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**REPORT TO: EDUCATION, COMMUNITIES AND ORGANISATIONAL  
DEVELOPMENT COMMITTEE 3 FEBRUARY 2021**

**SUBJECT: WELLBEING SUPPORT FOR CHILDEN, YOUNG PEOPLE AND  
FAMILIES**

**BY: DEPUTE CHIEF EXECUTIVE (EDUCATION, COMMUNITIES AND  
ORGANISATIONAL DEVELOPMENT) AND CHIEF OFFICER,  
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**1. REASON FOR REPORT**

- 1.1 To propose a pilot for a streamlined locality planning model across children's services that aims to improve the deployment of multi-agency services to meet the mental health and wellbeing needs of children, young people and families in Moray.
- 1.2 For the purposes of this report 'children's services' refers to all public services and other organisations responsible for delivering services to improve the wellbeing of children, young people and families in Moray.
- 1.3 This report is submitted to the Education, Communities and Organisational Development Committee following a decision of Moray Council on 17 June 2020 to agree a simplified committee structure as a result of the COVID-19 pandemic in the case of this committee the combining of the delegated responsibilities of Children and Young Peoples Services, Human Resources, Organisational Development and Information Communications Technology (ICT) (para 9 of the minute refers).

**2. RECOMMENDATION**

**2.1 It is recommended that Committee:**

- (i) approves the proposed streamlined locality planning model as a pilot for 18 months;**
- (ii) agrees that the costs of the pilot are met from mental health and wellbeing funding received from the Scottish Government for 2020/21 and the National Community Mental Health and Wellbeing funding;**

- (iii) **approves the establishment of the additional posts as set out in the report and recommends to the council the additional G12 project management post; and**
- (iv) **agrees that the pilot evaluation report is presented to a future Committee meeting.**

### **3. BACKGROUND**

#### **Statutory responsibilities**

- 3.1 Moray Council and NHS Grampian have a statutory duty to produce and implement a Children's Services Plan covering a three-year period and involving all children's and related services provided in Moray. The purpose of the plan is to outline how services will work together to promote the wellbeing of children and ensure that any action to meet needs is taken at the earliest appropriate time and that, where appropriate, action is taken to prevent needs arising in the first place. The plan should be designed to ensure that services are as integrated as possible from the point of view of the child and family and constitute the best use of available resources.
- 3.2 Across Moray and other local authority areas locality planning is used to support integrated ways of working to better support children, young people and their families. The proposed streamlined locality planning model provides an improved infrastructure to deliver an effective integrated system of early intervention health and wellbeing support for children and families.

#### **Current locality planning arrangements**

- 3.3 Locality planning arrangements involving community planning and third sector partners engaged in children's services have been in place since 2018. Overseen at a strategic level by the Community Planning Partnership GIRFEC Leadership Group (GLG) they specifically focus on the local development and provision of services and supports to meet the wellbeing needs of children, young people and families.

Based on the principles and values of GIRFEC, their aim is to:-

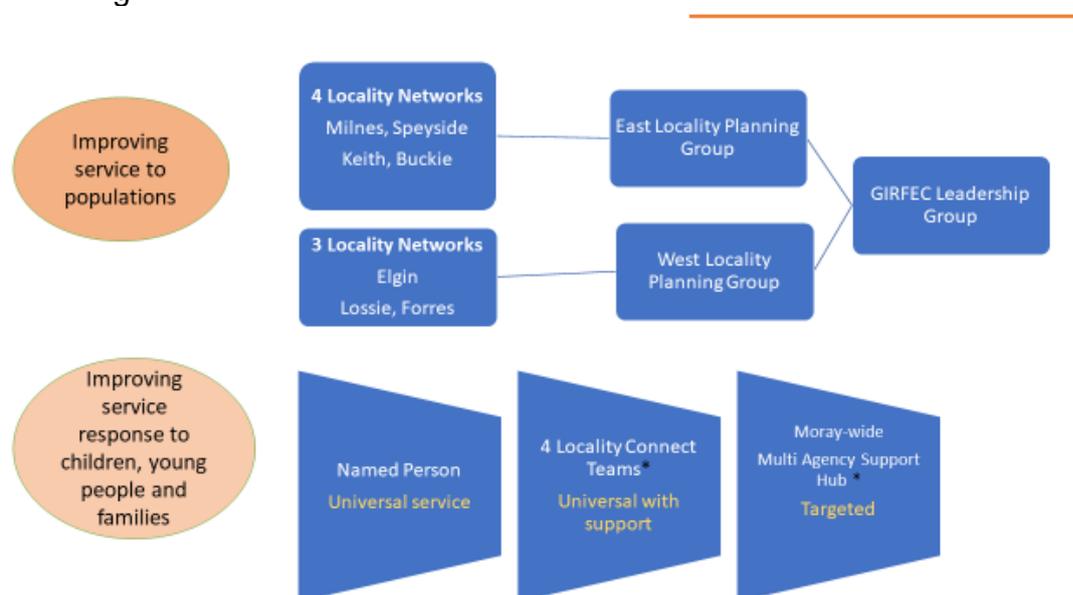
- Simplify pathways of support and reduce bureaucracy
- Maximise opportunities for stakeholders to collaborate in order to identify and address gaps in provision

- 3.4 Fundamental to the development of locality planning is the belief that relationships and effective partnerships lead to better outcomes and long-lasting change for children young people and families. Public sector staff, commissioned services managers and community organisations from across the Children's Services Partnership are represented on the various groupings within the existing locality planning model. They work in partnership with children and families to ensure their collective resources are effectively deployed to respond to emerging trends and meet population needs in localities.

## Emergency COVID19 response

- 3.5 At the start of the COVID19 pandemic, it was recognised that the existing locality management arrangements were unable to respond quickly to the escalating **individual** wellbeing needs of individual children and families. The further development of locality planning processes was therefore prioritised in order to ensure children's services across Moray could rapidly and effectively plan together to support individual children and their families, focussing on early intervention for the greatest long-term impact. A wellbeing work stream, consisting of representatives from across the partnership, was established to develop trial and evaluate a suitable delivery model, based on the GIRFEC staged intervention process.
- 3.6 As a result of the above COVID19 pandemic emergency response, two locality planning processes started operating in tandem during the initial lockdown period (Fig 1). Collectively they provided a coordinated partnership approach to identify and address the wellbeing needs of local communities, as well as individual children, young people and families.

Fig 1.



The locality arrangements detailed above, while successful in meeting needs across Moray are resource intensive and cannot be sustained longer term. The delivery of the emergency response 'improving service response to children, young people and families' strand was dependent on local authority staff having the capacity to take on additional tasks during full lockdown. These staff are now required to deliver their full substantive role and are therefore unable to continue to support the model in its current form. Therefore, consideration has been given to how the benefits of this strand can be harnessed and developed to continue the service improvement for the future.

3.7 Both locality models were evaluated by the key stakeholders across the children's services partnership to understand the risks and benefits of the two strands. While both strands were seen to be delivering positive outcomes there was a recognition that the arrangements as they stood lacked connection; they were not fully integrated within the GLG governance structure, and the potential benefits of capturing data that could inform effective decision-making were not being realised. There was also a risk that the structures were too unwieldy to respond to continuing escalating need and rapidly changing service demand, resulting in reactive service responses and the failure to shift resources towards early intervention.

3.8 Learning was presented at a development session in October 2020 for GLG members and those responsible for developing and facilitating both locality planning models. At this session colleagues from Northern Ireland shared their experiences of locality planning approaches and the benefits of a model that looks at early intervention at both a population and individual planning level. Alongside the benefits of timely and coordinated responses to individual need the Northern Irish model was able to demonstrate how a fully integrated model can ensure that developing service demand is quickly identified and gaps in service provision are filled in a coordinated and collaborative way by:

- Community based supports having a better understanding of need in their local areas and developing their offer to address those needs;
- Third sector organisations using the robust evidence generated through the model to develop external funding bids to increase the range and spread of supports they are able to offer;
- Single agencies redesigning their services based on evidenced need to maximise impact; and
- The children's services partnership developing a more coordinated approach to the commissioning of services at a strategic level with a focus on early intervention.

3.9 Following discussion at the development session outlined above a working group developed the aims of a proposed streamlined model for Moray that would incorporate the benefits of existing Moray approaches, and learning from Northern Ireland. The aims are outlined below:

- **More efficient and sustainable model to respond to increasing demand**

Over the past 5 years, there has been a significant increase in the number of children, young people and families in Moray experiencing distress. COVID 19 has compounded the situation and it is recognised that its impact on the wellbeing of children and families will be long lasting.

Challenging funding pressures makes it more essential for partners to pool their collective knowledge, expertise and resources to meet the wellbeing needs of children, families and communities as early as possible, averting problems arising in the first place, where feasible. There is, however, a limited pool of staff from across all agencies available to sustain the existing models. We need to ensure staff time is being used in the most efficient and effective way possible.

- **Coordinated packages of early intervention support are delivered in a more efficient and timely manner**

Advice, guidance and multi-agency support provided to Named persons and Lead Professionals through the current locality planning process has demonstrated improved outcomes for children, young people and families. However, the lack of a dedicated single point of contact to provide support to the child's planning process and act as the link with the multi-agency locality groups has slowed the process, risking escalation of unmet need which cannot be met within current resources. Slow response to emergent need further destabilises family and individual situations. A revised model needs to take account of coordination and administration requirements.

- **Structure and process in place to identify, quantify, address and escalate in wellbeing provision and capacity issues.**

Two locality planning systems operating in parallel makes it difficult to identify and address gaps in wellbeing provision on a Moray wide basis. Based on learning from the Northern Irish model, an integrated governance structure is required. This allows for gaps in wellbeing provision to be clearly identified and addressed at the most appropriate level within the governance structure

- **Evidence is collated which will assist partnership to access external funding to design and deliver services and supports which meet needs**  
Currently opportunities to lever in external funding are not being maximised, as there is no coordinated system in place within children's services to identify and share evidence of need. This information is required by funders, who tend to support collaborative bids. A streamlined model should be designed to facilitate this process.

**The priorities and impact of provision is escalated through the system to inform commissioning priorities and the delivery/monitoring of partnership strategic plans i.e. Children's Services Plan (2020-23), Corporate Plan and LOIP.**

### **Proposed streamlined locality planning model**

- 3.10 The proposed streamlined model responds to the aims detailed above by reducing the number of groups within the locality model, while ensuring each group has a clear purpose within an integrated structure. The model is properly resourced to ensure effective coordination and rapid response to emerging need. The governance structure is robust, and includes the addition of a Wellbeing Strategic Group to bridge the gap between GLG and the locality planning groups. This group will be led by a member of GLG and will comprise Service Managers from across the partnership who have the authority to reallocate resources within their agency in response to emerging need. The proposed model also draws on learning from the Northern Irish model and includes a 'report card' system to track where needs have been identified, the actions that have been taken, and the impact of any interventions for reporting up the governance structure.

3.11 The proposed streamlined model, including the key functions of each group is outlined below (Fig 2). This model is supported and recommended by GLG (membership of GLG comprises representatives from Moray Council, NHS Grampian, Police Scotland, Moray Integrated Joint Board and TSI Moray). GLG propose that each grouping will be made up of staff with the required decision making authority from across the partnership including Health, Education, Social Work, Police, Commissioned 3<sup>rd</sup> sector organisations and community groups, as well as representatives from adult services with a remit to support parents/carers.

Fig 2.



Where relevant (relating to more vulnerable children, young people and families), the Wellbeing Partnership Group will link with the Child Protection Committee, the Corporate Parenting Strategic Group and Fairer Moray Forum.

**Resource requirements**

3.12 It is proposed to pilot the streamlined multi-agency locality planning model over a period of 18 months. In order to deliver the model existing locality planning resource within children’s services (funded by the partnership) will be refocused to deliver, quality assure and support the evaluation of the revised model.

3.13 The additional resource required to undertake the 18 month pilot and provide robust evidence of impact is detailed below.

<b>Post</b>	<b>Rationale</b>	<b>Cost per annum</b>
<b>2FTE Network Coordinators (Grade 10)</b>	Operating on an east/west basis, the post holders will provide advice and guidance to the named person and Lead professional to ensure all available and appropriate strategies and supports are explored and accessed. They will link, as required, with the locality networks to harness additional resources available within specific localities and direct cases which require targeted/more specialist interventions to MASH.	<b>£119,550 (£179,262 for 18mths)</b>
<b>1 FTE Business Support (Grade 6)</b>	To provide administrative support This includes supporting the development of the report card system between groups, collating data provided to produce activity and performance producing reports, liaising with those who have committed support to collate progress reports and supporting the evaluation of the model.	<b>£12,875* (£19,313 for 18mths)</b>
<b>1 FTE Project Management Resource (Grade 12)</b>	To manage the implementation and evaluation of the pilot as well as to support the development of the GIRFEC focus within the council as one of the three strategic pillars for Children's Services in Scotland (alongside UNCRC and The Promise).	<b>£74,910 (£112,366 for 18 months)</b>
<b>External evaluation</b>	To provide a robust independent evaluation of the pilot which will inform future decision making. External evaluator will also develop and implement a process to monitor shift in resource to early intervention and prevention **	<b>£15,000</b>
<b>Total</b>		<b>£222,335 per annum (£333,502) for 18mths)</b>

\*There is currently 0.8FTE grade 4 Business Support Worker post in place. This would be replaced by 1FTE grade 6. The budget is the additional funding required for the grade 6 post

\*\*A key component of the Realigning Children's Services Programme was a mapping of services and associated spend. This task proved to be complex

and was not fully completed. A requirement of the children's services planning process is to evidence a shift of resource to early intervention and prevention.

**Resource in kind** – Support from the Regional Quality Improvement Advisor to use QI methodology to deliver improvements throughout the 18 month pilot.

- 3.14 As a multi-agency planning arrangement there are links to children's social work services, schools and education support services within the Council as well as to a range of partner's service providers. It is proposed that the pilot streamlined locality planning model is overseen by the multi-agency grouping currently led by the Quality Assurance and Localities Manager. The Council social work services are under transition at present with a view to moving to management within the Health and Social Care Partnership. The ongoing management of the locality planning arrangements will be considered as part of the development of the pilot and the future plans for council children's services. Consideration will also be given to how the pilot and necessary resources can be mainstreamed within resources in the longer term should it be successful. This will include consideration of the resources currently aligned to partnership working across children's services and how these are best configured to meet needs in the future.

#### **4. SUMMARY OF IMPLICATIONS**

**(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP))**

This report relates to the following priorities; 'Provide opportunities where young people can achieve their potential to be the best they can be' from the Corporate Plan, 'Improving the wellbeing of children, young people and families' from the Children's Services Plan (2020-23) and 'Building a better future for our children and young people in Moray' from the LOIP.

**(b) Policy and Legal**

No additional policy or legal implications follow from this report.

**(c) Financial Implications**

£272,000 additional general revenue grant was received in 2020/21 to support the mental health and wellbeing of children, young people and their families. The full amount has not been used and permission is therefore sought to use £200,426 of the slippage to support this 18 month pilot.

The remainder of the funding will come from the National Community Mental Health & Wellbeing supports funding linked to the National Community Mental Health and Wellbeing framework (reference paper to Committee on 18 November 2020 'Community Mental health and Wellbeing Supports and Services Framework)

**(d) Risk Implications**

The risks of not progressing with the implementation of this model are outlined below. The return to lockdown in January 2021 heightens these risks.

Risks to children and families in Moray	<ul style="list-style-type: none"><li>• Existing unmet need escalates - existing needs cannot be adequately met with current resource.</li><li>• Slow response time to emergent need further destabilises family and individual situations.</li><li>• Slow response to need increases risk.</li><li>• Inequity of access to resources and supports.</li><li>• Complex systems are barriers to securing additional support and resources.</li></ul>
Risks to the children's services partnership	<ul style="list-style-type: none"><li>• An un-coordinated, silo working approach to delivering and monitoring the Children's Services Plan emerges</li><li>• Failure to shift resources on a partnership basis to early intervention.</li><li>• Benefits of the responsive case management in the existing model is lost.</li><li>• Case practice remains reactive rather than planned and responsive.</li><li>• Delayed response to emerging intelligence</li><li>• Areas of unmet need will not be identified in as timely a manner.</li><li>• Scarce resources will continue to be allocated in the wrong place.</li><li>• Maximising the potential for leveraging in additional funding based on need is lost</li></ul>
Risks to single agencies	<ul style="list-style-type: none"><li>• Single agency resource continues to fail to meet demand as it remains focused on high level /crisis management.</li><li>• Burn out of staff.</li><li>• Single agency priorities/ responsibilities are not met.</li><li>• Increased demand on adult services as needs continue into adulthood.</li></ul>

There are also risks in delivering the revised locality model across a partnership structure and these are also detailed below.

<b>Risk</b>	<b>Mitigating Action Required</b>
There is insufficient staff resource to fully engage in the various groupings which make up this model	<ul style="list-style-type: none"> <li>GLG have committed to prioritise resource to pilot this model of delivery (At their monthly meetings in both December 2020 and Jan 2021)</li> </ul>
Lack of understanding of how the model operates and each participants' role and functions within it	<ul style="list-style-type: none"> <li>Robust induction process</li> <li>Implementation of multi- agency communication and engagement strategy</li> </ul>
Not being able to effectively measure impact	<ul style="list-style-type: none"> <li>Clear output and outcome reporting process in place</li> <li>Independent external evaluation</li> <li>Support from Regional QI Advisor</li> </ul>
Insufficient resource allocated to support the pilot	<ul style="list-style-type: none"> <li>Current resource sustained</li> <li>Additional resource sought</li> </ul>

**(e) Staffing Implications**

To deliver this 18 month pilot the following temporary posts are required to be recruited on a fulltime basis:

- 2 Network Coordinator posts (grade 10), subject to confirmation of grades
- 1 Admin Support Worker (grade 6 – subject to confirmation)
- Project management resource is also required to support the implementation of the pilot and delivery of council Girfec responsibilities (1 FTE of a grade 12 project management post – subject to confirmation).

The current Grade 4 Locality Management admin post would no longer be required. It will be included in the wider change management process currently being undertaken across the Education Business Support Admin Team.

**(f) Property Issues**

There are no property issues.

**(g) Equalities/Socio Economic Impact**

A multi-agency system to identify and address the wellbeing needs of all children and families experiencing distress will help ensure needs are identified and addressed in a systematic and timely way. Gaps in provision and inequitable access to existing provision will be identified and addressed.

**(h) Consultations**

Consultations was carried out with Paul O'Connor (Principal Accountant), the Equal Opportunities Officer, Business Support Manager, the GIRFEC Leadership Group and the Chief Social Work Officer and any comments received have been incorporated into the report.

**5. CONCLUSION**

- 5.1 An 18 month pilot of the streamlined locality planning system within children's services should commence at pace to enable the delivery of an effective and efficient integrated system of early intervention health and wellbeing support for children and families across Moray.**

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Background Papers:  
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