across Social Work.

**10.3** Individual interviews have been undertaken with all employees impacted by the revised management arrangements. All existing employees have been accommodated in appropriate roles, aligned to their skills and knowledge, within the new structure. As outlined in Table 3 substantial progress has already been made with this objective and it is anticipated that it will be complete by target date of June 2010.

## **11. FUTURE WORK**

### **11.1. Re-shaping Care**

In March 2010 the Joint Improvement Team wrote to local partnerships inviting them to participate in a public engagement programme, which nationally was launched on 16 March 2010. The work is focused on service redesign, workforce planning, and scenario planning.

In terms of a general approach, the following over-arching principles are being promoted:

- Older people are an asset not a burden: demographic change creates a challenge but these shifts also offer a potential solution in that older people provide far more care and support than they receive.
- We are adding healthy years to life – we need to push back our concept of older age, with less of a focus on “over 65” years and more on “over 75”.
- We need a shift in philosophy, attitudes and approaches that moves us away from measuring success by how much we do to how many, towards measuring success by how many older people can be enabled to stay independent and well at home and remain out of the formal care system.
- Services should be outcome focussed - which requires personalised/patient focused support designed to optimise independence and well-being through an enabling approach.

The two most fundamental areas that need to be addressed and agreed relate to the model of social care we deploy and the costs and funding of care that addresses both total costs and the balance of funding contributions between citizens and the state.

### **11.2 A New Philosophy of Care**

Care for older people (and all people) is based on a compact between individuals and their carers, local communities and the state. A mutual care approach is required that supports and enables the compact to achieve the best possible outcomes for the individual requiring care and their unpaid carers. The potential significant contribution of communities alongside unpaid carers and the state should be recognised. What is more, care should be personalised to the needs of the individual and be outcomes focused, through the setting of personal goals. The principles underpinning this approach to care are applicable regardless of the extent of care required; however frail a

person is, the aim must always be to help them achieve their best possible quality of life within whatever limitations they face.

**11.3** Our current care system seeks to provide extensive and universal services through the welfare state and formal care and health systems. However, this has arguably built up a dependency culture which can undermine the policy goal of “optimising independence”. The public engagement is intended to generate a debate that seeks to promote an “enabling” approach. Helping people to stay out of the formal care system safely is a very positive message. The central differences between the ‘old’ and the ‘new’ models of care are highlighted in table 4 below:

**Table 4: Comparing “Old” and “New” Care Models**

<u>Old Care Model</u>	<u>New Care Model</u>
<ul style="list-style-type: none"> <li>• Geared towards acute conditions</li> <li>• Hospital centred</li> <li>• Episodic care</li> <li>• Disjointed care</li> <li>• Reactive care</li> <li>• Patient as passive recipient</li> <li>• Self care infrequent</li> <li>• Carers undervalued</li> <li>• Low tech</li> </ul>	<ul style="list-style-type: none"> <li>• Geared towards long-term conditions</li> <li>• Embedded in communities</li> <li>• Team based</li> <li>• Integrated, continuous care</li> <li>• Preventative care</li> <li>• Patient as partner</li> <li>• Self care encouraged and facilitated</li> <li>• Carers supported as partners</li> <li>• High tech</li> </ul>

**11.4 Costs and Funding of Care**

There is now widespread recognition that demographic change and the public sector’s financial circumstances mean that current service and funding arrangements are not sustainable. Three main actions are required to address this challenge:

- We need to demonstrate that all of the current resources (approximately £4.5 billion per annum) spent on the care of older people is being used in the best possible way to meet agreed policy goals; and
- Consider how additional resources can be secured to support care services into the future. This might require Governments to raise more money through taxation, or might require individuals to pay into an insurance scheme, or some other initiative designed to meet the rising cost of care.
- Consider how resources can be saved by reflecting on the sustainability of current policy commitments. Successive governments have been committed to a policy of universal coverage we need to reflect on whether we should now move towards more targeted support.

## **11.5 Reshaping Care for Older People Engagement Programme – East Ayrshire**

The Reshaping Care for Older People Engagement Programme is intended to be a meaningful process that encourages and enables people to actively contribute to the developing proposals

At a national level it is proposed that the programme includes a series of local meetings across Scotland, that complements and reinforces developments being taking forward on older people's care. It is intended following local meetings that there are opportunities for continuing engagement to connect into local groups and forums.

In East Ayrshire over recent years we have been pro-active in developing the range and quality of services for older people. The Reshaping Care for Older People Engagement Programme is an additional opportunity to engage on a wide scale across Community Planning Partners and it is proposed that through the Community Health Partnership and utilise this engagement in informing the 2010/2013 Older People Strategy.

It is proposed to engage across communities utilising existing arrangements through the community planning forums and elderly forums.

## **12. CONCLUSION**

**12.1** Services to people in our communities who have identified health and social care needs continue to experience service pressures due to demographic trends, policies of shifting the balance of care and complexity of need being supported in the Community. Significant steps are already underway to modernise models of service delivery, to meet public expectation and deliver continuity of care through sustainable services. Despite this activity the service pressures continue to generate resource pressures for the Council and Partners.

**12.2** It is also recognised that some of the pressures in Community Care Services, particularly in the area of adult disability are linked to effective interventions in Children and Families teams. This is why planning of transitions is important and why Community Care and Children and Families teams require to be aware of each other's work. For this reason, change programmes in Community Care should be viewed as being broadly supported by developments in Children and Families.

## **SECTION 3**

# **CHILDREN AND FAMILIES SERVICES**

### **13. PURPOSE OF THIS SECTION OF THE REPORT**

**13.1** The purpose of this section of the report is to advise Cabinet of work undertaken within the remit of the Social Work Sustainability Board to audit social work children and families services, and to seek approval for key developments and associated funding.

### **14. BACKGROUND**

**14.1** Due to the level of expenditure on externally purchased foster care services, there was initially a perception that this should be the focus of social work sustainability activity in children's services, however it was not possible to consider this in isolation from community based service provision. This is due to the fact that the expenditure on foster care placements can only change if children are removed from placements. This is dependent on families making sufficient progress for children to return safely to their own homes or where this is not possible, identifying suitable adoptive or long term foster placements. Consequently, there was a need to consider how to best support children and young people to be with their families and where possible, to prevent them being accommodated in future, and therefore a number of work streams were commissioned including:

- Audit of workforce across children and family services
- Review of workloads and referral patterns
- Mapping of existing services (internal and external)
- Review of services to young people
- Review of Residential Staffing Model
- Adoption and Fostering service developments

**14.2** The work undertaken has highlighted a range of challenges in providing child centred social work services. These challenges relate to organisational capacity, workforce planning, workforce development and professional practice.

**14.3** Specifically, work has taken place to:

- Identify how to improve outcomes for children and young people;
- understand need and demand;
- map and audit existing services;
- identify best use of existing resources;
- identify resource pressures;
- consider how to limit escalating costs relating to accommodated children;
- set out current policy direction for children's services, including social work;
- consider how to respond to these key challenges, and ;

- develop an approach which will ensure sustainable social work children and families services into the future.

**14.4** A detailed paper on workload and workforce issues was presented to the Social Work Sustainability Board in September 2009, with a recommendation that work be undertaken on a service design for children's services, along with a financial framework. A final report was reported to the Board in December 2009. Subsequently, this work was considered in detail by the Corporate Management Team on 16 December 2009, 3 February 2010, 3 March 2010, 10 March 2010 and 28 April 2010.

**14.5** With the implementation of the new management structure for children and families social work services in January 2010, managers and staff are embarking on a transformational change process with a view to developing social work services provided to children, young people and their families. The change process involves organizational, service and practice change. This will ensure that all existing resources are being used to maximum effect.

## **15. KEY FUNCTIONS OF SOCIAL WORK WITH CHILDREN AND FAMILIES**

**15.1** The Social Work (Scotland) Act 1968 sets out the primary responsibilities of the social work service, and this has since been extended through a range of legislation and associated regulations, coupled with policy guidance, most recently the guidance on the role of the Chief Social Work Officer and the role of the Social Worker. The overall purpose of social work and the role of social work staff is set out at appendix 4.

**15.2** The Children (Scotland) Act 1995 sets out the duties and powers of public authorities in respect of the care and welfare of children. The act is based on several key principles including: the welfare of the child/young person is paramount; the views of the child/young person must be taken into account and there is a need to apply the no order principle (meaning that courts and children's hearings should be convinced that making an order is better than making none at all).

**15.3** Social work is a targeted service which means that it should prioritise work with children and families who are most in need, requiring universal services to support the majority of children and young people. For this reason, investment in early years services and in supports to children to ensure inclusion in education are essential in supporting children and young people to remain at home and in their own communities. Inclusion of children and young people in mainstream services (e.g. early years services and education) ensures better outcomes. This particularly applies to children and young people who are vulnerable.

**15.4** To support this, social work staff must have a strong interface with universal services, particularly education and health, and will work with these services

based on an early intervention / prevention approach to support and include children in mainstream provision. It follows therefore, that where possible, social work intervention should be targeted, time limited and focused, with a clear exit plan which means that families, communities and universal services provide the ongoing support and care of children.

- 15.5** For children and young people who do require social work intervention, the focus of work will vary depending on need and risk, and to some extent, this will reflect the age of the child. The care of younger children tends to be impacted upon by the behaviours and lifestyles of parents and families. For this reason, much of the focus of intervention is with adults. For young people, this can also be true, but the focus of work will also be directly with young people who have developed patterns of beliefs, behaviours and attitudes which requires change. For children and young people affected by disability, social work intervention is usually focused on support, but child care and protection issues can also be factors, and at times managing change will be a central feature of work with parents, particularly at transition points.

## **16. MODEL OF SERVICE DELIVERY**

- 16.1** To respond to the these wide ranging needs, social work services to children and young people can be organised and delivered in a tiered way, which creates clarity of approach in respect of roles and responsibilities and engagement with partner agencies. This model comprises of locality based services, intensive services and corporate parenting services (see appendix 7 and 8). This model has been applied to existing social work services in East Ayrshire to enable detailed audit activity.

## **17. NEED AND DEMAND**

- 17.1** Experience across agencies in East Ayrshire indicates that need and demand for child protection and child care support services is increasing, with significant implications for service delivery. This has been the focus of work undertaken by the East Ayrshire Child Protection Committee, which has held a seminar to determine the reasons for this increase, and which is currently commissioning independent research on this matter.
- 17.2** The impact of alcohol and drug misuse is a major factor, however family relationship difficulties, mental health difficulties and offending behaviour are also significant in the lives of children and young people.
- 17.3** A range of national and local data has been collated in respect of the increasing pressures on social work services for children and families. This data highlights:
- a year on year increase of referrals to the social work service, with a 32% increase in referrals between 2008 and 2009;
  - a significant increase in the number of domestic incidents reported to social work by the police;

- the prevalence of drug misuse in East Ayrshire, noting that there is likely to be up to 1834 problem drug users in East Ayrshire, with an average of 1834 children therefore being affected;
- an increase in the number of children being referred to the Reporter, with 2283 referrals comprising of 1445 children being referred between 1 April 2008 and 31 March 2010. This represents a high number of referrals when compared with figures for Scotland;
- at any one time, the social work service is working with between 1400 and 1800 children (based on 2009 data); and
- between 2002 and 2008, an increase in the numbers of children and young people being looked after. At 31 March 2009, there were 528 children and young people looked after in East Ayrshire, a 12% increase from the same period in 2008.

## 18. CURRENT COSTS OF SERVICE

18.1 The budget allocation for 2009/10 for children and families social work is £13,191,166.

18.2 The budget reflects expenditure across the tiers of interventions as follows:

Locality Services (Tier 1)	£3,528,648
Intensive Services (Tier 2)	£1,988,682
Corporate Parenting Services (Tier 3)	<u>£7,673,836</u>
<b>Total=</b>	<b>£13,191,166</b>

18.3 The expenditure in locality and intensive services (tier 1) mainly relates to staffing and associated costs.

18.4 The majority of current expenditure reflects tier 3 (corporate parenting) services. The majority of this expenditure is locked in existing placements, highlighting the importance of a strategy which seeks to strengthen the early intervention and support service provided by social work.

18.5 The total expenditure at 31 March 2009:

	<u>Budget</u>	<u>Over/(under) spend</u>
Locality Services (Tier 1)	£3,660,486	£131,838
Intensive Services Tier 2)	£1,886,409	(£ 102,273)
Corporate Parenting Services (Tier 3)	<u>£8,249,235</u>	<u>£575,399</u>
<b>Total</b>	<b>£13,796,130</b>	<b>£604,964</b>

18.6 The projected overspend mainly relates to the costs of foster care placements (internal £73K and external £254K), kinship care (£76K), adoption placements (£13K), legal fees arising from contested adoptions (£65K) and secure accommodation (£163K).

18.7 Work has been undertaken to, where possible, re-align resources from other areas of the budget to offset recurring budget pressures in Corporate Parenting Services, as part of the finalisation of detailed budgets for 2010/11.

This includes Budget Sustainability savings achieved in Community Care home care services and the review of administration and support functions across Educational and Social Services. A suggested strategy for addressing the remaining pressures over the course of the three financial years from 2010/11 is outlined later in this report.

- 18.8** The numbers of children accommodated and placed with external foster carers are either due to internal placements not being available or due to an appropriate match not being possible. It should be noted that a successful recruitment campaign for foster carers will not guarantee that external provision is no longer required, as the placement match to a child's needs will continue to be paramount in making a placement.

## **19. COST COMPARISONS**

- 19.1** Work is currently underway to develop an integrated resource framework, supported by Scottish Government funding to facilitate the activity. Within children's services, North Ayrshire has agreed to lead on behalf of the three Ayrshire local authorities. The activity will centre around: -

- Mapping activity in respect of children with complex needs;
- Identifying children and young people and costing social, health and educational services, with a view to developing costing and funding protocols.

- 19.2** Historically, attempts have been made to share information about current budgets and expenditure in the two other Ayrshire local authority areas. This has been challenging for a range of reasons and it is hoped that the development of the IRF will assist. In addition, relationships are being built across social work services in Ayrshire and some positive work has started in sharing resources and benchmarking activity.

- 19.3** Data within the CIPFA Rating Review 2007/08 has been considered in respect of our benchmarking group as follows (Table 5): -

**Table 5: Comparative Expenditure in Children and Families**

<b>LOCAL AUTHORITY</b>	<b>CHILDREN &amp; FAMILIES £ (000s)</b>
Clackmannanshire	£7,042
East Ayrshire	£13,940
South Ayrshire	£13,371
North Ayrshire	£18,363
West Dunbartonshire	£14,220
Inverclyde	£11,907
North Lanarkshire	£16,635

- 19.4** While the data at Table 5 enables questions to be asked, the data does not provide any guarantees that the same services have been included and this questions the validity of the data for benchmarking purposes.
- 19.5** Work has already been undertaken at a national level in 2007 on assessing expenditure on children's social work services (Professor Arthur Midwinter, 2007). This highlighted that a significant funding gap had developed for local authorities in social work children's services, noting the variation between expenditure and the grant available.
- 19.6** The audit work outlined in this report has taken place throughout 2009 in respect of children and family social work services. It represents a detailed and accurate exercise to fully understand the needs and pressures which exist for social work services in an East Ayrshire context. For this reason, it offers a work profile and workforce planning model which is more meaningful than that achieved through benchmarking activity alone. It therefore represents a more realistic, risk management approach to resourcing children and family social work services.

## **20. FUTURE SERVICE DESIGN**

- 20.1** As outlined in the paragraphs above, managers and practitioners are currently engaged in service design activity which will ensure clarity of approach across the service in meeting our performance objectives. The detailed service and management arrangements are currently being developed. This design will ensure a strong focus on early intervention and prevention approaches, thus improving outcomes for children and young people. There will be an emphasis on supporting children and young people to live with their families and within their own communities, where it is safe to do so. Where this is not possible, this service design will ensure timely decision making in making alternative permanency plans for them.
- 20.2** Over time, it is anticipated that the trend of accommodating children and young people can be stabilised with resources transferring from corporate parenting services into community based services. This will, of course, be dependent on a range of factors including referral rates and the capacity of universal services in supporting children and young people within mainstream services. It should also be noted that this work is taking place in the context of a national increase in the number of children being accommodated, and in

the midst of considerable public debate about the need for statutory intervention in children's lives, reflecting both a need to support children at home, while not wishing children to remain in neglectful situations in the longer term.

**20.3** As part of this service design, existing resources will be maximised by:

- Streamlining the number of grades of posts across the service
- Clarifying the distinct roles and responsibilities of staff according to designation and setting (based on the service design)
- Maximising connections across the service to prevent duplication of activity and to maximise effort
- Developing arrangements for joint working with neighbouring local authorities (work has started on child protection and on comparing data / services).
- Reviewing all aspects of externally commissioned services to ensure strategic fit with the revised service design

## **21. WORKSTREAMS: KEY FINDINGS AND REQUIREMENTS**

**21.1** As outlined above detailed reports have been provided to the Social Work Sustainability Board describing the nature and scope of current services, the need and demand being presented, gaps in existing service provision and plans for service development and improvement, along with associated implications.

**21.2** Social work services for children/young people and their families in East Ayrshire have developed as funding has been made available for specific initiatives, often of a short term nature or related to a specific theme or issue. For this reason, there is not always a strategic fit between services and no overall service design which is centred around achieving best outcomes for children and young people.

**21.3** To achieve clarity about what needs to be done, the work undertaken was mapped against the service delivery model of tiers 1, 2 and 3. In addition, consideration was given to management capacity and specific support services to children and young people.

**21.4** The key findings and requirements are set out below.

### **Tier 1: Locality Services**

- (i) Every referral made to the locality based social work service is considered through an initial assessment and screening process by the initial response teams. If longer term involvement is required, a worker will be allocated as the lead professional (subject to discussion with other agencies) with responsibility for assessment, planning and intervention. This worker plays a lead role in coordinating the implementation of the plan across all services / agencies.

- (ii) The Immediate Response Teams (IRTs) were implemented in the north and south of the authority following the issues highlighted in the first joint inspection of services to protect children and young people (HM Inspectorate of Education, 2008), which highlighted difficulties within the service in responding to immediate concerns. They have a key role in receiving new referrals, screening / assessing and making decisions about the need for continued social work intervention. The most recent joint inspection (HM Inspectorate of Education, March 2011) highlights that the teams are proving to be effective. However, these teams were created from existing resources, and staff are still holding caseloads which is impacting on their ability to fulfil their screening and assessment function in respect of new referrals. This is due to the staffing capacity in the longer term teams having been reduced in order to create the IRTs, therefore leading to a reduction in the numbers of staff available to take on long term work. The work held by the IRT staff will be an area of focus by the Social Work Inspection Team in their follow up inspection on 24 May 2010.
- (iii) Given that work with children and families is becoming increasingly complex, the role of the lead professional should be undertaken by suitably qualified and trained staff. Professionally qualified social workers should work with the highest risk situations where statutory functions require to be fulfilled. In some situations, where complexity and risk is more defined, it may be appropriate for a support worker to be the lead professional, requiring the worker to have appropriate qualifications and training (but not necessarily a professional qualification). Currently, a significant proportion of the workforce is the support worker role, with 33% of the workforce holding no appropriate qualification.
- (iv) The existing workforce in locality services (tier 1) is:

**Table 6: Children and Families Tier 1 Workforce**

POST	GRADE	NUMBER
Team Manager	G12	7.5*
Social Worker	G10	37
Support Worker (Qualified)	G8/10	10
Support Worker (Unqualified)	G5/7	22.8
		69.8

*\*Note: Management posts not included in totals. The 7.5 management posts in tier 1 are split between the north (5) and the south (2.5). The 0.5 post in the south was originally a full time post, but the funding was used as an efficiency saving. One of the posts is also temporarily funded through NHS / East Ayrshire Council alcohol funding and is due to end on 31 March 2011. The post of Home Care Manager and personal carers are not included in the totals as they do not hold the lead professional role.*

- (v) The staffing outlined in Table 6 include the IRT staff and the 9 Support Assistant posts based in secondary schools. The latter posts offer a positive contribution to early intervention and prevention through linkages directly to universal services. This model needs to be further developed in a way which prevents referrals into the core social work service. An example of effective practice would be where a young carer is identified, supported and given the encouragement to achieve at school, therefore preventing problems arising due to the pressures and exclusion experienced.
- (vi) Development work is required to implement the role of the paraprofessional. This refers to staff who may have a range of other degree level qualifications who could undertake interventions and work in a challenging context with children and families, but who do not need to be qualified social workers, thus maximising the potential of the workforce and the skill mix in supporting families. (The role of the paraprofessional was recognised in the review of social work “Changing Lives” (Scottish Government, 2007). It noted that people with a range of other appropriate qualifications and skills can make a significant contribution to the social work task, creating a skills mix and maximising the use of professionally qualified staff).
- (vii) The creation of a paraprofessional role will require staff to enter post by evidencing the required core competencies, accessing an experiential pathway entry programme, with a SCQF 9 (ordinary degree level – to be specified) or for existing staff, to be prepared to work towards this qualification within a specific timescale (funding arrangements to be considered separately). This will enable consistency across children’s services, with the new national target for residential child care staff to mean that all staff entering residential child care post 2014 will hold SCQF 9 (or be working towards this) (National Residential Child Care Initiative, 2009).
- (viii) Given the complexity of this work, the number of children worked with by the lead professional is important in ensuring that support and intervention is tailored to need and risk. Average caseload size provides a management tool for considering workforce capacity and workload size, however this is not an exact science and cannot be considered in isolation from other factors. For example, the nature and shape of early years, leisure and school support services will be central in determining whether children require to be referred to social work. There is no nationally agreed average workload for qualified social workers / paraprofessionals, however it is recognised that to achieve better outcomes for children, the time required indicates that a post holder in the lead professional role should work with between 15 and 22 children. A model for East Ayrshire is set out at appendix 6). In East Ayrshire, the average caseload is 33, highlighting the need for additional workforce capacity at tier 1 level. To implement a 20 caseload model would require a total of 70 tier 1 posts, indicating a gap of 28.2 posts.

- (ix) To ensure more effective and targeted use of staffing resources, a simplified staffing model is required, thus streamlining the existing grades and including the new paraprofessional grade. Consideration should be given within the job evaluation framework to the grading of the following levels of post:
- Social Worker (G10) – no proposed change
  - Paraprofessional Role – designation to be grade to be determined and grade subject to job evaluation
  - Support Role – designation to be determined and grade subject to job evaluation
- (x) For children who are looked after and accommodated, contact with family members often requires to be facilitated, supported and / or supervised. This is a resource intensive activity and specific posts are required to enhance the capacity of the workforce, but also to ensure that work is undertaken by posts which are appropriate to the activity, and not making inappropriate use of limited resources eg qualified social workers. This work has been assessed and at present 73 children are being supported, averaging 207 hours of activity (6 full time equivalent posts). On the basis of redesigning existing resources, an additional 4 support posts are required.
- (xi) Twelve personal carers are employed to support children, young people and their families in practical ways (7 full time equivalent posts). This resource has been prioritised towards child protection and high risk work, with carers often supporting the implementation of child protection plans in keeping children safe. However, children and young people who have other additional support needs could also benefit, for example, a young person who needs support to get to school due to mental health difficulties or due to being a young carer. Additional investment in personal carer support hours will assist with this at a cost of £60K.

## **21.6 Tier 2: Intensive Support Services**

- (i) There are no intensive social work services for younger children and their families, where there are care and protection issues. This has a significant impact on the capacity of the service to respond to complex situations and to prevent children being accommodated. This is therefore a priority area for service development. (Such services would include intensive support / interventions to help children recover from abuse e.g. through play, video interactive guidance, family group conferencing, parenting programmes aimed at developing attachments, personal change and managing behaviour). This is an issue highlighted in the recent HMle Joint Inspection of Services to Protect Children Report (March 2010) which indicates that more work is required in

planning for the longer term needs of children and in helping them to recover, for example through counselling services.

- (ii) The existing intensive social work services consist of three teams with a focus on supporting young people: youth justice; community youth support and through care support. These teams were designed to operate Monday – Friday, 9-5pm. While staff are responsive to individual need and will work out with hours where possible, the design and capacity of the service does not provide the flexibility of response required in meeting need.
- (iii) The existing workforce in intensive services (tier 2) is:

**Table 7: Children and Families Tier 2 Workforce**

POST	GRADE	NUMBER
Team Manager	G12	3*
Social Worker	G10	8.7
Support Worker (Qualified)	G8/10	
Support Worker (Unqualified)	G5/7	14
		22.7

*\*Management posts not included in totals. There are three posts in the staffing establishment, but one post is funded on a non recurring basis each year due to the funding having been used to establish the IRT Team Manager post.*

- (iv) Due to the pressures on locality based services, these teams carry out a mix of tier 1 and tier 2 interventions, creating significant challenges in putting together intensive support plans where required. For example, if a young care leaver requires very intensive support over the next three months (daily, evenings and weekends), the service has limited capacity to respond due to the hours of operation and due to staff also working with a range of other young people in the lead professional role.
- (v) The focus and resourcing of the youth justice and through care teams has been on young people with particular needs i.e. young people who are offending and young care leavers. There are challenges in responding to the needs of young people who do not “fit” within these categories.
- (vi) Points (i) to (iv) highlight the need to develop a flexible, intensive service for children, young people and their families, the following resources are initially required: -
  - Team Manager - 2
  - Social Worker - 6
  - Para professional role - 16

This service will work alongside the lead professional, providing intensive support to children, young people and their families in the community. The team will seek to prevent children being accommodated (where it is safe to do so) and to support children to return home (where appropriate).

- (vii) A limited number of contracts are in place with the independent sector in respect of tier 2 services. This totals 9.5 posts across 7 agencies. Work has taken place to review these arrangements. Further work is required as the implementation of a clear service design for social work services means that there is greater clarity about the services which are required from the independent sector. Importantly, these services will mainly be provided for key reasons such as providing objectivity and independence from the Council (eg Advocacy Services) and providing flexible services out with office hours (eg Chances Project). This matter will be the subject of a separate report to Cabinet.
- (viii) Dedicated resources are beneficial in fulfilling our statutory duties to young people leaving care, for example coordinating payments to care leavers, tracking progress, developing links with adult services, and recruiting supported carers for care leavers. A social worker and two support workers will be required to ensure that our statutory responsibilities to care leavers are coordinated, and that the supported carers service is developed and implemented (family based support for young people leaving care) along with a budget to meet fees and expenses. Following presentation to the Member / Officer Working Group on Corporate Parenting, a proposal is being developed and the costs are estimated at £120K.
- (ix) New approaches, methods and tools require to be introduced to modernise practice e.g. planned programmes with young people in respect of tackling offending behaviour, focussed work with young people presenting sexually harmful behaviours, work with parents in managing teenage behaviour and family group conferencing. This requires to be detailed in an action plan with resources identified for specific expertise and training, with the intention of developing our own capacity to deliver into the future.
- (x) There is currently no intensive support and monitoring service to courts/children's hearings as an alternative to secure accommodation, and therefore this needs to be developed with the aim of preventing high cost secure placements which do not routinely achieve good outcomes for young people. To enable the development of alternatives

to secure models, additional funding will be required. Existing intensive support and monitoring services will cost in the region of £268,000. Work requires to be undertaken to develop this service. This will include exploring the possibility of an Ayrshire wide development, and further developing the existing service provided by Chances (contract with Action for Children) as there is no budget available for 2010/2011 to commit to this service. The Social Work Service has been successful in a bid to the Scottish Government, which has since confirmed the availability of funding (268K) to East Ayrshire from 1 April 2010 – 31 March 2011 to support the development of alternatives to secure accommodation (one year funding).

### **21.7 Tier 3: Corporate Parenting Services**

- (i) Corporate parenting services cover fostering, adoption, residential and secure placements.

#### **Fostering and Adoption Team**

- (ii) There is one fostering and adoption team with responsibility for assessment, approval, review, support and resourcing of all carers. They also have a key role in the advertising and recruitment of carers; the administration of the fostering and Resources Panel and the Adoption and Permanency Panel and the inspection / regulation of the adoption and fostering services, both of which are registered services. The team consists of 2 Team Managers and 7 Social Workers.

#### **Fostering**

- (iii) There is a need to recruit more internal foster carers to ensure better outcomes for children and young people and to ensure there is choice of placements and best value. The priority will be in maximising the use of internal foster care placements for any new placements where children are accommodated. Targets have been set for the recruitment of foster carers and adoptive carers to maximise the placement options for children who are or who require to be accommodated. The success of our recent campaign is evidenced as follows:

- May 2009 to 3 March 2010 – 201 enquiries
- May 2009 – 3 March 2010 – 30 additional placements (fostering, adoption and short breaks)
- At 22 March 2010 – 17 new placements being assessed

The success of the campaign has funding implications and at period 11, this amounted to a budgetary pressure of £99K. Additional resourcing is required as part of the plan to increase internal foster carers as each placement requires to be supported and allowance requires to be paid.

- (iv) An option appraisal has been undertaken which has considered how foster carers could be better financially resourced, along with consideration to the numbers of carers being recruited. This work has included benchmarking activity with other local authority areas. The implementation of this initiative will improve recruitment and retention which will support our continuing, successful fostering campaign. To provide additional resourcing to foster carers in support of improved recruitment and retention arrangements, a total of £280,000 is required. This matter will be the subject of a separate report to Cabinet.
- (v) Plans have been made for each of the 50 children in external foster care placements. The intention is to ensure that children are appropriately placed on a long term basis, based on their individual needs, while also seeking to address continuing financial pressures. For some children, a move will be dependent on identifying the right match with an adoptive family. Twenty three children will remain in their placement as a move would not be in their best interests (appendix 10). Managing placement activity will continue to present financial risks as the effectiveness of the strategy outlined is dependent on placement matching between children and carers. This will be subject to regular review.

#### **Adoption**

- (vi) The new Adoption and Children Act 2007 was implemented in September 2009 (as outlined in the Cabinet report of 2 September 2009). The new legislation introduces a greater focus on post adoption support, recognising how challenging adoption can be, and noting the devastating impact of disrupted placements for children and young people. The national guidance has not yet been issued, but work is taking place across local authorities to estimate the resource requirements. The initial focus has been on adoption allowances and this was reported to Cabinet in December 2009. The costs in 2010 / 2011 are £43K. In responding to other aspects of the new adoption legislation and in providing support to the additional foster carers recruited via the 2009 campaign, an additional two Social Worker posts and a Support Assistant post is required.

#### **Residential Child Care**

- (vii) The National Residential Child Care Initiative was launched by the Scottish Government in December 2009. It seeks to raise the standards, profile and value of residential child care, acknowledging that staff in this sector are caring for children and young people with complex needs, yet have often been considered to have poorer status across the social work / care workforce. The report requires culture and practice change, with significant implications for local authorities. For example by 2014, all residential child care staff will require to enter their post holding (or working towards) a degree level qualification (SCQF level9).

- (viii) As part of the work to prepare for this, an audit of residential child care was undertaken. This has highlighted a gap in planned management cover. This has been benchmarked with community care services in East Ayrshire and with other residential child care resources in Scotland. To manage risk effectively and to ensure that opportunities are available to young people on an individual basis, additional senior residential cover is required. This requires to be part of a modernised management and staffing structure for residential child care to ensure the implementation of national policy (National Residential Child Care Initiative, 2009).
- (ix) To address points vi and vii above, the existing residential child care management and staffing structure requires to be developed to maximise the contribution of staff working in residential child care; to ensure that they are valued as peers of other social work staff and to ensure that risks are managed and opportunities are provided to children and young people. To achieve the changes in the management structure, an additional £193,000 is required.
- (x) An audit of budgets which support young people who are looked after and accommodated highlights a shortfall between need and budget available. This has been benchmarked with other local authority areas and is currently part of a national audit being conducted by Who Cares? Scotland. In fulfilling the council's corporate parenting responsibilities, it will be important to ensure that appropriate resourcing is available to meet the costs of pocket money, leisure pursuits, birthday allowance, Christmas allowance and holiday costs. To implement these proposals will cost £23K.
- (xi) A review of residential placements made out with the East Ayrshire area has been commissioned jointly by the Educational and Social Services Directorate team. This will assist to inform service improvements which seek to include children and young people in mainstream education and within their own communities, and will inform financial planning for 2011/ 12. This will be the subject of a future report to Cabinet.
- (xii) Audit work has also been undertaken in respect of the use of secure accommodation, noting the historically high usage in East Ayrshire, along with the absence of services which provide intensive support and monitoring. Such services can be offered to the court / children's hearing as a direct alternative to residential care. As at 22 March 2010, there are 2 placements in secure accommodation, with one placement being funded by the Scottish Government due to this being a sentence imposed by the court. The number of placements made in secure accommodation throughout 2009 has varied between 2 and 6, with an overall trend reduction. The average cost of a secure accommodation placement is £5,000 per week and the outcomes achieved are not always positive. Consequently, there is a need to have a range of

alternative intensive service provision available to offer to the children's hearing and to the court. This service development is summarised above.

## **21.8 Tier 1 and 2 Services: Management Capacity**

- (i) Effective management practice is essential in social work services as the service is fundamentally about change in the lives of children and their families. Managers have both a leadership and management role. They require to prioritise and allocate work, ensuring that operations are being delivered in line with agency objectives and that performance is meeting professional standards and complying with procedures. In addition, the professional nature of the task means that managers need to have a strong knowledge and understanding of the work which individual staff are involved in with children, young people and their families. They are expected to confirm that plans are appropriate, based on the assessment of need and risk, and that progress is being made. For example, managers will be expected to appear in court to comment to the management of individual cases, noting decision making and the reasons for this.
- (ii) The span of responsibility for social work managers is currently too wide as on average, each manager is managing an average of 9.7 posts. This usually equates to more people due to part-time and job share arrangements. This requires to be addressed due to the high risk nature of the work undertaken by managers in children and family services.
- (iii) For this reason, managers in children and family social work services (tier 1) should manage up to 8 posts, and this should be adopted as standard practice. In reality, due to part-time working and job share arrangements, managers will be supervising more than 8 people.
- (iv) At present, a number of posts (mainly managerial) require to be funded on a recurring basis. This has occurred as a result of temporary funding having ceased or due to service pressures requiring action to be taken without budget being available. This relates to :
  - 2.5 x Team Managers Posts
  - 1.2 x Social Worker Posts

The costs of these posts amount to £ 165,520 and will assist to address the capacity issues highlighted.

## **21.9 Specific Support Services**

- (i) Independent advocacy support is currently provided to children who are looked after and accommodated in residential care by one post holder via a contract with Who Cares? Scotland (a national voluntary organisation which speaks up for children who are looked after and accommodated). In the recent HMle Joint Inspection of Services to

Protect Children (March 2009), the need to expand advocacy support was highlighted. In particular, this requires to be expanded to include children subject to child protection procedures, and to cover all children in foster care. This issue has also been highlighted in the recent Ayrshire wide review of advocacy services. This is costed at £110K.

- (ii) Services to children with disabilities are currently managed by the community care section of social work services. An options appraisal exercise is currently underway to identify how best to organise support to children with disabilities and their families, with due regard also to transition arrangements. In addition, work is currently taking place to engage with families about their needs to enable services to be developed in partnership. The existing residential respite service at Lisallana in Cumnock is funded by East Ayrshire Council and NHS Ayrshire and Arran. It is provided by Action for Children, however there is considerable need for community based support amongst the families of children with disabilities. Additional funding is required to develop and reshape the existing residential respite model at Lisalanna into a wider range of support services available to families from the birth / diagnosis of children with disabilities. The costs are approximately £250,000.
- (iii) The implementation of national policy to support kinship carers was reported to Cabinet in June 2009, and approval was sought of new arrangements for funding kinship care allowances. At that time, it was noted that further work was required to consider the impact of undertaking assessment, approval and support work, including assessment relating to financial assessment and the payment of allowances. This work has been undertaken as part of the service design and an additional Social Worker and two Support Workers will be required to ensure that kinship carers receive the emotional and practical support, as well as the appropriate financial support.

**22. TIER 1, 2 and 3:SERVICE REDESIGN SUMMARY OF COSTS**

**22.1** The implementation of this service design would mean a prioritised additional investment as follows:

**Table 8a: Staffing Requirement**

<b>POSTS</b>	<b>NUMBER</b>	<b>COSTS</b>
Team Manager (Grade 12)	2	£94,452
Social Worker (Grade 10)	10	£395,460
Para Professional Role (Designation to be determined and grade to be evaluated)	20	£712,980
Support Role (Designation to be determined and grade to be evaluated)	5	£140,331

<b>SUB TOTAL</b>	<b>37</b>	<b>£1,343,202</b>
Plus posts requiring recurring funding		£165,520
<b>TOTAL</b>		<b>£1,508,743</b>

**Table 8b: Costs of Service Developments**

<b>SERVICE DEVELOPMENTS</b>	<b>ESTIMATED COST</b>
Expand Advocacy	£110,000
Alternatives to Secure	£268,000
Model of Residential Staffing	£193,000
Resourcing Foster Carers	£280,000
Expand Family Support (Personal Carers)	£60,000
Allowances for Looked After and Accommodated Children	£23,000
Develop Children with Disability Service	£250,000
Supported Carers Scheme (Care leavers)	£120,000
Adoption Allowances	£43,000
<b>SUB TOTAL</b>	<b>£1,347,000</b>
<b>OVERALL TOTAL</b>	<b>£2,855,743</b>

*Note – These figures do not include the costs of staff cover for annual leave, training, absence etc. They also do not include the costs of specialist training and development.*

## **23. PRIORITIES**

**23.1** This part of the report sets out the implications of the service design being implemented, which would ensure:

- A clear strategy for intervening with children and their families
- A more effective approach which will contribute to keeping children a safe and ensuring better outcomes
- That opportunities to support children and young people to remain at home are improved
- That staff are managing reasonable workloads creating opportunities for more reflective and planned interventions
- That staff and managers are appropriately supported and developed in their role

**23.2** The priorities for implementation are:

### **(i) Year 1**

- Creation of intensive support services (phase 1 – 50%)
- Increase staffing in localities
- Creation of posts (50%) relating to additional legislation and policy requirements eg kinship care and adoption
- Resourcing of foster carers (phase 1)
- Enhancing management cover in residential child care (phase 1)
- Improve and develop services to children with disabilities

- Development of supported carers scheme (care leavers) Phase 1
- Partial implementation of new allowances for children who are looked after and accommodated

**(ii) Year 2**

- Creation of intensive support services (phase 1 – 25%)
- Increase staffing in localities
- Creation of posts (50%) relating to additional legislation and policy requirements eg kinship care and adoption
- Enhancing management cover in residential child care (phase 2)
- Funding of alternatives to secure accommodation (funding required following year 1 funding being implemented)
- Development of supported carers scheme ( care leavers) Phase 2
- Improve and develop services to children with disabilities
- Expand Advocacy

**(iii) Year 3**

- Creation of intensive support services (phase 1 – 25%)
- Increase staffing in localities
- Improve and develop services to children with disabilities
- Expand Advocacy

## **24. IMPLEMENTATION PLAN**

**24.1** A detailed 3 year implementation plan will be developed indicating:

- The detail of the service design, with the further engagement of managers and staff
- Arrangements for engaging with the trade union;
- Detailed Human resources transition plan;
- Workforce development requirements, indicating costs (e.g. qualifications);
- Administration and support requirements and costs

**24.2** The existing proposal for new accommodation for social work services will not meet the needs of all the above noted developments. In particular, appropriate accommodation is required to work with children, young people and families in a more child centred, therapeutic environment (intensive services). This will require more detailed discussions with partner services / agencies to explore resource sharing opportunities.

**24.3** This report does not take account of the running costs of proposed new services, which will be dependent on the resources required e.g. accommodation. This will need to be addressed at a later date.

## **SECTION 4**

# **CORPORATE IMPLICATIONS**

## **25 PURPOSE OF THIS SECTION OF THE REPORT**

**25.1** The purpose of this section of the report is to summarise the implications of the stage reached in Social Work Sustainability for corporate issues and in particular to summarise the financial implications of this work.

## **26. BACKGROUND**

**26.1** Discussion at chief officer level within the Department of Educational and Social Services and the Corporate Management recognise and accept the principles of service redesign related to Children and Families contained within this report. It is also recognised that changes in the East Ayrshire population projected over the coming years carry a significant cost pressure even to maintain a “stand-still” provision of service. These pressures, and the implications of service redesign are summarised in Sections 2 and 3 of this report, together with the supporting appendices. It is also recognised by the Corporate Management Team that the necessary resource redistribution cannot be contained completely within the Department of Educational and Social Services.

**26.2** In summary, therefore, the following principles apply to consideration of this important strategic matter:

- The Corporate Management Team are supportive of the direction being taken in Social Work Sustainability.
- There is particular recognition of the factors outlined in both the Community Care and Children and Families reports presented in this report.
- The budgetary challenges faced by the Council require full recognition.
- The service delivery challenges and associated risks faced by the Council also require recognition.
- The role of national priorities and strategies in influencing key service and financial decisions is seen as highly important.
- There is a commitment to service re-design at all levels as a strategic imperative.
- Risks need to be clearly set out and managed.

## **27. PROPOSALS**

**27.1** For the Financial Year 2010/2011 the Council has allocated £500k part year costs, equivalent to £700k full year costs. This resource will be used to support the first phase of implementation of service redesign in Children and Families as outlined in Appendix 11 of this report.

**27.2** It is now well-rehearsed that the public finances and the Council budget in particular face considerable challenges over the coming years. The level of savings required across the Council were highlighted in para 6.1 of the report to Cabinet on 10 February 2010, on the Revenue Budget, as being £10M for 2011/12, with a similar saving in 2012/13. That same report signalled the

start of a significant exercise to address this matter under the title of the Strategic Review of the Revenue Budget 2 (“SRRB2”). The level of resource implication in this report are such that for SRRB2 forms the most prudent vehicle for realising the necessary savings.

- 27.3** In guiding the SRRB2 exercise across the Council, it would be important to ensure that savings options identified are fully assessed to ensure that they do not lead to increased costs in the longer term.
- 27.4** It remains the aim that the logic and philosophy of this service re-design has the potential to secure savings in the most resource intensive cases – external foster care and outwith placements in the medium to longer term. It is therefore a target for East Ayrshire to have equal or fewer numbers of looked after or accommodated children than the national picture. This should yield a financial benefit. However, the level of this benefit cannot be quantified at this stage.

## **28. FINANCIAL IMPLICATIONS**

- 28.1** In order to support sustainability across the Social Work Service targets have been set of a £1.530M overall reduction in expenditure in the home care service over the 2 year period 2009/2011. This is a challenging objective in an environment where demography demonstrates a service pressure to meet the needs of an increasing number of older people in our communities. It is estimated that to continue delivering the service over the 2 year period without modernisation would have resulted in increased costs of £0.87M above the 2008/2009 baseline. In addition, a £1M savings target has been set for adult services in Community Care.
- 28.2** The current projection of cost pressures over the next three years are shown in the following table.

<b>Table 9: Financial Projection Arising from Estimated Service Pressures</b>			
	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
<b>Main Budget Pressures:</b>			
Looked After and Accommodated Children	0.974	0.974	0.974
Adult Care Packages	1.703	2.347	3.257
Elderly Residential Care	0.746	1.179	1.644
Care at Home	0.000	0.352	0.715
Less Staff Turnover Estimate	-0.313	-0.313	-0.313
<b>Total Budget Pressures:</b>	<b>3.110</b>	<b>4.539</b>	<b>6.277</b>
Children and Families Service Design - Note 1	0.608	1.830	2.856
<b>Additional Funding Required</b>	<b>3.718</b>	<b>6.369</b>	<b>9.133</b>
<b>Funding Available:</b>			
<b>Budget Sustainability Savings:</b>			
Care at Home	-1.530	-1.530	-1.530
Review of Administration and Support	-0.388	-0.388	-0.388
Adult Care Packages	-1.000	-1.000	-1.000
<b>Total Budget Sustainability Savings:</b>	<b>-2.918</b>	<b>-2.918</b>	<b>-2.918</b>
SRRB1 - Children's Services	-0.300	-0.400	-0.400
Children and Families Service Design	-0.500	-0.700	-0.700
<b>Additional Funding Available</b>	<b>-3.718</b>	<b>-4.018</b>	<b>-4.018</b>
<b>Additional Funding Required</b>	<b>0.000</b>	<b>2.351</b>	<b>5.115</b>

Note 1: This projection assumes that the recommendation of the section of the report on sustainability of Children and Families services is acceptable.

- 28.2** It is to be noted, that with the exception of Children and Families, an assumed 3% year on year increase in elderly residential care placements, older people's care services and committed growth in adult care packages, this position represents a "stand-still" situation with no service development. The projected figures assume that additional 2010/11 budget sustainability savings £2,353,000 can be achieved in full. These savings comprise Review of ESS Administration and Support £388,000, Review of Care at Home Services £965,000 and Review of Adult Care Services £1,000,000.
- 28.4** The total cost of the Children and Families Service Design changes over the course of the next 3 financial years is £2,855,743. A three year financial implementation of this plan is set out in the appendices to this report ( Appendix 10) based on the above noted priorities. For 2010/11, an additional resource allocation of £600,000 has been approved to offset estimated part-year costs £608,270. This funding allocation comprises £500,000 Local Priorities funding (full year £700,000) and an additional £100,000 from year 3 of a 4 year additional funding allocation from the Strategic Review of Revenue

Budget 1 (SRRB1). An additional £100,000 will be allocated from this source in 2011/12, resulting in a total approved resource allocation of £1,100,000 against the total estimated cost £2,855,743. No further earmarked funding has been approved to close this budget gap at this stage.

- 28.5** This plan is being presented at a time of significant resource challenge for the public sector, and consequently progress will require to be reviewed on a six monthly basis to evaluate the impact of implementation.

## **29. RISK MANAGEMENT IMPLICATIONS**

- 29.1** The proposals in this paper are very much about balancing risk. The savings proposed will contribute significantly to addressing the issues associated with service redesign in Children and Families, however each saving has an implication for delivery in other service areas. There is, too, in the background the overall financial climate faced by the Council and the need for future further savings and re-prioritisation. This balance requires to be considered very carefully.
- 29.2** The workforce planning model used in the Children and Families section of this report is based on actual work load and workforce capacity and therefore reflects existing operational arrangements. There are considerable risks to individual children, young people and their families if the social work service is unable to respond to need in a responsive and timely manner. In addition, inspections by both the Social Work Inspection Agency (SWIA) and HMle have highlighted the impact on children and young people should longer term work not be prioritised eg the impact of permanency plans for children not being implemented quickly enough.
- 29.3** The most recent child protection significant case review presented to the East Ayrshire Chief Officer's Group highlighted the impact on children and families of staff absence and change. Work is being undertaken to report on this on a regular basis. For this reason, it will be important to ensure that the service has the operational capacity for each child to have an allocated worker, where change is minimised.
- 29.4** The audit of workloads has highlighted that staff workloads are high. This has an impact on their ability to perform effectively, but also on their health and well being. Given that a considerable number (33%) are newly qualified, it is essential to support them in years 1 and 2 with small caseloads to enable their learning and development in their initial years in practice. Workloads and initial support in the workplace is a key factor is recruitment and retaining staff.
- 29.5** The corporate risk register outlines the potential risk in fulfilling our statutory responsibilities to children, young people and their families, with reputational damage to the council should appropriate staffing arrangements not be in place to respond appropriately to children in need of care and protection.

**29.6** Effective governance and accountability arrangements are key to monitoring and improving the quality of services provided. This report seeks to take steps to strengthen these arrangements in all social work services

## **30. COMMUNITY PLANNING IMPLICATIONS**

**30.1** Proposals in this report support partnership arrangements for the delivery of services to communities across East Ayrshire through the further alignment of Social Work services with operational arrangements in other Council Departments and partner agencies.

**30.2** Service review proposals across Community Planning Partners complement the arrangements that have been established for joint work where the Executive Head of Finance and Asset Management and the Head of Community Care represent the Council in respect of developing an Integrated Resource Framework between the Council and NHS Ayrshire & Arran

**30.3** The proposals within this report support the effective delivery of social work services in East Ayrshire and through this contribute to the aims of the Improving Health and Wellbeing, Improving Community Safety and Promoting Lifelong Learning Action Plans. Overall, this reports sets a significant task for Community Planning in order to secure the better co-ordination of resources and services in order to secure positive outcomes for service users in East Ayrshire.

## **31. POLICY/LEGAL IMPLICATIONS**

**31.1** The issues identified in this paper together with the associated budgetary projections in Section 5 will enable the Council to fulfil its legal obligations under the various conditions of the Social Work legislation. The design set out in this paper incorporates service developments which will ensure that new legislation and national policy is implemented. Specifically, such developments include the implementation of the Adoption and Children (Scotland) Act 2007 and the implementation of the national kinship care policy, both of which have previously been reported to Cabinet. The proposals also develop capacity to implement the East Ayrshire Corporate Parenting Action Plan, particularly in providing a range of support options to young people leaving care.

**31.2** In keeping with changing social and demographic conditions it will be necessary to review both the factors that underpin this report and the direction of future policy and strategy. This review will require to take place on an annual basis.

## **32. HUMAN RESOURCES IMPLICATIONS**

**32.1** The new service design for children and families indicates a need for flexibility of service provision, with consideration needing to be given to accessing services out of hours and at weekends. The detail of this is currently under

consideration, recognising that some services will be provided by social work and others will be delivered by the independent sector within a contractual framework.

- 32.2 Additional staffing resources are required to implement the proposed changes, details of which are outlined below in table 10. However, it is recognised that the composition of the workforce will need to be revised over the period of the three year implementation plan to reflect the changes which are anticipated in service delivery. In order to maximise flexibility based on service need, current post designations and duties will require to be reviewed.

**Table 10: Staffing Requirement**

<b>POSTS</b>	<b>NUMBER</b>	<b>COSTS</b>
Team Manager (Grade 12)	2	£94,452
Social Worker (Grade 10)	10	£395,460
Para professional Role (Designation to be determined and grade to be evaluated)	20	£712,980
Support Role (Designation to be evaluated and grade to be evaluated)	5	£140,331
<b>SUB TOTAL</b>	<b>37</b>	<b>£1,343,202</b>
Plus posts requiring recurring funding		£165,520
<b>TOTAL</b>		<b>£1,508,743</b>

- 32.3 The proposed changes are outlined at section 21.4 (IX) above. The changes include the creation of a para professional post as well as the rationalisation of various posts within the service.
- 32.4 There has been initial consultation with employees regarding the new service design with employees being generally positive about the need to improve the way in which service is delivered to the benefit of children and their families. Although there will be no significant change in respect of conditions of service for many employees, it is nevertheless important to detail the human resource implications of any changes associated with the new service design. A detailed HR implementation plan will be developed with appropriate discussions taking place with trade unions in this respect. Cabinet will be advised of developments as part of six monthly progress reports.

### **33. RECOMMENDATIONS**

- 33.1** It is recommended that members of the Cabinet:-

- (i) note the progress that has been made to date with Social Work Sustainability;

#### Community Care Services

- (ii) agree to the development of a new joint Kilmarnock town centre facility between social work and community services to provide day services and integrated and improved facilities for the wider community with full details being brought forward to a future cabinet;

- (iii) agree to the provision of an option appraisal on replacement facilities for Roseburn be brought forward for future consideration by Cabinet.
- (iv) request the Executive Director Educational and Social Services notes the priorities within the "Getting it Right for Everyone" report and includes an action plan to meet these priorities within the 2010 Partnership in Practice agreement;
- (v) note the progress with Integrated Resource Framework;
- (vi) note the option appraisal for the development of facilities in the Auchinleck area following the NHS announced intention to relinquish ownership of the Roseburn facility in Cumnock where day facilities for older people are provided currently.
- (vii) note the participation in Reshaping Care for Older People Engagement Programme through the Community Health Partnership;
- (viii) request the Executive Director Educational and Social Services includes emerging themes from the engagement in the 2010 East Ayrshire Older People strategy;

#### Children and Families Services

- (ix) note the key findings and requirements of the audit work in relation to Children and Families Services set out at section 21 in this report;
- (x) approve the workload model described at sections 21.4 (VIII) and 21.8 (III) for practitioner and managers
- (xi) approve the reshaping and development of the existing service with Chances (Action for Children) to enable the implementation of an intensive support and monitoring service as outlined at section 21.6 (X);
- (xii) approve the service developments and improvements described in section 22 of this report for Children and Families Services;
- (xiii) approve the priorities for the development of Children and Families Services outlined in section 23 this report and summarised at appendix 10;
- (xiv) authorise the Head of Human Resources to maximise the use of new staffing resources through creating the most appropriate designation of posts as outlined in section 32;
- (xv) note that a further report will be submitted to Cabinet on future contractual arrangements with independent sector agencies, informed by the new design of social work services to children and families;
- (xvi) request that the Executive Director of Educational and Social Services provide future reports to Cabinet detailing the implementation of arrangements to support foster carers and care leavers;

#### Corporate Implications

- (xvii) approve the financial commitments to service sustainability and service developments set out in this report at section 28;
- (xviii) agree that the resources required for future social work sustainability should be included within the SRRB2 exercise; and
- (xix) otherwise note the content of the report.

**Graham Short**  
**Executive Director of Educational and Social Services**

**3 May 2010**

**IMPLEMENTATION OFFICERS:**

**EDDIE FRASER, HEAD OF SERVICE: COMMUNITY CARE**  
**SUSAN TAYLOR, HEAD OF SERVICE: CHILDREN AND FAMILIES AND**  
**CRIMINAL JUSTICE**  
**EUAN COUPERWHITE, HEAD OF RESOURCES**

Anyone wishing further information please contact Graham Short, Executive Director of Educational and Social Services on 01563 576017.

**LIST OF BACKGROUND PAPERS**

**2008**

Social Services Budget Sustainability, Cabinet Report 2 July 2008  
Social Work Services Budget Sustainability Strategy, Cabinet Report 22 October 2008  
Role of Chief Social Work Officer, Cabinet Report, 19 November 2008  
Services to Protect Children in the East Ayrshire Area, 2008

**2009**

Social Work Sustainability, Cabinet Report 04 February 2009  
Social Work Sustainability, Cabinet Report 03 June 2009  
Performance of Social Work services in East Ayrshire, SWIA, June 2009  
Social Work Sustainability, Cabinet Report 21 October 2009  
Consultation: The Role of the Registered Social Worker in Contributing to Better Outcomes for Scotland: Guidance for Local Authorities, Cabinet Report 21 October 2009  
Business Review of Administration and Support Structures Within Educational and Social Services, Cabinet Report, 16 December 2009

**2010**

Joint Inspection of Services to Protect Children in the East Ayrshire Area, 2010 Under Pressure, Audit Commission, February 2010  
Revenue Budget 2010/11 – 2012/13, Cabinet 10 February 2010  
Improving Social Work in Scotland, Social Work Inspection Agency (SWIA), March 2010  
Getting it Right for Everyone, Questionnaire, available on Members' Portal

# APPENDICES

## Relating to the Introduction

- Appendix 1** Selected Extracts from “Under Pressure” , Audit Commission, 2010
- Appendix 2:** Population Projections for East Ayrshire and Scotland
- Appendix 3:** Analysis of Nursing and Residential Placements

## Relating to Section 2

Refer to Members’ Portal for “Getting it Right for Everyone: having a real Say in Learning Disability Day Services in East Ayrshire”

## Relating to Section 3

- Appendix 4** Purpose of Social Work
- Appendix 5** Model of Service Delivery
- Appendix 6** A Workload Model
- Appendix 7** East Ayrshire: Externally Purchased Community Based Services – 24 March 2010
- Appendix 8** Cost of Foster Care Placements – As at 24 March 2010
- Appendix 9 :** Externally Purchased Residential and Secure Placements
- Appendix 10 :** Three Year Implementation Plan: Children and Families

## Relating to Section 4

Nil

## **Appendix 1: Selected Extracts from “Under Pressure” , Audit Commission, 2010**

### **Summary**

Councils face the challenge of an ageing population as public spending reduces.

Public spending will reduce over the next few years – councils and their partners will be expected to find billions of pounds of extra savings.

An ageing population has a range of impacts. If care service costs simply increase with the population they could nearly double by 2026

The biggest single financial impact will be on social care spending, which increased by 46 per cent between 2000/01 and 2007/08.

Small investments in services such as housing and leisure can reduce or delay care costs and improve wellbeing.

Improved health and wellbeing reduces demand for services.

Councils and partners should cooperate to tackle the main causes of social care need:

- poor housing and environment;
- health and mobility problems;
- breakdown of informal support; and
- social isolation.

Early intervention can improve wellbeing and save money. One county saves £1 million a year on residential care costs by providing telecare services.

Cheaper alternatives are often the services most valued by older people, their families and communities.

Councils have to take a strategic long-term approach, but also deliver quick wins.

Stronger corporate approaches to financial planning, led by quality of life objectives, should avoid silo-based thinking.

Joint strategic needs assessments provide opportunities to overcome obstacles to collaborative and preventive working.

A strategic approach needs:

- clear objectives for older people’s quality of life;
- better information about costs and savings;
- cooperation with other local public services;
- recognition that spending from other budgets will lead to savings in social care and health; and
- difficult choices.

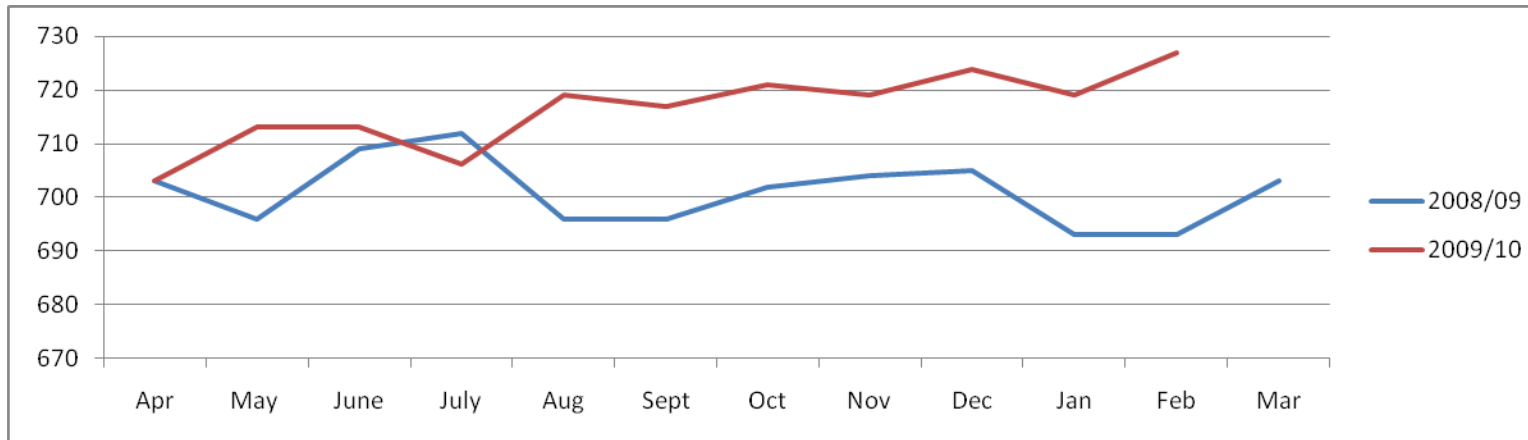
## Appendix 2: Population Projections for East Ayrshire and Scotland

Projected Population by Age Group (000,s)												
East Ayrshire							Scotland					
Age	2008	2013	2018	2023	2028	2033	2008	2013	2018	2023	2028	2033
All Ages	119.9	120.9	121.4	121.6	121.1	119.9	5,168.50	5,271.00	5,359.80	5,442.30	5,505.30	5,544.40
0-15	21.5	21	21.3	21.3	20.7	19.8	913.5	905.5	922.6	933	917.9	899.8
16-29	20.2	20.8	19.3	17.5	17.2	17.5	953	964.7	911.9	868.8	867.8	889
30-49	33.8	31.5	29.4	28.8	29.1	28.5	1,457.30	1,406.10	1,370.00	1,368.20	1,402.20	1,372.40
50-64	24	24.7	26.2	26.6	24.1	21.3	988.2	1,045.30	1,109.40	1,116.80	1,029.80	974.4
65-74	11.5	12.9	13.9	13.8	14.8	16.2	463.4	516.5	561.6	585.4	640.9	685.3
75+	9	10	11.3	13.5	15.2	16.6	393.2	433	484.4	570	646.6	723.6

### Appendix 3 : Analysis of Residential and Nursing Placements

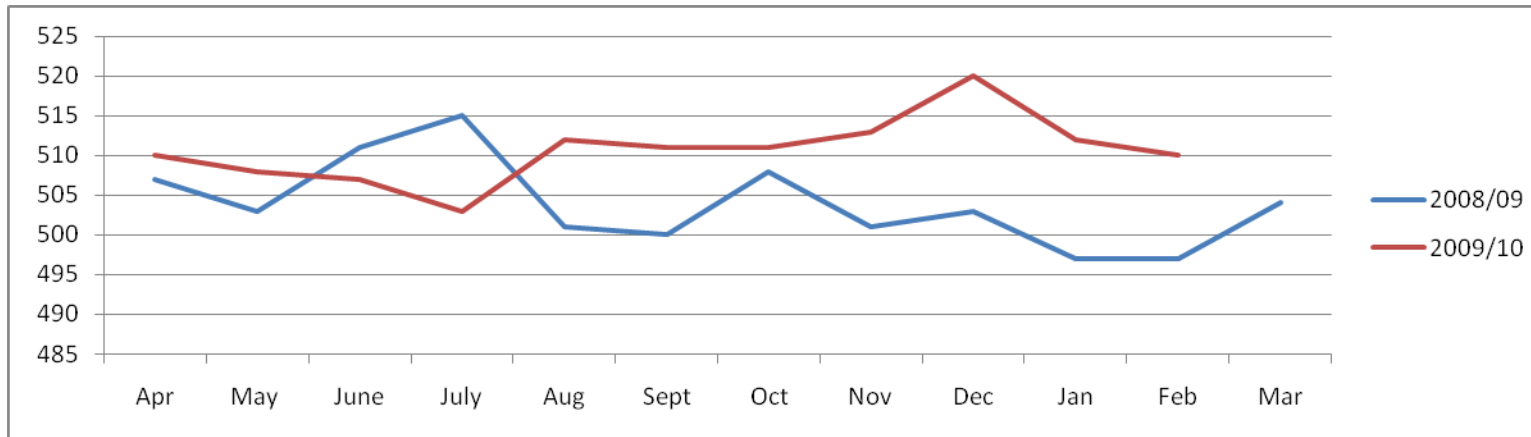
#### Total Number of Placements

Year	Month												Data Avg
	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
2008/09	703	696	709	712	696	696	702	704	705	693	693	703	701
2009/10	703	713	713	706	719	717	721	719	724	719	727		716
Variance	0	17	4	-6	23	21	19	15	19	26	34		15



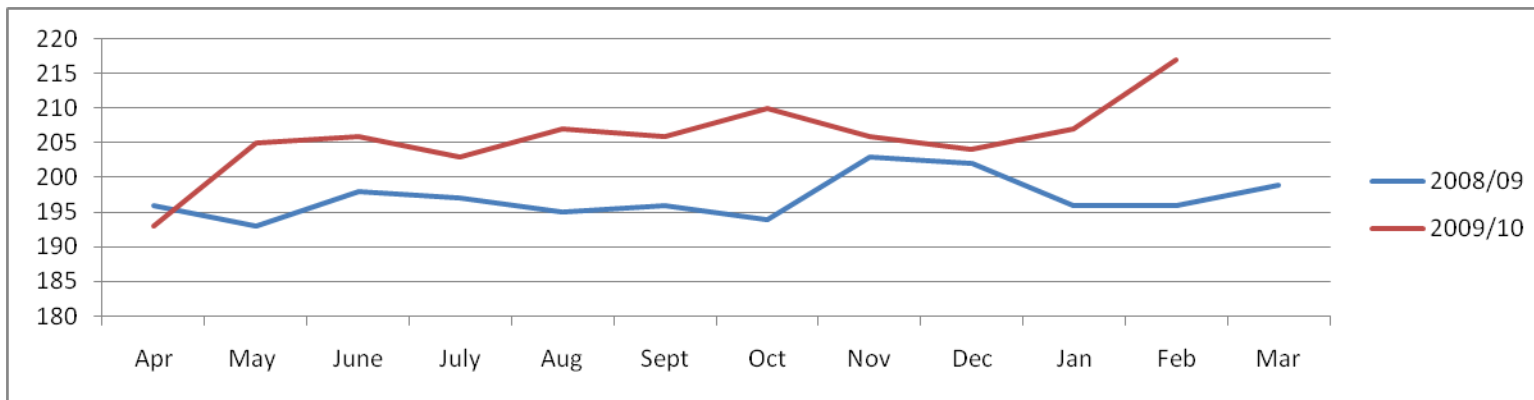
### Number of Nursing Placements

Year	Month												
	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
2008/09	507	503	511	515	501	500	508	501	503	497	497	504	504
2009/10	510	508	507	503	512	511	511	513	520	512	510	511	511
Variance	3	5	-4	-12	11	11	3	12	17	15	13	7	7



**Number of Residential Placements**

Year	Month												
	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
2008/09	196	193	198	197	195	196	194	203	202	196	196	199	197
2009/10	193	205	206	203	207	206	210	206	204	207	217		206
Variance	-3	12	8	6	12	10	16	3	2	11	21		9



### PURPOSE OF SOCIAL WORK

1. The Association of Directors of Social Work (2005) set out the aim of social work as:
  - To achieve a positive change in someone's life or to improve their life circumstances,
  - To keep an acceptable quality of life for someone for as long as possible in the face of infirmity or adversity, and
  - To keep people safe from harm and from harming themselves or others".

The tasks undertaken by social work staff include:

- assessing strengths, needs, risk and capacity
- defining agreed outcomes
- developing plans which seek to achieve these outcomes
- undertaking specific interventions in respect of the identified needs and issues
- working in partnership with other agencies, particularly universal / mainstream services
- co-ordinating service provision
- working with legislation, ensuring that it is used imaginatively to increase options and possibilities for people
- monitoring and reviewing progress

#### **2. To achieve this, social work staff must:**

- believe that change is possible, and know how to manage change;
- build on the strengths of each individual and family, in the context of their wider community / environment and society;
- be outcome and solutions focussed;
- promote engagement with universal / mainstream services;
- develop a preventative and early intervention approach to social work practice;
- identify and anticipate difficulties / issues and respond pro-actively;
- be prepared to shift power from professionals to the individual/family, recognising that, where possible, people need to retain control of their own lives;
- be committed to the continuation of their own personal and professional growth and development;
- be self aware and know how to use and manage self in engaging with people.

## MODEL OF SERVICE DELIVERY

To respond to these wide ranging needs, social work services to children and young people can be organised and delivered in a tiered way, which creates clarity of approach in respect of roles / responsibilities and engagement with partner agencies.

The model can be summarised as:

- **Tier 1: Assessment, planning, and intervention (including early intervention, prevention and support services)**

A lead worker is identified who undertakes an assessment of strengths, need, risk and capacity (the lead professional if agreed with partner agencies). This will lead to the development of an overall plan for each child, which will incorporate the management of identified risks. This plan should be multi-agency, and will highlight the specific role and task for social work intervention. This may include for example parenting interventions which aim to engage parents in developing a better understanding of the social, emotional and practical care needs of their child.

- **Tier 2: Intensive services**

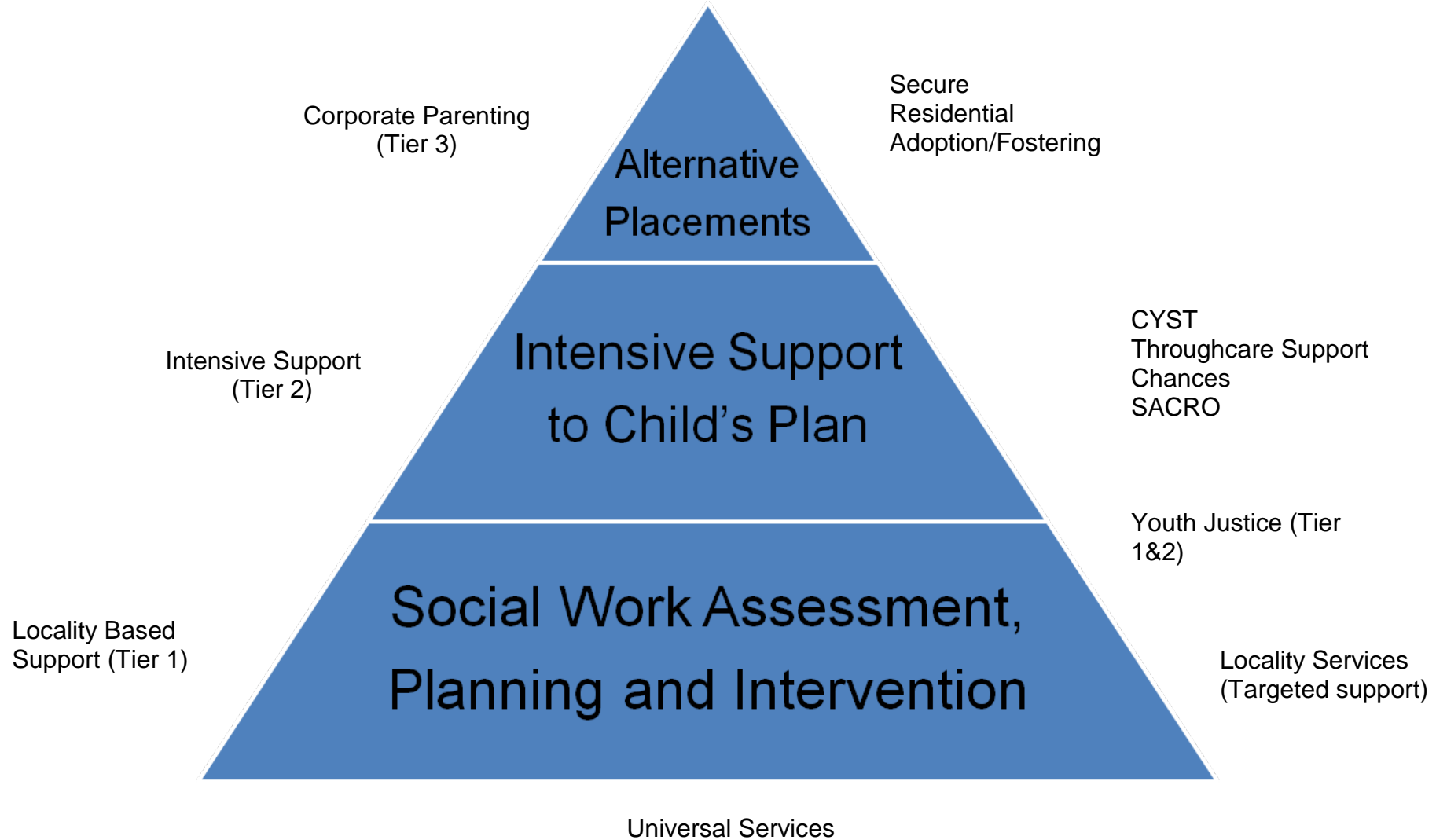
In some situations, intensive support is required, usually to prevent a child or young person being accommodated; to support a child or young person returning home; or to support a young person leaving care. Such intervention may require frequent contact and is provided to resource the support plan, being additional to the role undertaken by the lead professional. For example, supporting a woman who has a learning disability to care for her four children may require daily contact from support staff, in addition to the role of the lead professional who will coordinate, monitor and review the situation, in addition to any direct intensive intervention required e.g. parenting work. Similarly, in supporting a young care leaver who wishes to have his own tenancy, daily support at key times of each day may be required, including evenings and weekends.

- **Tier 3: Corporate parenting services**

Where it has not been possible to support a child to remain at home, and he/she requires to be accommodated, he/she will be placed either in foster care, residential care, residential school or secure accommodation (dependent on need and circumstances). In making such a placement, consideration will always be given to how to support a return to home, depending on risk and circumstances.

The audit activity has used this model as a conceptual template against which to map existing service delivery. It is proposed that social work services to children and families are designed on the basis of this tiered intervention model (see attached diagram).

**TIERED LEVELS OF SOCIAL WORK INTERVENTION**



### A WORKLOAD MODEL (Tier 1: Lead Professional)

The need for manageable workloads for professionally qualified social workers has been raised in several national enquiries (eg Victoria Climbié, 2003). More recently in Scotland, this was the subject of a BBC documentary, using information gained through freedom of information requests. This highlighted significant variations in caseloads as follows:

**Table 10: Average Caseload by Authority**

LOCAL AUTHORITY AREA	AVERAGE CASELOAD
Glasgow	7
Dundee	15
East Dunbartonshire	21
Fife	13
North Ayrshire	19
Renfrewshire	18.4
North Lanarkshire	24.5

At present, there is no nationally agreed average caseload for a lead social work professional. This issue has been the subject of considerable debate within social work, but was not considered within the national review of social work services (Changing Lives, 2007). In England, significant case reviews have highlighted concerns about the impact of high caseloads for social workers. This led to the recent report by Lord Laming (The Protection of Children in England: A Progress Report (March 2009) recommending that national guidelines are set out with maximum caseload numbers for children in need and child protection work.

Any workload measure of this sort is helpful as a management tool in respect of workforce planning and capacity work. However, workloads have also to be considered within the context of the range of universal services in place. Referrals to social work will be influenced by the effectiveness of early intervention and support services (e.g. early years, additional school support etc); the effectiveness of partnership approaches and by the culture which exists within these partnerships for managing risk.

In children and families social work, it is recognised that a caseload will average 15/22, recognising that a balanced workload needs to take account of complexity and risk. For newly qualified social workers, an average caseload of 10/15 in the first year would be appropriate, while an experienced social worker may be able to be the lead professional for up to 20+ children (assuming that the levels of need and risk vary).

In setting out average caseloads for social work staff in East Ayrshire, the following factors are taken account of:

- Staff are employed on a 35 hour contract;

- Annual leave and development time needs to be built into any staffing model to ensure basic cover;
- Time needs to be allocated each week for supervision/manager consultation, team meetings and duty / emergency support work (5 hours per week);
- The remaining 30 hours requires to cover the following key tasks for the total number of children worked with:
  - direct contact / intervention with children
  - direct contact / intervention with parents / families
  - attending hearings / meetings / case conferences
  - liaison and coordination of activity with other agencies
  - recording of all work, including assessments, plans, chronologies, contacts and report writing
  - travelling to and from appointments and meetings

Based on the idea of an average caseload, the following table highlights the average time available per child per week in fulfilling the functions listed above:

**Table 11: Average Time Available per Child According to Caseload**

<b>AVERAGE CASELOAD</b>	<b>TIME AVAILABLE PER CHILD (WEEKLY)</b>
44	41 minutes
35	51 minutes
32	54 minutes
27	1 Hour 6 minutes
22	1 Hour 21 minutes
18	1 Hour 39 minutes
15	2 Hours
10	3 Hours

If an average caseload of 20 is implemented, it should be recognised that for every newly qualified worker, in year 1 with a caseload of 12/15, a more experienced staff member would require to carry an average caseload of 25/28. At present, a significant number of qualified social workers working in East Ayrshire are newly qualified/qualified within two years (14 staff members).

For the reasons outlined above, and being cost aware, the average caseload should be based on 20 for workforce planning purposes. This will require to be reviewed on a regular basis.

## EAST AYRSHIRE: EXTERNALLY PURCHASED COMMUNITY BASED SERVICES – 24 MARCH 2010

<b>Provider</b>	<b>Service</b>	<b>Annual Funding at 2009/10*</b>
Who Cares ( 1 post)	Provides an individual and group advocacy service to looked after young people	£55,000
East Ayrshire Advocacy Service (1 post)	Provide a service to parents with disabilities whose children are subject to child welfare or protection proceedings	£19,000
Action for Children- Chances Project ( 2 posts)	community based support service aimed at preventing admission to secure care and residential settings, supporting discharge from residential settings back to East Ayrshire, supporting young people with improving their employment and educational attainment	£88, 410
East Ayrshire Carers Centre (2 posts)	Advice, Information and Support service for Young Carers	£85,000
Barnardos ( 2 posts)	Axis Project- Support project for children and young people who are experiencing difficulties with alcohol	£79,870
Barnardos Families Service( 1 post and sessional staff)	Families Service- support project for parents and children affected by domestic abuse	£49, 832
	<b>SUB TOTAL</b>	<b>£377,112</b>
Action for Children- Lisalanna	5 respite beds are commissioned for children and young people, with a range of disabilities	£282,070
	<b>TOTAL</b>	<b>£659,182</b>

### COST OF FOSTER CARE PLACEMENTS – AS AT 24 MARCH 2010

#### 1. External Foster Care Placements

Agency	No of current placements	Average weekly cost of existing placements	Average cost of existing placement per week	Actual annual cost 08/09	No of standard FTE placements 08/09
Foster Care Associates	22	£3140 x 7 = £21,980	£905.73 - £1364.09 per week (0-18) Average £999	£1,027,858	20.6
Foster Plus	13+1 respite placement	£12425 (placement costs) + Respite	£958.00 per week (0-18) Average £956 per week	£298,545	6.1
Barnardos	5	£3,612	£722 per week (11-15) level 2	£129,004	3.6
SWIIS	3	£3693	£1,370 per week (11-18) Average £1231	£165,665	2.7
Jane Moore Trust	3	£3,075	£1,025.00 per week (0-18)	£102,692	1.9
National Fostering Agency	4	£3,088	Average £772.00 per week (11-18)	£284,908	7.5
Foster Care Connect	nil			£53,517	1.0
Action for Children	1	£226 x7 = £1,582	Link fee/carer fee £750.00 Foster Fee £1,582 per week		
	<b>51 +1 respite</b>			<b>£2,062,189</b>	<b>43.4</b>

#### Annual Spend

Financial Year	2006/07	2007/08	2008/09
Total spend on External Foster Care placements	£743,208	£1,595,798	£2,062,189

#### 2. Internal Foster Care Placements

Agency	No of current placements	Average weekly cost of existing placements	Average cost of existing placement per week	Actual annual cost 08/09	No of standard FTE placements 08/09
East Ayrshire Council	110	£25,153	£229 per week	£1,134,647	87.3

Financial Year	2006/07	2007/08	2008/09
Foster Carers	£703,396	£ 974,564	£1,134,647

Appendix 9

**EXTERNALLY PURCHASED RESIDENTIAL AND SECURE PLACEMENTS – AS AT  
24 MARCH 2010**

<b>Provider</b>	<b>Type of service</b>	<b>No of children placed</b>	<b>Total weekly individual placement cost</b>	<b>Total weekly placements costs</b>
Good Shepherd Secure Unit	Secure Care Services	1	£5,204	£5,204
St. Marys Kenmure Secure Unit	Secure Care Services	1	£5,250 Plus £1,981 per week additional support cost that started on the 10 <sup>th</sup> Nov 09	£7,231
Care Visions Laraben House	Care Home – Children	1	£3,375	£3,375
Curo Salus	School Care Accommodation	3	Placement 1 £4,036 Placement 2&3 £4,486	£13,008
Spark of Genius Foxhill, Riverside & Sunderland House	School Care Accommodation	4	£3,995	£15,980
St Philips Open School	School Care Accommodation	1	£2,808	£2,808
Good Shepherd Open School	School Care Accommodation	1	£2,822	£2,822
Harmeny School	School Care Accommodation	2	£2,000	£4,000
Moore House School	School Care Accommodation	3	Placement 1- £1,250 Placement 2 & 3 - £4,184	£9,618
New Struan School	School Care Accommodation	1	£865	£865
Seafield School	School Care Accommodation		£2,803	£0
Seamab School	School Care Accommodation	1	£2,783	£2,783
St John's School	School Care Accommodation	1	£2,485	£2,485

Wings School	School Care Accommodation	1	£2,539	£2,539
Camphill School	School Care Accommodation/ disability	2	Placement 1 - £2,570 Placement 2 - £2,328	£4,898
Corseford School	School Care Accommodation/ disability	1	£1,837	£1,837
Daldorch		1	£6,028	£6,028
East Park School	School Care Accommodation/ disability	1	Placement 1 - £987 + £879 additional care	£1,866
Royal Blind School	School Care Accommodation/ disability	1	£1,644	£1,644
	<b>TOTAL</b>	<b>27</b>		<b>£88,991</b>

<b>Average weekly cost per placement per child</b>	<b>£3,296</b>
----------------------------------------------------	---------------

### Annual spend

Total spend on secure 2008/09	Total spend on residential placements 2008/09	Total spend 2008/09 (residential and secure placement)
<b>£730,559</b>	<b>£3,105,035</b>	<b>£3,835,594</b>

## THREE YEAR IMPLEMENTATION PLAN: CHILDREN AND FAMILIES

	Year 1 2010/11	Year 2 2011/12	Year 3 2012/13
<b>1. IMPLEMENTATION OF FLEXIBLE INTENSIVE SERVICE (TIER 2 SERVICES)</b> - proposed service implemented over two years	£451,063	£225,531	£225,531
<b>2. TIER 2 &amp; 3 POSTS RELATING TO LEGISLATION AND POLICY</b> (Mainly Adoption / fostering, Kinship Care and Care Leavers)	£220,549	£220,549	---
<b>3. POSTS WITHOUT RECURRING FUNDING</b>	£74,965	£90,555	
<b>4. PRIORITY SERVICE IMPROVEMENTS</b>			
▪ Advocacy	--	£55,000	£55,000
▪ Alternatives to Secure	--	£268,000	---
▪ Residential Staffing	£100,000	£93,000	---
▪ Resourcing Foster Carers	£130,000	£150,000	---
▪ Expand Personal Carers	£40,000	£20,000	--
▪ Allowances for Looked After and Accommodated Children	£15,000	£8,000 (subject to annual review)	---
▪ Children with Disability	£50,000	£100,000	£100,000
▪ Supported Carers Scheme	£60,000	£60,000	---
• Adoption Allowances	£43,000	---	---
<b>Service Improvements - Sub Total</b>	<b>£438,000</b>	<b>£754,000</b>	<b>£155,000</b>
<b>TOTAL FULL YEAR COST</b>	<b>£1,184,577</b>	<b>£1,290,635</b>	<b>£380,531</b>
<b>Phased Implementation – September 2010/11 and 2011/12 – full year cost in 2012/13</b>	<b>£608,270</b>	<b>£645,278</b>	<b>£380,531</b>
<b>Full year cost brought-forward</b>	---	<b>£576,307</b>	<b>£645,357</b>
<b>ANNUAL RESOURCE INVESTMENT REQUIRED</b>	<b>£608,270</b>	<b>£1,221,585</b>	<b>£1,025,888</b>
<b>APPROVED FUNDING:</b>			
<b>Local Priorities Funding 2010/11 - approved</b>	£500,000	£200,000	---
<b>SRRB 1</b>	£100,000	£100,000	---
<b>Total Approved Funding</b>	<b>£600,000</b>	<b>£300,000</b>	---
<b>RESOURCE GAP</b>	<b>£8,270</b>	<b>£921,585</b>	<b>£1,025,888</b>

## SUMMARY

<b>TOTAL COST OF PROPOSALS</b>	<b>£2,855,743</b>
<b>TOTAL APPROVED FUNDING</b>	<b>£ 900,000</b>
<b>RESOURCE GAP</b>	<b>£1,955,743</b>