

EAST AYRSHIRE COUNCIL

COUNCIL 22 JUNE 2011

REPORT BY CHIEF SOCIAL WORK OFFICER

1. PURPOSE

The purpose of this report is to provide Council with:

- (i) information on the role and responsibilities of the Chief Social Work Officer (CSWO) and
- (ii) an initial Chief Social Work Officer Report for the period 2009/2011.

2. BACKGROUND

- 2.1 The Chief Social Work Officer is a statutory post in accordance with the Social Work (Scotland) act 1968 as amended by the Local Government (Scotland) Act 1994.
- 2.2 In 2009 following wide consultation with Councils, the profession and other stakeholders, the Scottish Government issued "Guidance on the role of the Chief Social Work Officer, and this was subsequently published in January 2010.
- 2.3 A specific element of the guidance is the recommendation of an annual report to Council from the CSWO. An initial report for period 2009/2011 is attached as appendix 1 of this report.

3. CHIEF SOCIAL WORK OFFICER REPORT 2009/2011

- 3.1 The period of 2009 / 2011 has been one of substantial service development and scrutiny for East Ayrshire Social Work and the partnerships within which we operate.
- 3.2 The environment in which social work operates presents significant challenge at present this includes:
 - The economic downturn has resulted in a reduction of resources available to the Council, and partners in the public, independent and voluntary sectors. Simultaneously, these same economic pressures have caused an increased demand for Social Services.
 - The impact of alcohol and drugs on our communities with implications in respect of not only the individual but also children affected by parental

substance misuse, other family members and wider impacts on community safety.

- Demographic change in East Ayrshire, which reflects national trends with growing numbers of our community living longer. This brings resource demands on community health and social care to meet the needs of very elderly people and people with complex needs who require support to live their lives as independently as possible.
- The recognised need to shift the balance of resources across all sectors from overly focusing on reactive responses at times of crisis, to proactive early interventions and in particular to support early years.

3.3 The initial report provides commentary on:

- The role and responsibilities of the chief Social Work Officer
- Information on statutory decision making over the period 2009/2011
- A progress report on key service areas over the period
- Outcomes of external scrutiny of the service and the partnerships within which we work.

3.4 The report concludes that in the period 2009/2011 Social Work Services in East Ayrshire have benefited from significant investment from the Council both in terms of financial resources and also the active participation, support and goodwill of senior council officers and elected members from across the Council.

3.5 Through self evaluation and external scrutiny all aspects of the service can evidence good progress towards identified priorities. In particular it is recognised that through the efforts, dedication and professionalism of employees at all levels our services are now more person centred and increasingly focus on outcomes based practice.

3.6 It is also recognised that there is scope for further and continuous improvement. There will always be a requirement in circumstances where children and adults at risk require protection from social work services to utilise statutory powers of intervention. It is however our ambition to develop services that where possible intervene early and provide support to prevent such situations.

4. PRIORITIES FOR 2011/2012

4.1 The priorities for the service in 2011/12 will include:

- Implementation of the next phase of redesign of children's services
- Further development of integrated social care and health services through Reshaping Care for Older People and the Integrated Resource Framework.

- Implementation of duties arising from the Criminal Justice and Licensing (Scotland) Act 2010 in respect of community payback orders.
- Exploration of opportunities for shared services with neighbouring authorities and other strategic partners including development of a pan Ayrshire out of hours social work service.
- Further analysis of the impact of alcohol and drugs on our communities leading to service redesign to support recovery of individuals, families and communities.

5. FINANCIAL IMPLICATIONS

- 5.1 The gross expenditure on Social Work services in East Ayrshire during 2010 / 2011 was over £78million, with net expenditure of almost £65million.

There continues to increasing demand for services due to

- Demography – an increasing number of older people who require social care supports
- Adult Services – People with complex care needs being supported in the community
- Children’s Services – increasing demand for social work intervention to protect children and support families.

- 5.2 During 2009 / 2011 The Council through the Social Work Sustainability programme has actively worked to acknowledge these service pressures and put in place strategies that over a three year period will meet identified need within the resources available to the Council and partners.

- 5.3 The anticipated budget outcome for social work for 2010/2011 after achievement of service efficiencies is anticipated to be within 0.4% of the allocated budget.

6. POLICY/LEGAL IMPLICATIONS

- 6.1 The CSWO supports the Council in respect of the duties of the Social Work (Scotland) Act 1968 and subsequent relevant legislation.

7. COMMUNITY PLANNING IMPLICATIONS

- 7.1 The role of CSWO in conjunction with Head of Service and Service Management supports appropriate partnership arrangements with Community Planning Partners to deliver on the strategic priorities of the Community Plan and the outcomes targets of the SOA.

8. RISK IMPLICATIONS

8.1 The provision of Social Work Services within the overall context of Community Planning supports:

- The protection of children, young people and adults at risk of harm
- Public protection arrangements in communities
- The Council and partners to mitigate against legislative, financial and reputational risk

8.2 The Chief Social Work Officer as outlined in section 2 of the report supports the Council in the effective delivery of these services and management of risk.

9. RECOMMENDATIONS

9.1 It is recommended that members of the Cabinet:-

- (i) note the content of the report

Eddie Fraser
Chief Social Work Officer
16 June 2011

LIST OF BACKGROUND PAPERS

Members requiring further information should contact Eddie Fraser, Chief Social Work Officer on telephone: 01563 576546

IMPLEMENTATION OFFICER: Eddie Fraser, Chief Social Work Officer

**EAST AYRSHIRE COUNCIL
DEPARTMENT OF EDUCATIONAL & SOCIAL SERVICES**

REPORT BY CHIEF SOCIAL WORK OFFICER 2009/2011

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Executive Summary

In the period 2009/2011 Social Work Services in East Ayrshire have benefited from significant investment from the Council both in terms of financial resources and also the active participation, support and goodwill of senior council officers and elected members from across the Council.

In return the service has following a period of reflection and review undertaken a programme of practice and service improvement focused on the delivery of better outcomes for the children, young people, and adults who use our services and the wider community of East Ayrshire.

At this point in our improvement journey we recognise that through the efforts, dedication and professionalism of employees at all levels our services are now more person centred and increasingly focus on outcomes based practice. Additionally, there is increasing awareness that Social Work services can only be delivered effectively in the context of integrated service delivery, particularly but not exclusively with the universal services of education and health and within the overall framework of the Community Plan. This is increasingly recognised by Social-Work practitioners and partners alike.

We also recognise that there is scope for further and continuous improvement. There will always be a requirement in circumstances where children and adults at risk require protection for social work services to utilise statutory powers of intervention. It is however our ambition to develop services that where possible intervene early and provide support to prevent such situations.

EAST AYRSHIRE COUNCIL

REPORT BY CHIEF SOCIAL WORK OFFICER

1. INTRODUCTION

- 1.1 The Chief Social Work Officer (CSWO) is a statutory post in accordance with the Social Work (Scotland) act 1968 as amended by the Local Government (Scotland) Act 1994.
- 1.2 In 2009 following wide consultation with Councils, the profession and other stakeholders, the Scottish Government issued “Guidance on the role of the Chief Social Work Officer, and this was subsequently published in January 2010.
- 1.3 The Guidance is one of the key products to be developed as part of the Government’s response to “Changing Lives, the Report of the 21st Century Social Work Review.”
- 1.4 The role of the Chief Social Work Officer includes responsibility for
 - Values and Standards
 - Availability and Access
 - Professional leadership
- 1.5 The principal factors of the Guidance, as relevant to the Council, are outlined in Section 2 of this report.
- 1.6 A specific element of the guidance is the recommendation of an annual report to Council from the CSWO.
- 1.7 This initial report is for the two year period 2009/2011. It covers a period of significant challenge, change and development of the service.

2. ROLE AND RESPONSIBILITIES OF CHIEF SOCIAL WORK OFFICER

2.1 Scope

- 2.1.1 The scope of the CSWO role relates to all social work and social care services, whether provided directly by the local authority, in partnership with other agencies or purchased on behalf of the authority.

2.2 **Role and Responsibility**

2.2.1 As outlined above the role of the Chief Social Work Officer includes responsibility for

- Values and Standards
- Availability and Access
- Professional leadership

A summary of these elements are outlined below.

2.3 **Responsibility for Values and Standards**

2.3.1 The delivery of effective social work services requires leadership and clarity in relation to the values and standards of the organisation.

The CSWO provides support for this through:

- establishing values and standards of professional practice;
- supporting Human Resources in ensuring that all social service workers meet the requirements of the SSSC's Code of Practice;
- satisfying themselves that there are effective governance arrangements for the management of the complex balance of need, risk and civil liberties;
- actively promoting continuous improvement, raising standards including the development of personalised services that are focussed on the needs of the user;
- taking final decisions on behalf of the local authority in relation to a range of social work matters;
- reporting to the Chief Executive and elected members on the findings of performance review reports; and
- preparing an annual report to the local authority on all the functions of the role.

2.4 **Availability and Access**

2.4.1 To discharge the responsibilities effectively, the CSWO needs:

- to **be available** to all registered social workers and other staff requiring professional advice and guidance; and
- to **have access** to people and information across the local authority, including the Chief Executive, elected members, managers and frontline practitioners, partner services and agencies.

2.5 **Leadership Responsibilities**

2.5.1 The CSWO is responsible for providing professional leadership, this includes:

- supporting and contributing to evidence-informed decision making - at professional or corporate level;
- seeking to enhance professional leadership and accountability throughout the organisation; and
- promoting partnership working across professions to support the delivery of suitably integrated social work services.

3 THE CHIEF SOCIAL WORKER ROLE IN EAST AYRSHIRE

3.1 In East Ayrshire, Social Work services are delivered within the Department of Educational and Social Services.

3.2 In July 2008 Cabinet agreed revised Chief Officer arrangements within the Department where operational management responsibility for social work was devolved from a single Executive Head of Social Work to a model where it is now shared through the Executive Director of Educational and Social Services, by the Head of Service Community Care and Head of Service Children and Families and Criminal Justice.

3.3 The introduction of these new arrangements were intended to bring the following advantages:

- Better availability of senior management advice to staff.
- Improved balance between educational services and social work at senior level within the Department.
- In-built automatic cover for the chief social work officer of the Council.
- Improved linkage to partner agencies.
- Improved service integration.
- More senior management time to implement local and national initiatives such as public protection arrangements, Getting it Right for Every Child (GIRFEC), Reshaping Care for Older People, Integrated Resource Framework, Corporate Parenting, Self Directed Care and Personalisation of the planning and delivery of social work interventions.

3.4 Following a successful recruitment campaign of two new chief officers the structure has been operational from January 2009.

3.5 It was recognised at the time of implementing these changes that the increased capacity at Chief Officer level would have further implications for senior management arrangements in Social Work.

3.6 A review of social work management was undertaken with the aim of:

- Putting in place robust arrangements for management and leadership of social work.
- Ensuring posts attract candidates with appropriate skills and experience.

- Reducing the tiers of management between frontline staff and Chief Officers.
- Aligning locality working arrangements of Social Work with other operational services in the Council and partner agencies particularly Housing and Children's Services delivered across Educational and Social Services

3.7 In June 2009 subsequent to completion of the review Cabinet agreed a revised senior management arrangement within the social work function of Educational and Social Services.

3.8 The Chief Social Work Officer role, complements the above matrix management model in respect of the responsibilities outlined above and further to the recruitment process completed for Chief Officers is located with the Head of Service Community Care.

4. STATUTORY DECISION MAKING

4.1 The Department of Educational & Social Services through our Quality Forum led by the Executive Director, publish an annual Quality and Standards Report in respect of progress against national and local priorities. This supplements the Corporate reporting of statutory and local performance indicators and the Council Annual Performance Report.

4.2 The details below indicate decisions taken by the CSWO or Head of Service as agency decision maker in respect of specific social work issues.

4.3 Mental health:

4.3.1 Compulsory detention in hospital or compulsory treatment in the community takes place under the auspices of the Mental Health (Care and Treatment) (Scotland) Act 2003.

4.3.2 The main duties of a Mental Health Officer with regard to Compulsory Detention are:

- To provide consent with regard to an Emergency or Short-Term Detention Certificate.
- To apply for a Compulsory Treatment Order.
- Interview patients who may be detained under the Act and prepare appropriate reports and care plans.
- To advise patients of their rights, including the right to have access to an independent advocate and to have a named person to look after their interests.
- To notify the Mental Welfare Commission and the patient's named person when someone is detained or an application is made for a Compulsory Treatment Order.
- To be the allocated Designated Mental Health Officer in accordance with the Act.

4.3.3 The following took place during the year 2009/2010 and 2010/2011:

Table 1: Mental Health: Statutory Interventions 2009-2011

	2009/10	2010/11
Compulsory treatment orders	17	28
Emergency detention in hospital	7	10
Short-term detention in hospital	37	57
Assessments completed by Mental Health Officers (including assessments to extend or vary orders, social circumstance reports, reports for court disposals for mentally disordered offenders)	36	52

4.4 Adults with Incapacity

4.4.1 When an individual lacks capacity powers through the CSWO may be required in order to safeguard the individual's personal welfare, property or financial affairs. The main powers (although not exclusive) sought are:

- To decide where the Adult should reside and be cared for.
- To determine what support the Adult requires and to arrange for such support to be provided.

4.4.2 Local Authority involvement in Guardianships is mainly confined to Welfare Orders although they still have responsibilities regarding applications relating to financial powers. The Local Authority may have to apply for Financial Guardianship where no one else is applying. However, they cannot act as Financial Guardians, only as Financial Interveners. If no one else is willing or able to apply the Local Authority can nominate a suitable person, such as a Solicitor or Accountant as Financial Guardians.

4.4.3 In all circumstances we will work to achieve the desired outcome through minimum intervention in a persons choices and independence.

4.4.4 Table 2: Applications For Guardianship 2009-2011

	2009/10	2010/2011
Financial Guardianship	15	23
Financial & Welfare Guardianship	8	6
Private Financial Guardianship	2	3
Private Welfare & Financial Guardianship	12	29
Private Welfare Guardianship	20	31
Welfare Guardianship	43	36

4.4.5 In 2010/11 the Council, across Social Work, Finance and Legal Services have been making preparation to introduce an Access to Funds scheme. This will allow interventions to be achieved without recourse to full financial guardianship. This will benefit individuals by least restriction on their independence and also least cost to the person and the Council to administer.

4.5 Secure Applications

4.5.1 Each year there are a small number of children who have been found to be a significant danger to themselves or others in the community. These children and young people are placed in secure care.

These placements can be instigated through Court proceedings, and on other occasions by the Head of Children & Families as agency decision maker or the CSWO following recommendations from a Children's Hearing or based on risk assessment by registered social workers.

4.5.2 Table 3 demonstrates an overall stability in the high level statics for placements. This however does not fully demonstrate the trends in East Ayrshire for a steady reduction in both the number of placements and the duration of each placement.

Table 3: Secure Placements 2009-2011

	2009/2010	2010/2011
Total Placements	5	6
Number of Individual children	5	4
Social Work Recommendations	4	3
Court Recommendations	1	3

4.6 Adoption

- 4.6.1 Many children who are accommodated in East Ayrshire have been placed there due to the concerns and problems created by their parents' substance misuse. It is largely due to the intractable nature of these problems that most of these children are unable to be rehabilitated to their parents.
- 4.6.2 The service has been working to match these children with permanent families and a continuing focus is to create through the redesign of our children's services a culture that provides the children the care and stability they require within agreed timescales.

Table 4: Adoptions Completed 2009-2011

	2009/2010	2010/2011
Number of Individual children	13	13

5. EAST AYRSHIRE SOCIAL WORK 2009/2011 - A PROGRESS REPORT

5.1 Introduction

- 5.1.1 The environment in which social work operates faces significant challenge at present this includes:
- The economic downturn has resulted in a reduction of resources available to the Council, and partners in the public, independent and voluntary sectors. Simultaneously, these same economic pressures have caused an increased demand for Social Services.
 - The impact of alcohol and drugs on our communities with implications in respect of not only the individual but also children affected by parental substance misuse, other family members and wider impacts on community safety.
 - Demographic change in East Ayrshire, which reflects national trends with growing numbers of our community living longer. This brings resource demands on community health and social care to meet the needs of very elderly people and people with complex needs who require support to live their lives as independently as possible.
 - The recognised need to shift the balance of resources across all sectors from overly focusing on reactive responses at times of crisis, to proactive early interventions and in particular to support early years.

- 5.1.2 The period of 2009 / 2011 has been one of substantial service development and scrutiny for East Ayrshire Social Work and the partnerships within which we operate.
- 5.1.3 The Council in 2008 initiated a programme of review and systematic development of Social Work Services in East Ayrshire.

The enhancement of leadership capacity outlined in section 2 of this report has provided a robust platform to deliver a strategic and operational change programme to improve outcomes for people who use our services.

From consultation with the workforce the Council also recognised the office accommodation within which social work services were located did not promote a positive environment within which to deliver services to the public or facilitate reflective practice. In response social work has been part of a Council wide Office Accommodation Strategy, that by early 2011 had delivered fully refurbished premises in Stewarton and Kilmarnock, with further programmes initiated for Galston and Cumnock. As a result by 2013 all social work staff will operate from modern office accommodation with appropriate IT infrastructure.

- 5.1.4 At the same time a programme of social work sustainability that links, community need, social work activity and workforce development to resources including revenue and capital implications has been undertaken. The progress and impact of the programme is outlined in the sections below in respect of functions within the service.
- 5.1.5 In May 2010 Cabinet considered a report on the sustainability of the Social Work Service and agreed a financial framework that will see £9.44m invested over the 3 year period 2010/2011 to 2012/2013 to meet service pressures and support redesign of Children and Families Services. Modernising working practices within the service and committed investment will release £4.33m towards this total with the balance of £5.11m considered through the Council revenue budget.

5.2 **Partnership Working**

- 5.2.1 Robust partnership arrangements are integral to the delivery of effective social work services in East Ayrshire.
- 5.2.2 Our most important partnerships are with the communities we serve. We have continued engagement with people who use services, family carers and community forums, not only for consultation on proposals developed by the council and statutory partners but in fuller relationships around direction of services, development and implementation.

This has included:-

- Annual Older People Conference

- Learning Disability Awareness Week
- Youth Forums
- Alcohol and Drugs partnership network
- Budget consultations

The outcomes of this engagement is evident in the development of our strategies and working practices.

- 5.2.3 At a strategic level Public Protection arrangements in East Ayrshire are overseen by a Chief Officer's Group where membership includes the Chief Executives of East Ayrshire Council and NHS Ayrshire & Arran, alongside the local Chief Superintendent from Strathclyde Police. The focus of the group has historically been in respect of Child Protection services. However, in the past 2 years the group has maintained focus on protection of children and has developed to widen its remit to include, Adult Support and Protection, MAPPA (Multi Agency Public Protection Arrangements) and, most recently, the Violence Against Women Partnership. This expansion of role recognises the importance of each of the work areas individually and also the complex interrelation across the themes. The Chief Officer Group is supported and advised by the CSWO and the Chairs of the appropriate committees detailed at 4.2.4
- 5.2.4 At a practice level this strategic integration has supported organisational learning and partnership working across the themes and where appropriate a sharing of resources and joint delivery of public protection messages.
- 5.2.5 The East Ayrshire Community Health Partnership (CHP) has a lead role in the interface between Community Health and Social Care and is responsible for the delivery of the objectives of the Improving Health and Wellbeing theme of the Community Plan. The strategic priority is improving physical and mental health, wellbeing and care, and reducing health inequalities.
- 5.2.6 A pan Ayrshire review of CHPs in 2008 has brought increased local elected member involvement in the CHP and an increased role within the NHS as a full Committee of the Ayrshire & Arran NHS Board. The delivery model is with the CHP as a partnership body where services are managed within rather than by the CHP.
- 5.2.7 Working with the NHS to deliver integrated services, making best use of joint financial and human resource capacity remains a priority area for development. The Partnership has made progress in this area particularly through Reshaping Care for Older People, and work on the Integrated Resource Framework, but there remains and requires to be further development of this area.

5.3 Developing Our Workforce

5.3.1 The social work service and the partnerships within which we work recognise our most important asset is the people we employ. Development and support of this workforce has been a priority during 2009/2011.

5.3.2 Through the Council-wide EAGER process (East Ayrshire General Employee Review) we have offered development opportunities not only for formal training but also support tailored to develop the skills and experience of the individual.

5.3.3 Leadership within Social Work has been encouraged throughout the organisation and there are examples of existing good practice such as:

- The establishment and support of a Practitioner's Forum has been an important step towards promoting frontline leadership.
- Engagement of employees has been key to service development, with staff at all levels given an opportunity to advise on and influence improvements in the work they undertake.
- Engagement of employees in an open and meaningful way in the financial challenges the Council faces to seek their ideas in supporting continuity of quality services within the resources available.

5.3.4 As a matter of priority this practice will be built upon and in 2011 / 2012 leadership capacity at frontline level will be encouraged and nurtured.

5.3.5 We are actively promoting the development of an Outcomes Approach across all elements of the service. The management team have initiated a series of development sessions across the Social Work Service including external facilitation of a workshop on supporting and encouraging an outcome approach to practice.

5.3.6 Employees at all levels have been encouraged to take advantage of opportunities for professional development.

- In 2009/2011 Social Work continued partnership arrangements with Kilmarnock College to provide opportunities for 16 staff to achieve HNC qualifications in social care. The programme is aimed to ensure every member of staff who requires such a qualification achieves this by 2011.
- Within our own training team a programme to ensure all social care staff including personal carers have appropriate vocational qualifications has been maintained with over 67% of the workforce now holding appropriate SVQ qualifications.
- Managers within the service have undertaken recognised development programmes in conjunction with the University of the West of Scotland.

5.3.7 Within the redesign of Children and Family services opportunities have been established to develop new paraprofessionals roles where will utilise the skills and experience of individuals to support lead professionals in effective interventions with children and their families.

5.4 Registration of the Workforce

5.4.1 Close and direct liaison has been undertaken with the Scottish Social Services Council and employees in respect of registration and re-registration of the workforce with a particular focus on evidencing practice learning

5.5 Practice Governance

5.5.1 The publication of the “Guidance on the Role of the Chief Social Work Officer,” in January 2010 was an important step in providing clarity at a strategic level for Councils, the profession and partners of the framework for governance of Social Work. Complementing this, the Practice Governance Framework published in March 2011 supports a national perspective around the practice agenda.

5.5.2 In East Ayrshire practice governance for social work staff has been supported by the steps taken during 2009/2010 by the Council in the development of organisational and professional leadership, and this provides a sound basis for supporting practice governance for the profession locally. The subsequent change agenda agreed by the Council in respect of service arrangements together with workforce development through Social Work sustainability have increasingly provided support through workload management, supervision and advice.

5.5.3 During 2009 the Council contributed to a consultation on the The Role of the Registered Social Worker in Statutory Interventions. The Guidance published in March 2010 supports Local authorities in our statutory responsibility to promote social welfare. For East Ayrshire we recognise that in protecting and promoting the welfare and wellbeing of children, adults at risk and communities, statutory powers may require to be exercised to address very serious, complex issues. Our approach in such circumstances is to ensure accountability for exercising these duties of balancing competing needs, risks and rights rest with a registered social worker.

5.5.4 We also seek to support good practice through regular and meaningful supervision and during 2009/2011 have implemented a new supervision policy with a commitment to review this during 2011/12.

5.5.5 We are fully committed to self evaluation at a practice and service level and have utilised frameworks including those developed through Social Work Inspection Agency (SWIA) to facilitate this. To support our work in this area we have a case file audit programme that in 2009/11 has equipped managers across the service

to utilise validated tools to support practice improvement. Throughout 2011/2012 we will further embed this process in frontline practice.

6. SERVICES TO OLDER PEOPLE

6.1 In April 2006 by the then Social Work Committee agreed our Strategic Direction of Older people services 2006-2011, including our Supported Accommodation Strategy for Older people.

6.2 The principles include that the Council:

- Focus direct delivery of service in supporting people to remain living in their own home when it is safe and practical to do so.
- Work in partnership with the independent sector to provide high quality homely accommodation when people require accommodation away from home.

6.3 During 2008/2009 initial work in respect of Social Work sustainability identified that our services to older people were high performing, meeting and often exceeding national and local performance indicators in delivering the outcomes we had aspired to. Within the overall positive service model it was identified there existed a level of inequity within geographic localities of the Council in terms of levels of service provided to meet similar needs, and inefficiencies in terms of the human resource practices to deliver the service. Specific elements of the service (e.g. home from hospital team) were exhibiting innovative practice in supporting a re-ablement culture and an outcome based approach to support independence, other elements whilst providing high quality supports were inadvertently supporting a dependence culture.

6.4 A programme of change and improvement has been undertaken in older people services to achieve a change of culture, release efficiencies and continue to deliver high quality sustainable services. The principal themes have been:

- improved working practices;
- increased fairness and equity in application of Eligibility Criteria; and
- review of the management and delivery model.

6.5 This challenging objective has been successfully met in an environment where demography results in service pressures to meet the needs of an increasing number of older people in our communities.

6.6 Building on our established success the Reshaping Care for Older People Engagement Programme is a renewed opportunity to engage on a wide scale across Community Planning Partners to plan for service change and development over the next decade. During 2010/2011 this has already been a meaningful process that has encouraged and enabled older people and partners from

statutory, voluntary and independent sectors to actively contribute to the developing proposals.

6.7 Through the Community Health Partnership we are utilising this engagement in informing the 2011/2015 Older People Strategy. The emerging principles are:

- community capacity building – fully engaging communities, the voluntary sector and universal services in the future delivery of care and support of older people;
- services to sustain Independence – high quality community based services that support people to live as independently as possible at home or in a homely environment; and
- services to support rehabilitation and reablement – integrated services that deliver personalised health and social care interventions to support regain and maintain independent living.

7. ADULT SERVICES

7.1 Over the past decade service models in East Ayrshire were developed to support some of the most vulnerable people in our communities with complex needs to benefit from a programme of successful deinstitutionalisation of adult services with a move from hospital and care home based services to community based models. Within this overall success there is a level of concern that the most intensive arrangements over professionalise supports and do not build natural networks of support.

7.2 A review of adult services in 2008/2009 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; and
- adults with disabilities who have been cared for by family carers but now require increased support from statutory services

7.3 It was 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.

7.4 The principal themes of the Change Programme are:

- Through the Integrated Resource Framework development of sustainable support models that continue to promote community living whilst balancing risk, need, independence and resource availability.
- Day Services for people with Learning Disabilities that link care, learning, socialisation and employment
- Accommodation models including the specific challenges of Transitions

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

7.5 Day Services

7.5.1 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.

7.5.2 The Review report, “Getting it right for everyone” identifies as principal themes and priorities:

- increased inclusion with Community Services;
- increased inclusion with Leisure Services;
- development of purposeful college opportunities; and
- development of increased employment support.

7.5.3 Within the Capital Programme we are commissioning modern facilities to support the development of day services that are both specific and integrated with universal services.

7.6 Support Models As Part Of The Integrated Resource Framework (IRF)

7.6.1 To support analysis and development of models of care East Ayrshire Mental Health and Learning Disability Partnership has participated as a phase 2 pilot in the national Integrated Resource Framework programme.

The aims have been 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); and
- develop a shared understanding and ownership of risk and agree risk levels that all agencies will work with across the partnership.

7.6.2 Through review of care supports both on an individual and locality basis we have continued to develop models to meet the needs of individuals.

7.6.3 We have recognised that in order to support individuals to live independent lives we need to develop at points of transition models that:

- identify and promote abilities for activities of daily living as well as support needs;
- identify areas of risk and develop strategies to manage these including use of telecare; and
- build confidence with individuals and families that support models are appropriate and safe.

7.6.4 In one workstream of this work development of support models 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 including Cumnock and Stewarton. In total over 20 new tenancies have been identified during 2009/2011.

7.6.5 In a complementary workstream we are in an advanced stage of recommissioning Ross Court Resource Centre in Galston as a facility to provide transitional support for people to access independent living.

8. ALCOHOL AND DRUGS SERVICES

8.1 Like many areas in Scotland, East Ayrshire faces major social and health challenges in relation to problematic substance use.

8.2 There is a substantial and invasive impact of alcohol and drugs in our communities, this includes:

- the impact on the health, wellbeing and life chances of the individual with the addiction;
- the impact on children affected by parental substance misuse, in terms of neglect, loss of opportunity, and stigma;

- the impact on communities through crime and the fear of crime; and
 - the impact on society in terms of direct and indirect cost.
- 8.3 In 2009 East Ayrshire Alcohol and Drug Partnership was established within the Community Planning framework. It succeeded previous partnership arrangements that had been established through the East Ayrshire Community Planning Alcohol and Drugs Pledge 2008-2010 and previous pan Ayrshire ADAT (Alcohol and Drug Action Team) strategic plan.
- 8.4 The new partnership arrangement aims to improve the previous alcohol and drug delivery and accountability arrangements, to ensure better outcomes for those experiencing problems with substance misuse or dependency.
- 8.5 It also importantly seeks to engage not only community planning partners but also wider stakeholders including the voluntary sector, people who use services and family carers.
- 8.6 Work in the partnership in this initial period has to a significant extent focused on this engagement and needs assessment there have also however been important delivery achievements that have included:
- a nationally recognised resource to support alcohol education in our schools;
 - increased support to children affected by parental substance misuse;
 - increased support to older people with alcohol dependency to prevent falls; and
 - achievement of referral to treatment HEAT targets
- 8.7 This is an area of importance that will require further development over the coming months and years. East Ayrshire Alcohol and Drugs Partnership (ADP) will prepare a Strategy 2011/2015 that will seek to redesign delivery arrangements and refocus resources towards a Recovery Oriented System of Care that will provide positive outcomes for individuals, families and communities.

9. SERVICES TO CHILDREN

- 9.1 At a national level, work relating to children and family social work services has had a strong focus on shifting to an outcomes based approach as set out the national policy agenda “Getting it Right for Every Child”.
- 9.2 In 2009 in East Ayrshire, detailed audit and review activity was undertaken in the children and family social work service to identify strengths and areas for development. This work was initiated due to concern about increasing need and escalating costs, along with a continuing commitment to seek the best possible outcomes for children and young people in need of support and / or protection. This work highlighted specific issues in East Ayrshire including:

- a year on year increase in referrals to social work, resulting in service pressures;
- a significant impact of alcohol, drugs and domestic violence on children and young people;
- a high increase in the number of children and young people accommodated between 2002 and 2008.

9.3 In May 2010, East Ayrshire Council's Cabinet approved a plan to redesign children and family services. The new service design aims to ensure:

- a clear strategy for intervening with children and 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, where it is appropriate and safe to do so;
- 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.

9.4 Progress has been made throughout 2010 and 2011 in implementing the new service design. It is envisaged that this is a five year change process with a significant three year financial investment plan (£2.8M) including structural, human resource, cultural and practice changes.

9.5 To date, progress has included engagement with staff in creating a new model of service delivery and the implementation of the structural changes reflect a commitment to services being based on the experience of the child / young person accessing social work support. This means that services are now organised in three key areas: locality services (access point / base for lead professionals); intensive services (a focus on preventing children and young people being accommodated or in supporting them to return to the care of their parents) and corporate parenting services (services which provide care for children and young people who cannot live at home).

9.6 A range of performance and management information is in place as part of the continuing commitment to self evaluation. Key indicators of progress / success have been identified including:

- **Improvement in practice standards**

Significant effort has been made to improve the timescales for submitting reports to the Reporter to the Children's Hearing. This has improved from 16.8% in 2008/2009 to 68% in 2010/2011. This has been achieved by managers and practitioners working together to improve the experience of children and their families. This has involved process mapping, administrative improvements and

- **stabilising the numbers of children and young people who are looked after**

Historically within East Ayrshire, the numbers of looked after children has been higher than the national average. There has been an increased focus on supporting children and young people to live at home, where it is safe and appropriate to do so. As at 31st July 2010 there were a total of 482 children and young people looked after by East Ayrshire Council. This represented a decrease of 11% from the position at 31 March 2009 when 528 children and young people were looked after. This was the first time the number of children looked after had decreased since 2004. Nationally the number of children looked after has increased every year since 2001. The number of children who became looked after also reduced from 191 in 2008-09 to 115 in this reporting period, a decrease of 40%, in contrast to a 7% increase nationally. In addition, 159 children and young people ceased to be looked after in 2009 -10 compared to 110 in the previous year. This represents a 30% increase in the numbers ceasing to be looked after. Nationally there was a 3% increase.

9.7 In summary, the social work service has made significant progress in stabilising the numbers of looked after children in East Ayrshire over the year. It should be noted that this number fluctuates on a week to week basis as the service responds to crisis situations and inevitable variations in referral patterns.

- **increase in the number of qualified social workers in locality services to address high risk / child protection work**

The service design has also set out the need to increase the number of qualified social worker posts. There has been a strong focus on recruitment which has successfully attracted new staff to the area. The current position is:

Location / No of Posts on establishment (FTE)	May 2010 (Date of Cabinet)	June 2011
Localities (Frontline Service)	37	42

9.8 Priorities in 2011 / 2012 include:

- the recruitment of managers and staff (including the new para-professional grade)
- induction of new staff
- specific workforce development programmes to support culture and practice change (planned by designation)
- further engagement with partner providers to maximise opportunities for reducing costs and efficient / effective service delivery
- the reshaping of existing services with partner providers to create more flexible and responsive approaches
- the development of new support arrangements for foster carers (out of hours support via intensive services)

10. CRIMINAL JUSTICE SERVICES

10.1 The criminal justice system in Scotland has been the focus of transformational change over the last two years due to the implementation of new legislation and national policy. For criminal justice social work service, this has resulted in changes in service delivery and the introduction of new national outcomes and standards.

10.2 The publication of *Reforming and Revitalising* (Scottish Government, 2007), *Scotland's Choice* (Scottish Prisons Commission, 2008) and *Fair, Fast and Flexible* (Scottish Government, 2008) has highlighted that Scotland has a significant choice to make about the use of imprisonment into the future if they are to be used appropriately to protect the community from people who commit serious crime. This means that there needs to be a shift to immediate, effective and swift justice. This includes payback to communities, reparation and more effective use of imprisonment for public safety. All of this means that there needs to be engagement with the public about a rational solution to the problems, alongside increased confidence about the use of community based sentences.

10.3 The Criminal Justice and Licensing (Scotland) Act 2010 implemented community payback orders on 1 February 2011 for offences committed on or after this date. These replace a range of existing community based orders and introduces a single order with a range of nine possible conditions including unpaid work. Within East Ayrshire, a range of activity has been undertaken to prepare for the changes including attendance at national seminars; local training / staff development and briefings of key agencies and partner agencies. Implementation is at an early stage although the number of new orders made have been relatively high in this area in comparison with the rest of Scotland.

10.4 In preparation for the introduction of community payback, a new approach to the provision of unpaid work (formerly community service) was approved by the Ayrshire Criminal Justice Partnership Joint Committee. This has resulted in

unpaid work being delivered via a two court model in Ayrshire. This means that staff are able to respond immediately to the implementation of orders (within 7 days). By working across Ayrshire, the new arrangement is also increasing the scope and range of placements, which in turn is increasing the ability to complete orders with speed (within six months). Development activity has also been central to the changes, with a high profile visibility campaign across the south west Scotland area being nationally recognised as best practice. Further work is also in the planning stage in respect of a new model for the organisation of the locality based criminal justice service.

- 10.5 New national outcomes and standards for criminal justice social work were introduced in 2010 as part of the overall national programme of change in modernising justice services. There is a strong focus on social work services being “immediate, visible, effective, high quality, flexible and relevant” (Scottish Government, 2010). The guidance introduces a practice framework which supports a shift towards an outcomes focused approach to practice. Staff training and development sessions have taken place and monitoring arrangements have been implemented to ensure compliance with the standards.
- 10.6 Several partnership developments with the criminal justice social work service have been progressed and implemented since 2009. This has included a successful bid for funding to deliver the Caledonian Programme in South West Scotland, targeted at working with the perpetrators and victims of domestic abuse. A Steering Group is in place and the service is now fully staffed. The national training programme commenced in February 2011 and the system was implemented in Ayrshire on 1 April 2011. The outcomes of the programme will be evaluated by the Scottish Government Effective Practice Unit.
- 10.7 Partnership has also been critical to progressing joint risk assessment and management arrangements within MAPPA (multi-agency public protection arrangements). The annual report 2009 / 2010 highlighted the range of activity in developing both the strategic partnership via the Strategic Oversight Group and the operational activity via an implementation group.
- 10.8 Given the range of developments and changes within criminal justice services, the implementation of a performance and management information framework has been central to the monitoring of change and to an ongoing commitment to improvement through self evaluation. This has been regularly reported to the Ayrshire Criminal Justice Partnership Joint Committee. Key performance indicators have demonstrated effective performance in serving the court e.g. social enquiry report submitted on time 2009/2010 – 99.2% and 2010/2011 – 99.3%.
- 10.9 In addition, specific self evaluation activity has taken place, for example the social work service within HMP Kilmarnock planned and implemented a self evaluation exercise based on “how good is our team”. This included external perceptions of the team’s effectiveness. This work was well received by social work inspectors

when the Social Work Inspection Agency (SWIA) inspected prison based services across Scotland in 2010. The local report was positive and confirmed that the team's own improvement plan based on self evaluation was an appropriate reflection of strengths and needs. Self evaluation was also undertaken in partnership with the three other local authorities in South West Scotland on the management of high risk offenders. This activity was supported by SWIA and resulted in the development of area specific action plans. Other sampling and audit activity has contributed towards improvement planning, for example, the survey of service users in respect of customer care and the staff survey (both conducted in 2010).

10.10 Finally, the service has been the subject of a range of inspection activity, including the follow up and conclusion to the performance inspection of the criminal justice service (2009), the multi-agency inspection of offenders who present a high risk of serious harm (2009) and the prison based inspection (2010). As outlined, the findings were generally positive and reflected the self evaluation work undertaken at local level, resulting in local improvement action plans which were considered as appropriate and relevant.

11. SCRUTINY

11.1 In addition to internal Governance the service is subject to external scrutiny. At a service level in recent years Social Work in East Ayrshire has been subject to external inspection in relation to a wide range of areas outlined below with subsequent publication of reports.

11.2 Social Work Inspection Agency (SWIA)

11.2.1 The Social Work Inspection Agency published three reports in respect to East Ayrshire Social Work Services

- Performance Inspection of Social Work Services in East Ayrshire (Published June 2009)
- Follow Up of Performance Inspection June 2010
- Kilmarnock Prison Based Social Work Report September 2010

11.2.2 At the end of 2008 the Social Work Inspection Agency (SWIA) as part of a programme for all 32 Scottish Councils, conducted a Performance Inspection of Social Work services in East Ayrshire. The report published in June 2009 provided a balanced view of Social Work in East Ayrshire Council, evidencing many areas of good practice, and in all areas evaluated strengths outweighing weaknesses. There were a number of areas identified where services could be improved and the report contained 15 recommendations. The service developed an action plan to address the recommendations and has since this time included them in our improvement agenda.

11.2.3 In June 2010 SWIA carried out a follow-up inspection and the follow up report describes progress made on each of the 15 recommendations and in relation to any specific concerns arising or reported on since the original inspection fieldwork. It was recognised at the time by SWIA that the progress achieved and outlined below over such a short timescale was in line with the best performing Councils nationally.

Table 5: Summary of the SWIA Follow-up Inspections

EVALUATION	EAST AYRSHIRE PERFORMANCE
Fully Met	8 Recommendations
Substantial progress	4 Recommendations
Some Progress	3 Recommendations
No Progress	0 Recommendations

11.2.4 In March 2011 SWIA published a “**Report on the follow up of performance inspections of council social work services**” where they considered and compared progress made against recommendations in the initial inspections across all Scotland’s 32 Councils. The report makes specific recognition of the progress made in East Ayrshire over a short period:

“Two councils that were mid-range performers in inspections were amongst the strongest improvers, and had met or achieved substantial progress in 80% of recommendations. These were East Ayrshire and Perth and Kinross.”

11.2.5 The report also compares improvement to SWIA’s initial evaluation of Leadership in the Performance Inspections and again notes that the improvement in East Ayrshire is significant as it has been achieved from an initial evaluation of “adequate”.

“The four strongest improvers at follow up were North Lanarkshire (rated very good on leadership), Scottish Borders (good) East Ayrshire (adequate) and Perth and Kinross (very good). All four had met 80-100% of recommendations wholly or substantially.”

11.2.6 It is reasonable to conclude that the actions taken by the Council in 2008 to enhance Leadership capacity in Social Work have contributed significantly to this improvement.

11.3 HMIe

11.3.1 HMIe carried out a Joint Inspection of services to protect children and young people in the East Ayrshire Council Area and this was published in March 2010. This type of inspection evaluates performance of the services provided by the Council and other agencies such as the NHS, Police and Scottish Children’s Reporters Agency to support the protection of children.

11.3.2 Inspection Findings

11.3.3 The report was positive in respect of the improvements made in arrangements to protect children in East Ayrshire and highlighted that positive progress has been made in respect of one of the key quality indicators - response to immediate concerns, in the short time since a previous inspection in 2008.

Table 6: Summary of HMle Reports on Services to Protect Children

EVALUATION AREA	REPORT 1 (2008)	REPORT 2 (2010)
Children are listened to and respected	Very Good	Very Good
Children are helped to keep safe	Very Good	Very Good
Response to immediate concerns	Adequate	Good
Meeting needs and reducing long term harm	Adequate	Satisfactory

11.3.4 The Council has seen that within existing partnership arrangements East Ayrshire Child Protection Committee are progressing the improvement actions, and East Ayrshire Chief Officers Group, oversee the final action plan and ensure implementation of the actions.

11.4 Care Commission

11.4.1 At the operational level this organisational scrutiny has been supplemented in respect of services registered through the Regulation of Care Act. This includes:

- care at Home;
- housing support;
- day service adult;
- day service older;
- fostering & adoption;
- residential adult services;
- residential older people services; and
- residential children's services.

11.4.2 Until March 2011 the Scottish Commission for the Regulation of Care (Care Commission) was responsible for registration and Inspection of care services. This has been succeeded by the Social Care and Social Work Improvement Service (SCSWIS) from April 2011.

11.4.3 Within an overall positive picture there is significant variation in the care commission evaluations of quality of services.

11.4.4 A particular area of concern has been the number of care home services for adults and older people that have been received evaluations of weak or unsatisfactory in respect of "Quality of Care" theme. A report was provided to Cabinet on 22 June 2011 detailing issues in this area and the proposed actions we will undertake throughout 2011/12 to deliver improvement in the quality of care to people resident in the sector.

11.4.5 Through the Reshaping Care for Older People programme outlined above specific actions will be undertaken to improve quality through a partnership of the Care Providers, the Council, Health Service and SCSWIS.

12. CONCLUSION

12.1 The decision of the Council in July 2008 to review arrangements for leadership, management and delivery of Social Work services in East Ayrshire has resulted in an in depth programme of staff and service development including cultural change to focus more explicitly on outcomes for children, young people and adults who receive services.

12.2 The agreement by Council for establishment of new management arrangements for the service has provided the capacity to support leadership in the service through a programme of practice and service improvement.

12.3 The social work sustainability activity provided a foundation to set priorities for the service, identify opportunities for efficiencies in resources that could be freed up towards the identified priorities and also secured resources from the Council to meet the balance of investment required to meet resource pressures including the redesign of children and family services.

12.4 This has been supplemented by an investment in infrastructure including office accommodation, information technology and a capital programme to support delivery of modern social care services.

12.5 In the period 2009/2011 through self evaluation all aspects of the service can evidence good progress towards the identified priorities, and in particular we recognise that through the efforts, dedication and professionalism of employees at all levels our services are now more person centred and increasingly focus on outcomes based practice.

12.6 We also recognise that there is scope for further and continuous improvement. In 2011/2012 our priorities will include:

- Implementation of the next phase of redesign of children's services
- Further development of integrated social care and health services through Reshaping

- Care for Older People and the Integrated Resource Framework.
- Exploration of opportunities for shared services with neighbouring authorities and other strategic partners including development of a pan Ayrshire out of hours social work service.
- Further analysis of the impact of alcohol and drugs on our communities leading to service redesign to support recovery of individuals, families and communities.

Eddie Fraser
Chief Social Work Officer
16 June 2011

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
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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