

EAST AYRSHIRE COUNCIL

SOCIAL WORK COMMITTEE : 4 NOVEMBER 2004

EVALUATION OF INTEGRATED SERVICES

Report by the Executive Director of Educational and Social Services

1. PURPOSE

- 1.1 To seek approval for the development and use of an evaluation framework for integrated services.

2. BACKGROUND

- 2.1 Over recent years there has been an increasing emphasis on integrated services. One of the most significant landmarks was the introduction of the new community schools initiative in 1999. East Ayrshire has long been committed to such approaches, and is at the forefront of these developments nationally. Most obviously, the departments of education and social services merged in 2000 and established a programme "Working Together to Strengthen Services". Committee has approved a series of reports on this initiative over the years. More recently, the learning partnership programme has been implemented, giving a practical expression to this wider vision for integration of services. The Council has enjoyed excellent co-operation from the health service in these approaches.
- 2.2 At national level, the potential for these developments is being recognised in a variety of ways. The initiatives on looked after children and child protection rely on integrated working. A national unit is now being established to progress the inspection of integrated working. This work is proceeding in parallel to the initiative for the inspection of child protection services.
- 2.3 There is also a national drive now to rationalise the various planning frameworks that apply to Council Services. This will, if successfully implemented, bring together Community Planning, Children's Service Planning, and the various service-specific planning threads such as the national priorities for education or the joint futures agenda in social services.

3. PRESENT POSITION

- 3.1 The Department of Educational and Social Services is committed both to integrated working and continuous improvement. A number of evaluations have already taken place looking at provision in this area. This includes a pilot study on the evaluation of educational provision for looked after children and a report on the learning partnership initiative.
- 3.2 Each separate service within the Department has a system of evaluating provision. To greater or lesser degrees these systems take account of partnership working. Such approaches which focus on separate service areas should not however be confused with providing an evaluation of the effectiveness of integrated working which is a wider, stronger but more elusive concept.

4. DEFINITION

- 4.1 The earlier sections of this report highlighted the various developments in integrated working at strategic levels. It is to be expected that such planning is necessarily associated with performance review based on the specific outcomes given in the original plans.
- 4.2 Integrated provision is more than the provision of independent services under one banner, or for that matter, the establishment of joint plans that are then implemented separately. For the services available to people in East Ayrshire it has to be constantly re-emphasised that service integration is not an end in itself. Successful joint working must make a difference that is of direct benefit to the user of the service and it is this aspect that should be the focus of any evaluation.
- 4.3 For East Ayrshire the principal vehicle for the delivery of integrated services is the learning partnership. This organisation links the strategic framework with the direct delivery of services. It follows, therefore, that the learning partnership should have significant involvement in the evaluation of integrated services.

5. DEVELOPMENT PROCESS

- 5.1 A joint working group has been established with representation from educational services, social services, onsite services and support to communities. This group reviewed all current significant documentation related to self-evaluation throughout all services within the department. Account was taken of known developments in areas such as health service provision, the national integrated planning framework and the development of the inspection of education authorities (DEVINEA). Preliminary consultations have taken place within individual services, from which helpful comments have emerged.
- 5.2 As a result of this work a comprehensive draft framework of performance indicators has been produced. A copy of this document is available in the Members' Information Point. The framework envisages that the evaluation would emphasise the impact on key or critical groups of service users that would include, for example:
- looked after children
 - carers
 - children and families affected by disability
 - families where children have additional support needs
 - young people leaving education or at times of transition
 - excluded young people and their families
 - ethnic minority groups

It is anticipated that a comprehensive evaluation would include these and other groups. Alternatively, it is more probable that a rolling programme examining the services available to meet particular needs and according to strategic priorities will be developed.

6. IMPLEMENTATION

6.1 Phase 1

Section 5 highlighted the importance of consultation across services. It is most important that staff and service users feel ownership of any quality process. Opportunities must therefore be created for relevant groups to make a contribution to the next stage of development. It is therefore proposed that there should be a period of consultation that will last until January 2005. During this phase, the following groups will be consulted:

- Groups of representative young people
- Representatives of parents and carers
- Representative adult groups, including school boards
- Staff focus groups
- Allied services (eg health, police)
- Voluntary and partner organisations
- All relevant unions
- Specialist services (eg psychological services, performance and development, quality improvement)
- Other Council Departments

A seminar will be held for senior managers including headteachers, social work, community learning and development, pre-5 services and onsite services.

6.2 Phase 2

Following amendment as a result of the consultation that has taken place in phase 1, a pilot exercise will be undertaken between February and March 2005. This experience will then be used to finalise the documentation and procedures making the full framework available for use from the summer of 2005 onwards. Full implementation will be carried out taking account of national evaluations, for example in the area of child protection.

6.3 The consultations and further development work will be regarded as a joint project between the quality improvement team within education and the performance and development sections in social services. It will be supervised by a steering group comprising representation of senior officers of education, social work, support to communities, and onsite services. This group will be chaired by the Head of Service: Quality Improvement.

5. POLICY/LEGAL IMPLICATIONS

5.1 This development marks a further milestone in the Council's drive to integrate services as reflected by the re-organisation of 2003 and the Statement of Assurance on Child Protection.

6. COMMUNITY PLANNING IMPLICATIONS

6.1 This development takes account of the new guidance on integrated planning, including Community Planning, disseminated by the Scottish Executive in September 2004. The evaluation resulting from this exercise will be capable of informing future community planning exercises. A direct contribution will be made to the "Improving Opportunities" theme in the Community Plan, and, to a lesser degree, Community Education.

7.1 FINANCIAL IMPLICATIONS

7.1 The costs of implementation will be met from within existing budgets.

8. RECOMMENDATIONS

8.1 It is recommended that Members:

- (i) note the stage of development reached in the evaluation of integrated services within the Department of Educational and Social Services;
- (ii) approve the implementation programme described in this report;
- (iii) request the Executive Director (Educational and Social Services) to provide future reports on this development, as appropriate;
- (iv) note that this report will also be considered by the Education Committee; and
- (v) otherwise note the contents of this report

John Mulgrew
Executive Director (Educational and Social Services)
20 October 2004
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LIST OF BACKGROUND PAPERS

- 1. "Guidance for Integrated Children's Service Plans 2005-2008", Scottish Executive
- 2. "How Good are Our Services for Looked After Children ?" HMIE
- 3. "Quality Management In Education", HMIE
- 4. "European Foundation for Quality Management/Excellence Model", EFQM
- 5. "Child Protection Framework", Scottish Executive
- 6. "Statement of Assurance on Child Protection", East Ayrshire Council et al 2004
- 7. "The Child at the Centre", HMIE
- 8. "How Good is Our Community Learning and Development?" HMI
- 9. "National Care Standards", Care Commission
- 10. "How Good is Our School?", HMI
- 11. "Joint Futures" (various documents), Scottish Executive

For further information please contact:
Graham Short, Head of Service: Quality Improvement, telephone: 01563 576089

IMPLEMENTATION OFFICER: GRAHAM SHORT