

ITEM No ...7.....

REPORT TO: POLICY AND RESOURCES COMMITTEE – 20 AUGUST 2018
REPORT ON: TRANSFORMING PUBLIC PROTECTION PROGRAMME
REPORT BY: CHIEF EXECUTIVE / CHIEF SOCIAL WORK OFFICER
REPORT NO: 257-2018

1.0 PURPOSE OF REPORT

This purpose of this report is to seek members' approval to implement a "Transforming Public Protection" Programme aimed at improving services provided by the Council and other key partners for vulnerable children and adults in the City. This two year action plan will build on recent self evaluations conducted by the Dundee Partnership and the findings of external inspections. These indicate that although public protection services are performing well, there is a need to improve support systems, increase the use of digital technology, ensure that professional practice is consistently strong and that learning and development has a higher priority in this important area.

2.0 RECOMMENDATIONS

It is recommended that the Policy and Resources Committee:

- 2.1 Approve the establishment of a Transforming Public Protection Programme as outlined in this report and appendix 1.
- 2.2 Approve the commitment of Dundee City Council resources to support the establishment of the Transforming Public Protection Programme.
- 2.3 Direct the Chief Executive and Chief Social Work Officer to provide a further update to Committee no later than 28 February 2019.

3.0 FINANCIAL IMPLICATIONS

- 3.1 The cost of establishing an additional two posts to generate extra capacity to manage and deliver the Transforming Public Protection Programme will be £58,000 in 2018/19 and £100,000 in a full financial year. The posts will be at grade 11 (permanent) and grade 12 (temporary to 31 October 2020). The phasing of additional costs will be as follows:

2018/19	£58,000
2019/20	£100,000
2020/21	£79,000
2021/22 (and beyond)	£48,000

The additional cost in 2018/19 will be met from the General Contingency included within the Council's approved 2018/19 Revenue Budget. Provision will be included in future years' Revenue Budgets as required for the ongoing costs of these additional posts.

4.0 BACKGROUND

4.1 Public Protection Overview

- 4.1.1 The Dundee City Plan identifies community safety and the protection of vulnerable people as a top priority and also recognises the importance of excellent collaborative working between the Council, NHS Tayside, Police Scotland, the third sector and local communities if services are to be effective.

The Council, working in partnership with other Community Planning partners, has a range of responsibilities for the protection of vulnerable people which are discharged through operational and strategic arrangements for adult support and protection, alcohol and drugs, child protection, humanitarian protection, the management of high risk of harm offenders, suicide prevention and

violence against women. This area of work is led by the Chief Officers Group (COG), supported by the multi-agency Committees/Partnerships which correspond to each of the areas of public protection. The COG is chaired by the Chief Executive and comprises senior representation from health, police, fire and rescue, chairs of the various committees and key officers, including the Chief Social Work Officer. This group individually and collectively is responsible for leadership, scrutiny and direction of public protection. It also has a responsibility for maximising the involvement of other agencies not under its direct control such as the third sector.

- 4.1.2 Responses to public protection issues are addressed through an integrated Protecting People approach which recognizes the complex and interlinked nature of the issues and aims to support practitioners respond to the multiple needs of vulnerable individuals and families through co-ordinated protection processes. Independent Chairs are now in place for Adult Support, Child Protection and Violence Against Women Committees ensuring both support and challenge. It is hoped that an independent chair will also be appointed to lead the MAPPA Strategic Oversight Group in the near future.
- 4.1.3 Dundee has a number of challenges around public protection given the socio-demographic characteristics of the city alongside high prevalence rates of domestic abuse, drug and alcohol use, drugs deaths and mental health issues. Addressing the causes of social exclusion is a core priority supported by targeted preventative measures such as tackling poverty through the Fairness Action Plan, enhanced early years provision and focused action to close the attainment gap. The recently announced Drug Commission and Review of Mental Health Services will shape and inform future priorities in the City.

In terms of the scale of issues in the City the following is of note:

- Over the last two years (2016-18) 1,855 adult protection concerns were referred to the Health and Social Care Partnership, 7% of these proceeded under the Adult Support and Protection legislation with a range of other interventions being offered to those who did not meet the legislative criteria for statutory intervention.
- Generally there are over 70 children on the Child Protection Register, with 33 emergency Child Protection Orders granted in the last year.
- Estimates are that there are around 2,800 problematic drug users with 57 drug related deaths in 2017. In the same year 24 people died by suicide.
- In 2016/17 there were 2,266 reported incidents of domestic abuse, the second highest prevalence rate of all local authorities in Scotland.
- Over the last year there were over 350 high risk of harm individuals managed across Tayside under Multi-Agency Public Protection Arrangements.
- Data analysis undertaken within Children and Families identified 113 women who have had 343 children removed from their care. These women had multiple difficulties including mental health, involvement in the justice system, problematic drug use and experience of domestic abuse.

Despite these challenges feedback from recent inspections indicates that those individuals who engage in services generally experience improved outcomes.

4.2 Scrutiny of Public Protection

- 4.2.1 Between July and December 2017 the Care Inspectorate, working jointly with Her Majesty's Inspectorate of Constabulary Scotland and Healthcare Improvement Scotland, undertook a joint thematic inspection of adult support and protection arrangements in six local community planning partnerships across Scotland, including the Dundee Community Planning Partnership. This activity was focused on three quality indicators:

- Outcomes for adults at risk of harm and their unpaid carers.
- Key adult support and protection processes.
- Leadership for adult support and protection.

A report of the findings of the thematic inspection was published together with evaluations of each Community Planning Partnership (using a six-point scale evaluation for each of the three quality indicators) on 3 July 2018. This report will be considered by the Integrated Joint Board on 28 August 2018. It can be read in full at:

<http://www.careinspectorate.com/images/documents/4453/Review%20of%20adult%20support%20and%20protection%20report%20April%202018%20Interactive.pdf>

- 4.2.2 The report confirms that adults at risk in Dundee are safer, have enhanced well-being and an improved quality of life as a result of adult support and protection processes, the inspection team found a number of areas of the Dundee Partnership's key processes that require significant improvement. The report highlighted that, following recent self-evaluation activity, partnership leaders had already identified that further improvements were required. Many of the areas for improvement for the Dundee Partnership are also in the overview section of the inspection report as shared challenges across Scotland.
- 4.2.3 The report also noted that full implementation of the Mosaic ICT system had not yet been achieved to meet the user needs of council officers and other users to record adult protection information clearly and effectively. It highlighted that implementation of the system, had significant teething problems and it is acknowledged that Children and Families have also experienced challenges. In order to support full implementation an additional 2 members of staff (both grade 9) are being recruited with costs met from existing resources. This will provide additional capacity to ensure full optimisation of the system and its integration with practice.
- 4.2.4 The Dundee Partnership welcomed the opportunity to participate in the inspection as part of their commitment to continuous improvement. The areas for improvement highlighted within the inspection report have some similarities to those from the Joint Inspection of Services for Children and Young People (published in 2016) and findings within Significant Case Reviews. This suggests that a focused programme of improvement and transformation is required across operational and strategic public protection processes to ensure that recurring areas for improvement are effectively addressed and that improvement is sustained in the long-term.

4.3 Transforming Public Protection Programme

- 4.3.1 Following consultation with community planning partners through the Chief Officers Group it is proposed to establish and implement a Transforming Public Protection Programme over the next 2 years (see appendix 1). The focus will be on embedding safe systems of practice that are resilient to changing resource pressures and promote consistency of practice and quality across all protection responses. As well as building on our own strengths, the programme will draw on best practice from elsewhere.
- 4.3.2 A range of distinct but interlinked workstreams will be established to support three key areas of transformation:
- Driving culture change within operational services towards continuous improvement and quality assurance, including embedding a culture of expectation of excellence across all protection service; this will include a development programme for operational managers, practice development work across the social work workforce and development of robust systems for case file auditing;
 - Significantly enhancing leadership support and scrutiny for public protection; this will include a decisive shift in focus across the COG and Protecting People Committees/ Partnerships to robust governance, scrutiny and quality assurance, as well as enhancing leadership support in areas such as IT migration, digital working and workforce and communication; and
 - Transformative re-design of protection processes to ensure streamlined and co-ordinated processes that respond flexibly to the complex and inter-linked needs of vulnerable individuals and families; this will include developing proposals for an integrated partnerships co-ordination function, building on learning from the Children and Families, and exploring options for an integrated 'safeguarding' hub.

There will be an emphasis on capacity building and embedding cultural change in order that improvements are sustainable over the long-term.

- 4.3.3 Work is ongoing to establish a clear governance structure and to develop a project plan. It is intended to prioritise resources towards the creation of additional capacity within the Protecting People Team (hosted within the Health and Social Care Partnership) to project manage and provide the necessary data and analytical capacity to support the work.
- 4.3.4 The approach will be supported by the Care Inspectorate who will provide advice and the involvement of their staff in activities. In the initial 3 month planning period, their focus will be on supporting co-production with the workforce to develop a detailed project plan aimed at driving cultural change.

- 4.3.5 The programme will be supported by a performance monitoring framework that seeks to evidence the impact of activity against ambitious targets for improvement in process, quality and outcome indicators. The development of this framework will also be supported by the Care Inspectorate and will form the basis of regular reporting to the COG, Protecting People Committees/Partnerships and Community Planning Executive Boards.
- 4.3.6 It is proposed to establish two additional posts to generate additional capacity to manage and deliver the programme. Approval is being sought to commit Council resources to meet the associated costs, reflecting the critical role of Council Services in the protection of vulnerable individuals and families, a strong commitment to leadership, and the need to mitigate against any delays in establishing the transformation programme. There is an expectation that any further resource implications associated with the approach will be shared by relevant community planning partners managed through the COG.

5.0 POLICY IMPLICATIONS

- 5.1 This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. A copy of the Integrated Impact Assessment is available on the Council's website at www.dundee.gov.uk/iia.

6.0 CONSULTATIONS

Members of the Chief Officers (Public Protection) Strategic Group, including the Independent Chairs of the Adult Support and Protection Committee, Child Protection Committee and Violence Against Women Partnership have been consulted in the preparation of this report. The Council Management Team, the Chief Officer of the Integrated Joint Board and the Chief Social Work officer have also been consulted and are in agreement.

7.0 BACKGROUND PAPERS

None.

David Martin
Chief Executive

DATE: 20 August 2018

Jane Martin
Chief Social Work Officer

Transforming Public Protection Programme Outline Proposal - July 2018

Context

The recent Inspection of Adult Support and Protection identified a number of strengths with three key recommendations for improvement:

- The partnership should make sure that its key processes for adult support and protection follow a clearly defined path, which council officers and other staff fully understand; and,
- The partnership should make sure that it prepares risk assessments and risk management plans for adults at risk of harm who require them;
- The partnership should make sure that full implementation of its ICT system is achieved in order to meet the user needs of council officers and other users to record all adult protection information clearly and effectively.

There are similarities to findings from the Joint Inspection of Services for Children and Young People (2016) and findings in other Local Authority areas. Whilst ICT implementation was not a feature in the Children's Services Inspection it is accepted that elements of Children and Families are also experiencing challenges in achieving full implementation.

Social Work Services typically work with more vulnerable people and play a lead role in relation to the development and co-ordination of protection processes. Good practice in the assessment and management of risk is dependent upon an effective multi-agency approach and whilst there should be a clear focus on practice relating to service users with higher levels of risk and needs, practice relating to those presenting with concerns which do not require statutory interventions also needs to be consistent and defensible. A focused programme of improvement and transformation is required, initially in relation to social work practice to address key elements of practice and decision-making, specifically in relation to:

- Use of chronologies;
- Joint and defensible risk assessment;
- Targeted risk management/protection plans;
- Timely and well attended decision making meetings; and
- Service user and carer involvement, including through independent advocacy services.

Scrutiny activity highlights that change has not been progressed at sufficient scale or pace and, from a leadership perspective, Chief Officers (Public Protection) Strategic Group (COG) and Protecting People Committees/Partnerships and their Chairs need to operate in a way that supports continuous improvement providing an appropriate level of scrutiny and accountability.

Transformation Programme

A targeted two year programme is required to ensure sustained improvement on a range of distinct but interlinked priorities focusing on three key areas of transformation:

1 Driving culture change within services towards continuous improvement and quality assurance, including embedding a culture of expectation of excellence including:

- Development programme for operational managers to support a culture of continuous improvement and quality assurance.
- Programme of practice improvement with frontline staff across social work functions and relevant multi-agency partners with a focus on:
 - Improving understanding of, and adherence to, protection processes;
 - Collaborative working at points of transition;
 - Service user and carer involvement; and,
 - Embedding a culture of quality assurance and improvement.
- Development of a programme of single and multi-agency case file auditing/case-based self-evaluation.
- Ensuring that ICT implementation addresses the needs of protection processes and performance reporting and enhancing the use of digital technologies.

2 Significantly enhancing leadership support and scrutiny for public protection issues including:

- Ensuring Protecting People Committees / Partnerships and COG focus on scrutiny and quality assurance, including:
 - Development of Committee / Partnership risk registers;
 - Enhanced provision of data and analysis,
 - Reviewing reporting mechanisms to Committees/ Boards, as well as participation of members in strategic protecting people activities.
- A programme of communication

3 Re-design of protection processes to ensure streamlined and co-ordinated processes that respond flexibly to the inter-linked needs of vulnerable people and families including:

- Exploring options to more closely align approaches across children and adults in terms of screening and addressing immediate responses to concerns.
- Review co-ordination of key protection processes to more clearly align and integrate functions such as chairing of case conferences.
- Full consideration of the implications of General Data Protection Regulations (GDPR) for protection processes and remedial action where required.

Governance Arrangements

The programme will be overseen by the COG. The CSWO, as professional lead for social work, will also have a key role in leadership and oversight of the transformation programme. Detailed governance arrangements for the programme will be developed during the first three months and a performance monitoring framework which evidences the impact of transformation activity against targets for improvement will be developed to support the approach.

The Care Inspectorate have committed to act as a “critical friend” by providing both advice and the direct involvement of their staff. They will also help to identify appropriate national improvement bodies to support specific actions and Community Planning Partnerships where examples of best practice are available.

Phased Implementation

The programme will last for 2 years and the advice from the Care Inspectorate is that there should be a phased, targeted approach with clearly articulated priorities.

In the first 3 months the focus will be on driving cultural change with Care Inspectorate input focusing on co-production with staff to develop a more detailed project plan. Staff will work alongside Care Inspectorate Improvement Advisors to establish statements of ambition for each work stream. At the end of the planning phase a detailed plan will be agreed by the COG; this will provide the work plan for the designated programme lead and form the basis of the improvement plan submission for the adult support and protection inspection which is required by October 2018.

Work in relation to enhancing leadership and scrutiny will be phased in over the following three months, however preparatory work has started with COG and Committee/Partnership members. Redesign of protection processes will be planned and implemented from 2019/20, with some preparatory work being undertaken prior to this.

Initial Resource Investment

Investment will be required over 18/24 month period as follows:

- A dedicated Lead Officer Post will be established, on a temporary basis, in the Protecting People Team to drive the programme forward; and,
- An additional senior officer will be established, on a permanent basis, in the Protecting People Team to enhance data and analytical capacity to support service redesign, quality assurance and the work of Committees/Partnerships.

A range of other resource issues may arise as planning and implementation progresses which will be fully scoped. Some elements of this work may, in the longer term, result in efficiencies for re-investment to address current resource pressures. The programme will also require commitment of resources from partner agencies and flexibility in application of these resources to support the aims, objectives and outcomes of the programme. This will include:

- protected learning and organisational development capacity;
- IT support, beyond Mosaic implementation within Dundee City Council / Dundee HSCP, to support increased investment in digital technologies; and,
- Collaborative working with support services across to support practice improvement.