



**Meeting: Council**

**Date: 26 February 2015**

**Wards Affected: All**

**Report Title: Children's Social Care – The Way Forward**

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## **1. Purpose and Introduction**

- 1.1 This report introduces Members to the Social Work Innovation Fund proposal that has been presented to the Department for Education on behalf of Torbay Council. The proposal was first submitted in October 2014 and was one of over 300 proposals. Torbay Children's Services was one of a small number that was asked to work up the initial proposal. Consultants were allocated in November and the final proposal submitted towards the end of January 2015. The final confirmation of the outcome of the submission should be known towards the end of February 2015.
- 1.2 The proposal is for an allocation of £1.25m and has three key elements:
- The creation of a Public Service Trust (LIST) across all agencies to allow for the 'pooling' of budgets and the attraction of external investment.
  - The development of an integrated delivery model for all aspects of Children's Social Care in partnership with Health services.
  - The delivery of a new 'community' focus for children's services enhancing partnership between professionals and with communities (Early Help Practices – EHP).

## **2. Proposed Decision**

- 2.1 That the grant funding from the Department for Education of £1.25m, the new approach for the governance and delivery of Children's Social Care through the creation of a Public Service Trust (LIST), as outlined in the submitted report, be supported in principle.
- 2.2 That the Executive Director of Operations and Finance be given delegated authority, in consultation with the Section 151 Officer, having considered the detailed business case, TUPE and financial details, to approve the creation of the Public Service Trust (List) for delivery of Children's Social Care.
- 2.3 That, subject to 2.2 above, the Executive Head of Commercial Services be given delegated authority to agree the terms of the lease or contracts for the Public Service Trust (LIST) for delivery of Children's Social Care.

### 3 Reason for Decision

3.1 By combining these opportunities with the surety of commitments made within the Five Year Business Plan (invest to save initiative), it will sustainably reduce costs across Children's Services. The new model of delivery will address needs at an earlier stage. It will prevent failure demand (relating to organisational thresholds), reduce duplication of services via partner organisations and also repeat demand where improvement cannot be sustained. The Five Year Plan targets a saving of £7.1m by reducing demand for social care and this initiative will reinforce the ability of the service to meet these targets. The rationale behind the proposal is contained within an extract from the supporting letter:-

"I am submitting the attached bid to the Social Work Innovation Fund on behalf of Torbay Local Authority and its partners. Torbay has been on a number of journeys in recent years, all of which come together in this proposal. The proposal contains three core elements that together create the governance of a new approach and a new community focussed operational delivery model. The first element is the development of a Public Service Trust. We have been leading this work across all four of the South West Peninsular Authorities and now have the key legal elements of a Local Integrated Services Trust (Public Services Trust) in place from which to pool budgets and attract external social investment.

Secondly, the continuing development of the Integrated Care Organisation will bring together all elements of Health and Adult Social Care. This work has received national recognition in recent years and is currently with Monitor prior to full implementation in the summer. All partners to these arrangements have committed to bring Children's Social Care into the new organisation, looking towards the enhanced outcomes for children, young people and families. A third journey started when Torbay was accepted as one of fourteen Pioneers for integrated working by the Department of Health. As part of this programme a pilot children's community hub has been developed and the beginnings of the cultural change programmes that underpin a successful multi agency community approach has begun.

Torbay Local Authority was placed in intervention for its Children's Social Care services four years ago. Since that low point it has been on a steady journey of improvement ( requires improvement at last inspection and formally out of intervention) built upon strong relationships with all partners and a sound financial platform provided by Councillors (five year business plan). Each of these developments has links with the other and the potential to transform the whole system, however they lack the potential core funding that will maximise, enhance and sustain them, and at pace that will ensure we can respond to the challenges of growing demand and increasing austerity. This opportunity becomes possible through the attached proposal and the funding applied for from the Social Work Innovation Fund.

If successful in our proposal to the Social Work Innovation fund Torbay is committed to sharing the learning both in developing successful interagency governance and the implementation of a cultural change programme to facilitate a local community based approach"

## Supporting Information

### 4 Position

- 4.1 Torbay has a number of opportunities in front of it that can and will be used to counter the impact of high demand and decreasing funding to create lasting change, including the critical investment offered through the Department for Education Innovation Programme Fund to ensure that the broad range of social work services are reconfigured to ensure reduced demand on acute/high cost services.
- 4.2 The proposal will establish a **Torbay Public Service Trust (TPST)** using the **Local Integrated Services Trust (LIST)** framework that is already virtually in place – see Appendix 1. The TPST will enable co-commissioning and co-delivery through pooled budgets by a full range of partners (Local Authority, Health, Schools, Police and Community as key players) and will sit over the **Integrated Care Organisation (ICO)**. The Director of Children’s Services will maintain statutory responsibility for services, but will commission via the TPST, mandating the ICO to fulfil all statutory duties.
- 4.3 The ICO will be the employing organisation for all acute and Primary Health and Adult Social Care services and will also employ staff from within Children’s Social Care. It will then establish new multi-professional delivery teams to work within Practices whose priorities and outcomes are shaped by population. Its first Practice (or Hub within Health language) will be for Children and Families and has a determined locality and business plan which we will adopt and develop together as the first of our three planned **Early Help Practices (EHPs)**.
- 4.4 In the first phase of the proposal, we will establish EHPs aligned with the Children and Families Hub. The EHPs will embed a culture of co-production, and its vision and values will be based on respectful relationships with the community, drawing out their strength and resources and unlocking potential. In the second phase, we will bring in social workers, extending the range and level of work undertaken, but using the same set of values and principles to underpin all work. Staff will be involved in developing the service and will have access to devolved budgets to support children and families.
- 4.5 The EHPs will develop a new culture of multi-disciplinary working and a shared vision amongst staff. The project will create a 'virtual team' of Enablers drawn from individual professions who will model behaviours, seek synergies; develop working practices to overcome traditional boundaries both between professions and in working with our service users and communities. Tools will be strength based and consistent with the Signs of Safety model used by social workers in Torbay, assuring that risk is held safely within the community, utilising evidence based interventions.
- 4.6 A strong **strategic vision** will underpin the broad organisational changes: *to develop a single, co-ordinated local offer of help and support for and with children and families in Torbay using shared skills and assets to improve their outcomes.*
- 4.7 The **values** of the new model will be: *honest, assured practice based on respectful relationships between professionals and within families, keeping children healthy and safe by utilising and developing the strengths and skills within the community.*
- 4.8 This initiative harnesses the energy, enthusiasm and opportunity both from the top (governance and employment issues) and from the bottom (meaningful multi-agency and community engagement), creating a new commissioning and operating model and

inviting children, families and staff to shape their own pathways to better outcomes. The ultimate goal will be to ensure that children and young people achieve the four outcomes within our Children and Young People's Plan (Children and young people have the best start in life, lead healthy and happy lives, are safe from harm and have opportunities to participate and engage in community and public life).

- 4.9 By combining these opportunities with the surety of commitments made within the Five Year Business Plan (invest to save initiative), it will sustainably reduce costs across Children's Services. The new model of delivery will address needs at an earlier stage. It will prevent failure demand (relating to organisational thresholds), reduce duplication of services via partner organisations and also repeat demand where improvement cannot be sustained. The Five Year Plan targets a saving of £7.1m by reducing demand for social care, and this initiative will reinforce the ability of the service to meet these targets.
- 4.10 The support being requested will provide the funding to maximise, enhance and sustain services once transferred to the new model and will ensure that reform takes place at a pace that will ensure we can respond to the challenges of growing demand and increasing austerity. The in-scope services will be financially viable and sustainable once the requested funding has been invested (£1.25m).
- 4.11 This is an opportunity to realise ground-breaking change in public sector delivery to bring lasting benefits to children and families, and to be at the forefront of change in social work. It is focussed on fundamental cultural change at a community level and ensuring that the governance and employment frameworks are in place to sustain development. The programme will teach us how to listen to our communities better, bringing a different landscape of commissioning and greater satisfaction in sourcing and engaging in solutions.
- 4.12 The critical phase of implementation of this project will be the first six months, when the governance arrangements for the Public Service Trust should be established and operational and the timescales and plan for integration with the ICO should be in place. In addition to this the activity to lead the programme of community hubs should be agreed with local communities, with the team of enablers, approved and operational. To implement the former of these aspects it is proposed that the Director of Children's Services steps out of his operational line management role with the role being backfilled on an interim basis for six months. This arrangement would be subject to the agreement of the Employment Committee and is made possible due to the recent successful appointment of a high quality Assistant Director for Children's Safeguarding and the availability of the current interim for a further six month period. This solution will be largely cost neutral by utilising the innovation fund grant from the Department for Education and will strengthen Children's Services as it both continues its improvement journey and maintains its focus on the budget and the achievement of the targets within the Five Year Plan.
- 4.13 The stepping out of the current Director of Children's Services will also provide further opportunities to enhance future integration between adult services, children and public health, ensuring that we optimise the intention behind the new Joint Commissioning structure proposed by Executive Director of Operations and Finance. During the course of this six months the Council should also take the opportunity of additional senior officer capacity to further explore the options available within its management structure and back office systems.

## **5 Possibilities and Options**

- 5.1 This proposal has been developed in consultation with the Department of Education and is by its nature 'innovative'. Partners have been kept informed at all stages as the proposal has evolved and have consistently expressed their support.
- 5.2 The proposal provides many possibilities and options for Torbay Council to shape its future, both in providing improved outcomes for vulnerable children and young people but also in how it operates as a Unitary Authority.

## **6 Fair Decision Making/Public Services (Social Value) Act 2012**

- 6.1 The proposals in this report have been subject to discussions with senior managers across partner agencies in Torbay. The actions that emanate from the report will be based on an ongoing consultation process.
- 6.2 The report endorses the proposals of the Public Services (Social Value) Act 2012 by building on the successful partnerships that have been established in Torbay and seeking more cost effective delivery mechanisms.

## **7 Risks**

- 7.1 A full risk log is detailed as Appendix 2

## **8. Appendices**

- Appendix 1 Peninsula List – What does a List do?
- Appendix 2 Risk Register
- Appendix 3 Equality Impact Assessment