HIGHLAND COUNCIL

Committee: **People**

Date: **21 June 2017**

Report Title: **Service Delivery and the People Committee**

Report By: **Director of Care and Learning/Director of Community Services**

1.   **Purpose/Executive Summary**

1.1   This report sets out the scheme of delegation for the People Committee and highlights the current key issues relating to the delivery of service.

2.   **Recommendations**

2.1   Members are asked to:

   i.   Consider and comment on the key issues presented in the report.

   ii.   Agree to hold a Members' seminar about the developing policy regarding self-directed support.

   iii.   Consider and comment on the revised risk register for the Care and Learning Service.

3.   The People Committee

3.1   The Highland Council of 1 June agreed to establish a strategic committee for the governance of services to people. The title of the Committee has still to be confirmed.

3.2   The Scheme of Delegation for the Committee is set out at **Appendix 1**. This includes governance of functions within the current Community and Care and Learning Services.

4.   Community Services

4.1   Community Services is currently responsible for the delivery of the Council's statutory housing functions. These cover developing and implementing a Local Housing Strategy, undertaking the Council's landlord role, and assisting people who are homeless.

4.2   The Council landlord functions are funded within the Housing Revenue Account. This is a "ring fenced" account within which income from rents and other charges are used to fund expenditure on housing management, repairs and maintenance, and loan charges. The Council's Building Maintenance function principally involves undertaking repairs, maintenance and improvements to Council housing.

4.3   The service involves working with people in housing need and trying to ensure that they are able to access good quality, secure homes that meet their needs. This might involve supporting people to live independently for as long as possible in their own homes through providing housing adaptations or preventing people from becoming homeless.

4.4   Good quality, affordable housing helps people to enjoy better health and achieve their full potential. Good housing also contributes to stronger communities that benefit everyone living in them.

5.   Care and Learning Service

5.1   The Care and Learning Service is responsible for Children's Education, Health and Social Care; Mental Health Officers, Criminal Justice Social Work and Out of Hours Social Work.

5.2   The Service commissions Adult Social Care from NHS Highland, and also commissions Community Learning and Development and Culture and Leisure Services from High Life Highland. Further Children's and Culture and Leisure Services are commissioned from a range of partners.

5.3   The Service delivers and commissions many services through the medium of Gaelic and provides leadership for Gaelic development, and this will include developing a new Gaelic Language Plan in the forthcoming year.

5.4   These areas of activity include a significant number of high profile local and national priorities. Those highlighted below are likely to feature at forthcoming meetings of the People Committee.

5,5   ***Achieving the benefits of the integrated Care and Learning Service, and Getting it right for every child***

5.5.1   Highland Council has committed to "achieving the best possible outcomes for our

population and service users … [including] through the creation of new, simpler, organisational arrangements that are designed to maximise outcomes and through the streamlining of service delivery to ensure it is faster, more efficient and more effective."

5.5.2   Since 2012, we have had an integrated children's service, bringing together education, health and social care, and although this has now been legislated for across the country, the service in Highland remains the most integrated of any authority. This includes arrangements for scrutiny of the delivery of child health services, once the People Committee has undertaken its governance role.

5.5.3   The organisational arrangements support the integrated Practice Model for children's services that has been in place since 2010. This achieves full implementation of the Scottish Government's reform programme for Children's Services, that is legislated for in the Children & Young People Act (2014). It has ensured that more children are receiving earlier support, that fewer children are becoming looked after and at risk of harm, and that outcomes have improved across a range of indicators.

5.5.4   The multi-disciplinary Practice Model Improvement Group continues to seek ways to streamline and improve processes and service delivery, to further improve outcomes and reduce bureaucracy.

5.6   ***Closing the attainment gap and raising attainment for all***

5.6.1   While SQA examination performance has increased in Highland and Scotland over successive years, there is both a local and national commitment to supporting all of our children to do better. This includes making best use of data and improvement methodology to focus on areas of improvement and share best practice. It also involves seeking to ensure the richest and fullest curriculum for children across all communities, addressing the challenges of rurality, reducing budgets and recruitment.

5.6.2   In particular though, there is an enduring attainment gap between children living in advantaged and disadvantaged communities. For example, 15 year-olds from poorer families are roughly 2-3 years behind their better off peers in recent research comparing performance in science, maths and reading. This situation is reflected in Highland. Indeed, the attainment gap can be most entrenched in those communities where there is both deprivation and relative affluence, as is the case for many Highland Schools.

5.6.3   The Scottish Attainment Challenge is about achieving equity in educational outcomes. Equity can be achieved by ensuring every child has the opportunity to succeed, with a particular focus on closing the poverty-related attainment gap.

5.6.4   Five Primary Schools and their associated High Schools receive national Attainment Challenge funding to develop initiatives as part of this work. In addition, the Pupil Equity Fund is now available to all Highland Schools that have children who receive free school meals, worth nearly £4m across the authority. Schools are presently finalising their Improvement Plans, which will determine the use of this funding from August.

5.7   ***Working with Head teachers to reduce bureaucracy and ensure sustainable provision***

5.7.1   Highland Council has over 200 schools managed by 170 Head teachers, and a similar number of early years centres, which is more individual units than any other Scottish authority. Most of these Head teachers are also class committed, albeit they have the

same responsibilities of someone who is non-class committed. Given reducing budgets, increasing bureaucracy, and ever-increasing demands because of the enormous change agenda, Highland Council committed in 2015 to a new model for provision, set out in the Management of Schools Programme, which is the subject of a separate report to this meeting of the Committee.

5.7.2 The Management of Schools programme is complex, involving activity across six inter-related workstreams. There have been a number of dedicated seminars for Members on these issues, and it is envisaged that these should continue in the new Council.

5.7.3 There will be particular activity, involving the Members, staff and parent councils involved in the Phase 2 group of schools, working towards an August 2018 implementation date. There will be other activity involving all schools and all Members though, as we continue to focus on the quality and sustainability of provision, and consider the processes and systems that are best able to complement learning and teaching.

5.8 *Delivering a capital programme for schools, now and in the future*

5.8.1 Undoubtedly, one of the greatest challenges facing the Council is the need to enhance and maintain the capital estate during a period when there are significant pressures on the capital budget. Critically for the People Committee, this means ensuring necessary enhancement and improvement of the school estate, and also building new schools where there are significantly increasing rolls.

5.8.2 The Education, Children and Adult Services Committee agreed our capital priorities in March 2017, and these are now being discussed with officers across the Council. It is envisaged that a report will be presented to the full Council after the summer.

5.9 *1140 hours early learning and childcare by 2020*

5.9.1 The Scottish Government has recently published the 'Blueprint for 2020: The Expansion of early Learning & Childcare'. This involves the enhancement of provision for 3 and 4 year olds, and eligible 2 year olds, from 600 hours/year to 1140 hours/year.

5.9.2 This is a significant challenge, in particular in relation to the estate, workforce and organisational arrangements, not least as it follows very soon after the increase to 600 hours provision in 2014.

5.9.3 The Scottish Government indicates that capital and revenue budgets will be informed by each authority's delivery plan, and the initial plans are required by September 2017. There is a separate report regarding this, at today's meeting of the Committee.

5.10 *Transitions between children's and adult services*

5.10.1 There have always been challenges managing the transition of young people from children's services into adult services. Both the Council and NHS Highland have been determined to ensure that these challenges were not exacerbated as a consequence of the integration arrangements.

5.10.2 The Chief Executives have been chairing a joint Transitions Group, and an operational group has been established more recently. A new protocol was agreed in October 2015 and this has involved case management and financial responsibilities transferring at age 18.

5.10.3 However, practitioners, parents and young adults continue to have concerns at the enormous changes that young people experience as they transition from one Service to another. Accordingly, over the last year, focussed attention has been given to other approaches, including the potential advantages of a joint transitions team from age 14 – 25. There will be a Members' workshop with NHS Highland on this subject on the afternoon of 21 June, and it is envisaged that there will be a report to the August Committee.

5.10.4 One increasingly important aspect of the lives of many of these young people is the use of self-directed support. In particular, a significant proportion of the services provided to young people with disabilities is now delivered via a direct payment. This is a complex issue and the rate of development of this approach has required equally rapid policy development. It is proposed that there is further discussion about this matter in a dedicated seminar for Members, to enable a report to be prepared for a forthcoming Committee.

5.11 *Inter-authority collaboration*

5.11.1 Highland Council joined with the other northern and island authorities in 2015, initially to work together on teacher recruitment, and then to collaborate across a range of significant developments. This recognised that no authority has the skills and experience necessary to address all of the current challenges and that through teamwork and collaboration we can achieve far more than we can achieve on our own.

5.11.2 An early example of this has been the work on emerging literacy in the initial stages of Primary School, previously presented to the Education, Children & Adult Services Committee. This has been led by a multi-disciplinary team from Highland Council, and is now being implemented across all of the northern alliance authorities, funded by the Scottish Government. Similar work is now taking place on leadership development, numeracy, modern languages, ASN, children's services planning, and various other local and national priorities.

5.11.3 This is a professional collaboration, which will be developed further to include a Regional Improvement Forum to drive forward strategic developments in relation to service planning, learning and teaching, and other outcomes-focussed areas of agreed collaborative practice. It will also include an Advisory Forum, including key stakeholders such as parent groups, regulatory bodies, Universities and training providers, and the Scottish Government.

5.11.4 This is a collaboration that has been welcomed by the Scottish Government, and it is hoped that this will have influenced the imminent announcement by the Cabinet Secretary on the future governance of education and children's services.

6. Risk Register for the Care and Learning Service

6.1 The Service Plan for the Care and Learning Service was last reviewed and agreed in August 2015. It will be important to review that plan following publication of the new Council Programme.

6.2 In the meantime though, the risk register within that Plan has been reviewed on a number of occasions, but has not been agreed with Members.

6.3 The revised risk register is set out in **Appendix 2**. This identifies 13 risks, with two risks presenting significant ongoing challenges:

6.4   **Risk 3: Workforce planning - inability to recruit and retain qualified staff and managers (Amber)**

6.4.1   Strict vacancy management processes have remained in place throughout the last year in order to manage both risk and budget challenges. However, the Service has significant difficulty recruiting to particular posts and needs to address the challenge of succession planning. A refreshed workforce plan will be reported to a future meeting of the Committee.

6.5   **Risk 11. Not being able to fund maintenance and capital build (Red)**

6.5.1   Issues relating to this risk are described earlier in this report, and it will be the subject of further discussion at the Council.

6.6   **Risk 12. Not reorganising and integrating specialist business support (Amber)**

6.6.1   There have been unresolved issues with NHS Highland regarding the organisation of some specialist business support functions across the two organisations. It is hoped that these are now closer to resolution.

7.   Implications

7.1   **Resources** - This report refers to resourcing issues, but there are no new issues within the report.

7.2   **Legal** – Both Community Services and the Care and Learning Service are required to adhere to extensive legislative requirements. There is also significant new legislation being enacted, as referred to in this report.

7.3   There are no new **Community or Climate Change / Carbon Clever** implications.

7.4   **Risk** – The report includes the revised risk register for the Care and Learning Service.

7.5   **Gaelic** – The report includes reference to the development of the new Gaelic Language Plan. Gaelic medium services and Gaelic development will be addressed within the People Committee, ensuring a strategic platform for the Gaelic language, and supported by a Gaelic Strategy Group

Designation   Director of Care and Learning

Date   13 June 2017

Author   Bill Alexander, Director of Care and Learning

People Committee

1. General
The following powers/duties shall be exercisable by all the Headquarters Strategic Committees to:

1.1 Develop and review charges, policies, strategies and service plans for the delivery of the services within the Committee's remit.

1.2 Approve the Revenue Budgets for the services included in the Committee's remit and to monitor and control these budgets including dealing with over-expenditure.

1.3 Scrutinise performance relating to service delivery and implementation of strategy, policy and service plans.

1.4 Review the effectiveness of the standard and level of services provided in accordance with the Council's commitment to Best Value and continuous improvement.

1.5 Make decisions about entering into partnerships including consultation with other agencies and organisations, as appropriate, in order to achieve a collaborative and effective approach to service delivery.

1.6 Consider representations, consultations etc. from Government and statutory bodies and to make representations to Ministers and those bodies regarding services included in the Committee's remit.

1.7 Promote sustainable development and equal opportunities in the conduct of Council business and the delivery of services.

1.8 Consider the impact of decisions on communities, specifically taking into consideration the issues of equality, poverty and rurality.

1.9 Ensure that all decisions take into account the Resource, Legal, Climate Change/Carbon Clever, Risk and Gaelic implications that need to be considered.

2 Specific

2.1 Carry out the functions of the Council as the statutory authority in relation to the following: Additional Support for Learning; Adult Social Care; Allied Health Professionals; Chief Social Work Officer; Children's Services Planning; Community Learning and Development; Corporate Parenting; Criminal Justice Social Work; Early Learning and Childcare; Educational Psychology; Estate and Capital Planning; Local Housing Strategy; Primary and Secondary Education; Gaelic Development and Language Plan; Gaelic Medium Education; Getting it right for every child; Health Improvement; Health Visiting; Looked after Children services; Mental Health Officers; Housing and Homelessness policies Out-of-hours Social Work; Quality Improvement in Schools; School Hostels; Statutory School Consultations; Throughcare and Aftercare; Violence against Women services, Youth Work and Reporting against the Public Sector Equality Duty.

2.2 Carry out the functions of the Council in delivering services relating to the following: Culture and Leisure; Developing Scotland's Young Workforce; Early intervention and preventative services for children; ICT systems support and planning; Libraries; Museums; Music tuition; PPP Projects; Primary Mental Health Workers; Public Protection arrangements; Safe Highlander; School Crossing Patrollers; and School Nursing.

2.3 Set service standards and approve policy and overall priorities for the delivery of People service functions to comply with the Council's legal, regulatory and financial responsibilities.

3 Care & Learning Service – Specific Duties:

3.1 Make recommendations to the Council on the outcomes of statutory consultation on school provision.

3.2 Undertake consultation with relevant agencies and organisations, including the voluntary sector, to achieve a co-ordinated approach to the provision of services within the Committee's remit.

3.3 Contribute to the development and delivery of the strategic plan relating to Highland's provision of Community Justice Services, including appointing a Member to the Highland Community Justice Partnership.

3.4 Oversee the scrutiny of adult social care services delegated to NHS Highland, including to appoint the Adult Services Development and Scrutiny Subcommittee, and to consider any recommendations from it.

3.5 Secure the process for Community Learning and Development by publishing a 3 year plan setting out how provision will be co-ordinated with other bodies, what will be provided directly and how needs for Community Learning and Development will be assessed.

3.6 Receive reports on the performance and activity of High Life Highland and Eden Court.

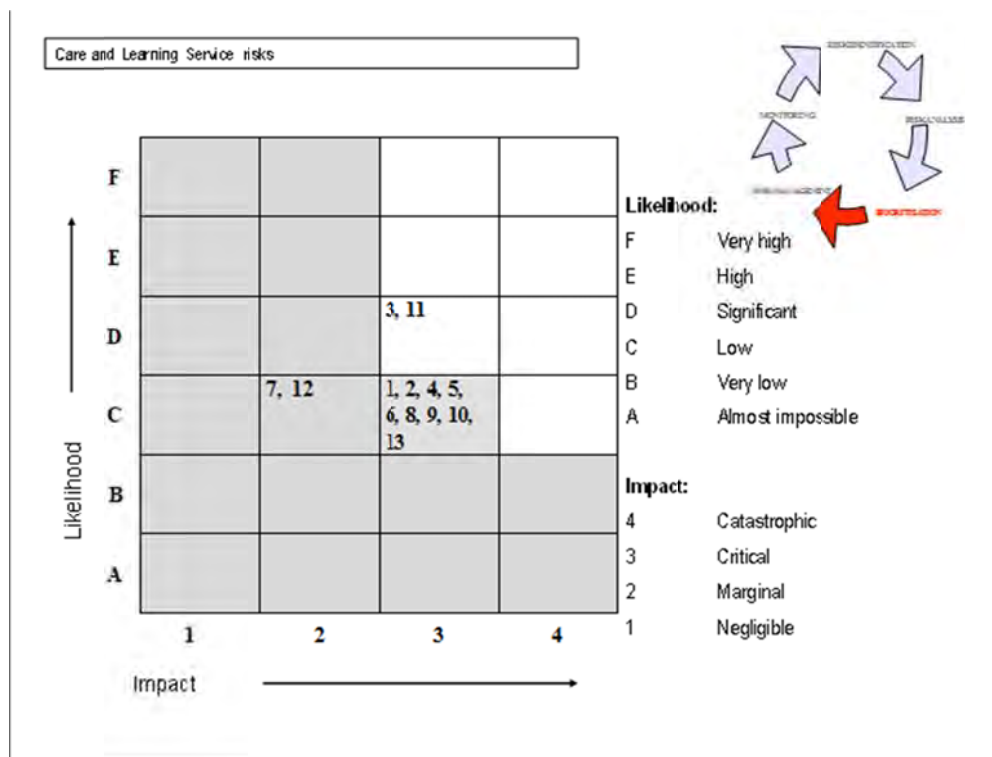4. Community Services – Specific Duties:

4.1 Determine the Local Housing Strategy

4.2 Approve housing and homelessness policies.

4.3 Approve Housing Revenue Account Estimates, setting revenue and capital budgets and associated rents and service charges.

Care and Learning Service – Revised Risk Register: June 2017

1. Not achieving the benefits of the integrated Care & Learning Service	C	3
2. Not achieving the benefits of integrated health and social care for adults, including not shifting the balance of care	C	3
3. Workforce planning - inability to recruit and retain qualified staff and managers	D	3
4. Not reducing rates of staff absence	C	3
5. Inability to deliver budget savings or manage budget pressures	C	3
6. Failure to fulfil COSLA agreement on teacher numbers	C	3
7. Not supporting young people's transitions	C	2
8. Not delivering enhanced and integrated early years services, including additional early learning and childcare	C	3
9. ASN Service provision not meeting needs	C	3
10. Failure to implement ICT in Learning Strategy	C	3
11. Not being able to fund maintenance and capital build	D	3
12. Not reorganising and integrating specialist business support	C	2
13. Not delivering on the management of schools programme	C	3