THE TAYSIDE CHILDREN'S SERVICES COLLABORATIVE

Secondment Report, Lisa Bird
June 2017

CONTENTS

EXECUTIVE SUMMARY

Overview

- The Tayside Children's Services Collaborative is led by the Councils of Angus, Dundee City, and Perth & Kinross, with NHS Tayside. They are working closely with their Community Planning Partnerships, engaging with the third sector, Police Scotland and other key partners.

- The practice of collaboration across authorities is recognised in the literature and by experts as key to securing improvement in public services. The Scottish Government has also made clear its commitment to collaboration and has welcomed the steps taken by those authorities that have embraced this approach.

- Whilst all authorities in Tayside have been making progress in their respective areas, evidence suggests there is more they can do. This desire to drive improvement and indeed to accelerate progress has led to the development of the Tayside Collaborative.

- The absolute focus of the Collaborative is to secure improved outcomes for all of Tayside's children and young people. It also reflects a commitment to the national approach, 'Getting it Right for Every Child', (GIRFEC), addressing the 'whole system' to improve outcomes and tackle inequality.

- A more formal 'Strategic Framework for Collaboration' has been established to create a clearer process for this work and to ensure it retains a focus on tackling areas that will have the most impact on outcomes. As part of this, the Collaborative will:

  - Build the collective capacity and resilience of services.
  - Strengthen the approach to sharing expertise and providing challenge.
  - Reduce duplication of effort and ensure the best use of available resources.

- The work of the Collaborative is very much driven by evidence (national and local), and by the needs of communities across Tayside.

- At the heart of the work of the Collaborative is the shared Integrated Children's Services Plan (ICSP), the first of its kind which reaches across authority boundaries. The ICSP, itself developed in collaboration, illustrates the shared commitment and agreed priorities for strengthening families and improving the long-term life chances of all Tayside's children and young people.

Achievements to date

- The Collaborative has agreed a <u>shared vision</u> for securing better outcomes for children, as follows:

  'Our children and young people will have the best start in life and Tayside will be the best place in Scotland to grow up.'

- This vision is supported by the development of a more formal <u>'Strategic Framework for Collaboration'</u> in order to focus efforts and support prioritisation. This is an ambitious agenda so it was important to be clear at the outset what the Collaborative wanted to achieve and to reach a shared agreement as to how they wanted to work together.

- As part of this framework, a number of <u>guiding principles</u> have been agreed. These define the approach and illustrate what is important to the Collaborative and how they work together. The establishment of principles also provided a clear mechanism to embed improved outcomes for children as the key driver for collaboration at the outset.

- As mentioned earlier, at the heart of this framework is the first ever <u>Tayside-wide Integrated Children's Services Plan (ICSP)</u>. It is the priorities identified within this Plan that are driving collaborative efforts.

- These <u>shared priorities</u> focus on areas where, collectively, the Collaborative can have the most impact on the lives and longer-term life chances of Tayside's children. The five sets of priorities can be summarised under the following broad headings:

  - **Pre-birth and Early Learning**
  - **Learning and Attainment**
  - **Mental-Health and Well-Being**
  - **Looked After children, Care Leavers & Young Carers**
  - **Safeguarding and Child Protection**

- It is worth noting that the second set of priorities around 'learning and attainment' include a key priority to <u>secure improvement in the education system</u>, an area of high national interest and debate at present. By prioritising this area, the Collaborative are clear that they must accelerate improvement in education outcomes, recognising the need to address attainment and inequality.

- The framework also includes <u>a set of delivery mechanisms</u> which have been designed to deliver on the priorities of the Collaborative – these are called ICSP Priority Groups and Delivery Reform Groups.

- New <u>governance arrangements</u> have also been developed to support the framework, including a new Strategic Group to oversee the delivery of the Collaborative.

What next?

- All the work of the Collaborative is driven by achieving improvement on the five priorities of the ICSP and work is underway to secure capacity for this work.

- The Collaborative recognise the scale of ambition and that this is complex and challenging work, but are clear that it is essential if they are to secure change.

- Flexibility and driving innovation are crucial to the Collaborative and there is recognition of the need to change ways of working in order to deliver on these commitments. This will mean that each core organisation of the Collaborative will need to support their people to work differently and to create not only the capacity within teams, but to foster a 'culture of collaboration'.

- Inevitably, this work will highlight the need for difficult decisions to be made at different stages throughout the process. It will be important to consider how decisions are made and its approach to dispute resolution.

- The Collaborative is on a journey of reform – they know the outcomes they need to achieve and now have a clear pathway and indeed an agreed focus for achieving them. It will be important for the Collaborative to continue to engage on a national level and to share their experiences with other local authorities and Health Boards as their work develops.

A number of specific recommendations are detailed in Chapter Seven.

CHAPTER ONE - INTRODUCTION

Public Service Reform

The Christie Review of Public Services set out the following 'Four Pillars of Public Service Reform', (published in 2011).

- A decisive shift towards prevention.
- Greater integration of public services at a local level driven by better partnership, collaboration and effective local delivery.
- Greater investment in the people who deliver services through enhanced workforce development and effective leadership.
- A sharp focus on improving performance, through greater transparency, innovation and use of digital technology.

This suggests the need for large scale strategic change, the management of complex systems, and highlights the importance of drawing on the range of improvement methods that exist.

In 2013, the Scottish Government developed a '3-Step Improvement Framework'. This was intended to help unlock and channel collective knowledge and energy towards a common goal of real and lasting improvement across public services.

The three broad steps identified for transformational change are:

- Macro system – vision, aim and context.
- Meso system – culture, capacity and challenge.
- Micro system – implementation, measurement and improvement.

This approach to improvement has been the focus of the 'Children and Young People Improvement Collaborative' (CYPIC) which brings together the 'Early Years Collaborative' (EYC) and the 'Raising Attainment for All' programme to deliver quality improvement throughout the child's journey.

This is very much a shared agenda and colleagues in Tayside have been actively involved in this. As a Collaborative, they are now taking the opportunity to use this and their own experience to drive improvement in outcomes for the children and young people of Tayside.

Effective Collaboration

As highlighted by the Christie Review, collaboration is an essential part of the improvement journey. In practice, there are many forms of collaboration which can range from:

- Informal networks and alliances where colleagues decide to work together to share practice and ideas on specific issues;
- Working in partnership to deliver specific projects or initiatives; and

- More developed models which can result in the full integration of services.

Collaboration essentially requires the ability to work across boundaries, whether internal or external, geographic, or across sectors, organisations and communities. Furthermore, the conditions necessary for collaboration are much discussed, but a number of consistent themes emerge in the literature. They are as follows:

- Clear focus on outcomes.
- Clearly articulated shared purpose.
- Transparency, trust and honesty.
- Commitment to and capacity for peer review.
- Commitment to continuously improving practice and systems over the long term.
- A plan to move from collaboration to co-responsibility or a position of shared professional accountability.
- Engagement in the wider context and 'communities of interest'.
- Driven by scrutiny and support from others, on a local, regional and national level.

Effective partnership working across Local Authorities has also been highlighted as being critical to improvement by the OECD and by the Scottish Government.

The National Context

The Scottish Government has made clear its commitment to collaboration and welcomed the steps taken by those authorities that have embraced this approach. It has also taken the opportunity of the recent Education Governance Review to formally embed collaboration within the development of the education system.

For example, it was announced on 15th June that 'Regional Improvement Collaboratives', tailored to the local area, will be established to support schools across Scotland. This demonstrates the Government's commitment to regional collaboration, ensuring that it forms a core component of all improvement initiatives in education. Each collaborative will be led by a new Regional Director reporting to the Chief Inspector of Education. They will provide educational improvement support through dedicated teams of professionals who will draw on Education Scotland, local authority teams and others. This will enable areas to pool and strengthen resources to support learning and teaching.

These collaboratives will also provide a coherent focus across all parts of the system through an annual regional plan for educational improvement aligned with the National Improvement Framework.

The Scottish Government has given a clear commitment to work with Local Government to expand and deepen this work, taking on board the local context and existing improvement work and mechanisms.

The Background to Collaboration in Tayside

The Tayside Collaborative is led by the Councils of Angus, Dundee City, and Perth & Kinross, with NHS Tayside. They are also working closely with their Community Planning Partnerships, engaging with the third sector, Police Scotland and other key partners.

Tayside are building on a history of working together in partnership. Whilst they were all making progress in their respective areas, evidence suggested there was more they could do. The level of partnership working also varied across authorities and across a range of issues, i.e. not solely on Children's Services. There was therefore a shared ambition from all partners to do more, and to do so with pace. There was also a clear desire that this collaboration should be different from the previous regional structure that had operated in Tayside and also that it should go beyond ad hoc partnership work.

This strong desire to drive improvement and to accelerate progress led to the development of the Children's Services Collaborative, with a shared ambition to transform services to secure better outcomes for children, young people and their families.

Building on their experience and indeed this shared ambition to improve outcomes through collaboration, Tayside authorities set out on a journey to create a more formal and ambitious model of collaboration, placing them in a much stronger position to accelerate progress. It was agreed that this would be supported by the development of a Strategic Action Plan.

Collaboration in Practice

As part of this, Tayside were clear that they wanted to work with the Scottish Government during this development phase. This in itself was a clear demonstration of their desire to work collaboratively and to explore the range of options for working across boundaries, whilst drawing on the national context.

The Scottish Government very much welcomed the opportunity to work with Tayside in this way and a senior secondment arrangement was set up to run from February 2017 to the end of June 2017.

The focus of this short-term secondment was to work with colleagues across the four organisations to develop a Strategic Report/ Action Plan and to provide advice to both Tayside and the Scottish Government as the work developed. Again this was intended to draw upon both the national and local context.

This process has involved working closely with the four main partners of the Collaborative, as well as engaging with Education Scotland, the Care Inspectorate, alongside other alliances and examples of good practice across Scotland and the UK. It also provided an opportunity to foster links across different policy areas within the Scottish Government.

The nature of that proposed Strategy/ Action Plan has developed over time and this report effectively serves both the purpose of outlining the Strategy and the Plan for the Collaborative, alongside a set of next steps and recommendations.

CHAPTER TWO - THE COLLABORATIVE MODEL

The Steps to Collaboration

The intial focus of the secondment was to consider the strategic context for the Collaborative. This involved engagement with the following:

* Senior leaders within the Collaborative and other key partners.
* Senior leaders across the relevant policy directorates of the Scottish Government and national bodies, (including Education Scotland and the Care Inspectorate).
* Others engaged in similar work in Scotland (inlcuding the Northern Alliance), and in the wider UK (including the Greater Manchester Combined Authority).

It was clear that the absolute and undisputed priority for the Collaborative was to improve outcomes for children, young people and their families across Tayside. With this set as a clear goal, the next step was to define the model that would deliver on that and to secure agreement regarding the level of ambition and approach to be taken.

It is worth briefly reflecting on how that development process, and in particular some of the key decisions, shaped the approach over the months of the secondment period. For example:

* The Collaborative acknowledged that it was not starting with a 'blank page' – there was already a history of working together and some shared delivery of Children's Services, alongside some collaboration in other Council services; but importantly, there was a clear commitment to do more and an openness to make changes to ways of working.

* There was a clear agreement to focus on GIRFEC and a desire for the Collaborative to directly reflect that approach and the principles that support it.

* The focus of the Collaborative was therefore the 'whole child' which includes specific commitments on excellence and equity in education, ensuring that every child has equal opportunity to succeed and to improve the health and well-being of all Tayside's children.

* In turn, this enabled the Collaborative to adopt a 'systems' approach to transforming services and support, using the evidence of what works and putting improved outcomes at the very heart of collective efforts.

* The need for a more formal model was identified, which developed into a Strategic Framework for Collaboration, with a strong steer for more ambition and radical thinking – this reflects the nature of the leadership and the desire to focus effort, drive change and inject more pace into securing better outcomes.

- This highlighted the importance of ensuring there was shared agreement as to what that ambition meant to each partner, and a shared understanding of what this would mean in practice. It was therefore crucial that the leadership of the Collaborative invested time in sharing, testing and agreeing the focus of the work. This was supported by a number of actions:

  - The development of a 'Starter Paper' which set out the 'what, why and how' for agreement. This included a shared vision, the 'Tayside' principles and the approach/ model to be adopted.
  - A proposal for a 'Strategic Framework' that encompasses the key stages for the Collaborative, the delivery and enabling mechanisms and proposed governance arrangements.
  - A core script.

- The Collaborative also took the opportunity of the legislative requirement to produce an Integrated Children's Services Plan to deliver one plan for Tayside rather than three, working with the three Community Planning Partnerships. This provided the Collaborative with a significant opportunity to agree shared priorities and to set out its aspirations for collaboration. As a result, it was agreed that given the focus of the Collaborative was to secure better outcomes for children, the shared vision and priorities set out in the ICSP should form the core of the Collaborative and shape prioritisation of effort.

- The Collaborative has a strong commitment to the use of the evidence base and the ICSP has also provided an opportunity to bring that evidence together to establish a 'Tayside picture'.

The Principles of Collaboration

As part of the process described above, it was agreed that it would be useful to set out a number of key principles which characterise the Tayside context and approach and to ensure everyone is working to the same objectives. They are as follows:

- A 'unified approach' based on the 'whole child'. This requires effective and holistic pathways for children, young people and their families, including, and going beyond, schools and the education sector, to encompass the range of services providing care and support.

- A 'Tayside driven approach' which reflects the needs and priorities identified by Tayside, whilst enabling flexibility within areas to respond to specific needs, as well as supporting innovation.

- A 'place-based approach' which can work across authority boundaries and maximise engagement with children and their families, at the point of need, as and when required.

- A 'thematic approach' that ensures function comes before structure, and draws on the contributions of the three Councils with NHS Tayside, in close collaboration with the third sector, the private sector and other partners.

- A 'scalable and non-exclusive approach' which supports further development over time and enables a variety of collaborations to occur concurrently, e.g. with other councils outwith Tayside, (work has been undertaken with Fife Council), as well as with other partners and national agencies.

- An 'embedded approach' where collaboration operates within every level of each organisation, e.g. strategic, operational management, frontline.

- A 'robust approach' with clear accountability and governance arrangements, which support appropriate oversight, without creating unnecessary burden or bureaucracy.

These principles, as a core part of the Strategic Framework, can be used to test the rationale and feasibility of individual programmes and service collaborations as they develop.

Models of Collaboration

Building on these principles, there are a number of ways in which collaboration was already beginning to develop and operate across Tayside. These were being developed as specific workstreams and tended to reflect elements of three broad approaches to collaboration.   These three broad approaches range from 'lighter-touch' examples, moving towards consideration of fully integrated and unified services. They are not mutually exclusive and each may support different phases of implementation. The different approaches may also lend themselves to different aspects of service delivery. For example:

1. Working in Partnership – this relates to groups of people from across organisations working together to discuss priorities, provide challenge and share learning. This typically involves widening access to training events, designing collaborative events or creating cross-authority working groups to address particular themes or areas for development/ alignment.

For example, authorities in Tayside have been working with Fife Council and Education Scotland on the educational attainment/ improvement agenda.

2. Design of a Common and Unified Approach - this takes the 'working in partnership' approach to the next stage where there is collective identification of both the needs and planning of services. Although, the approach is unified and can secure some streamlining of effort, the operational delivery of those services is still likely to be undertaken by all partners and tailored to the local context – the difference is that it operates within that shared strategic context.

An example of this would be the development of the first Tayside Integrated Children's Services Plan – the strategic priorities and objectives are shared, with some variation in models of local delivery.

3. <u>Creation of Unified 'Services'</u> – this moves the approach to a further level of integration, where a series of 'unified services' are formed that operate across all areas. There would be a single point of leadership for each service, but with shared accountability to all authorities. This could be through one authority taking the lead on delivering a service, on behalf of the others; or each authority contributing to a consortium, with one authority 'hosting' them; or shared strategic commissioning of services via another body. This model is more likely to be supported by the pooling of resources and by the streamlining and sharing of relevant processes and systems, such as performance management, third party commissioning and an estates strategy.

Examples of this approach occur in a few areas, although not necessarily across all authorities in Tayside. One example is the Multi-Agency Screening Hub (MASH) where discussions have begun between Dundee and Angus to explore whether this could operate on a Tayside basis.

The Tayside Model….bringing the pieces together

So far, this report has outlined the key decisions and stages of developing this Collaborative, from defining the vision, the principles and the range of ways in which collaboration can be developed. The key is how to deliver on that and maintain focus and accountability.

The work of the Care Inspectorate is of direct relevance here. Through their inspections of services for children and young people, they have identified ten steps to successful Children's Services Planning. These steps are directly relevant to the process that is being developed to formalise the work and focus of the Collaborative and should continue to be a useful tool for assessing progress and impact. These ten steps are as follows:

1. A collective vision.
2. A joint strategic needs assessment.
3. Strategic mapping of services.
4. Identifying the totality of the resource.
5. Matching needs and services.
6. Developing sets of local outcome indicators.
7. Informed consultation.
8. Developing a SMART delivery plan.
9. Governance & Accountability.
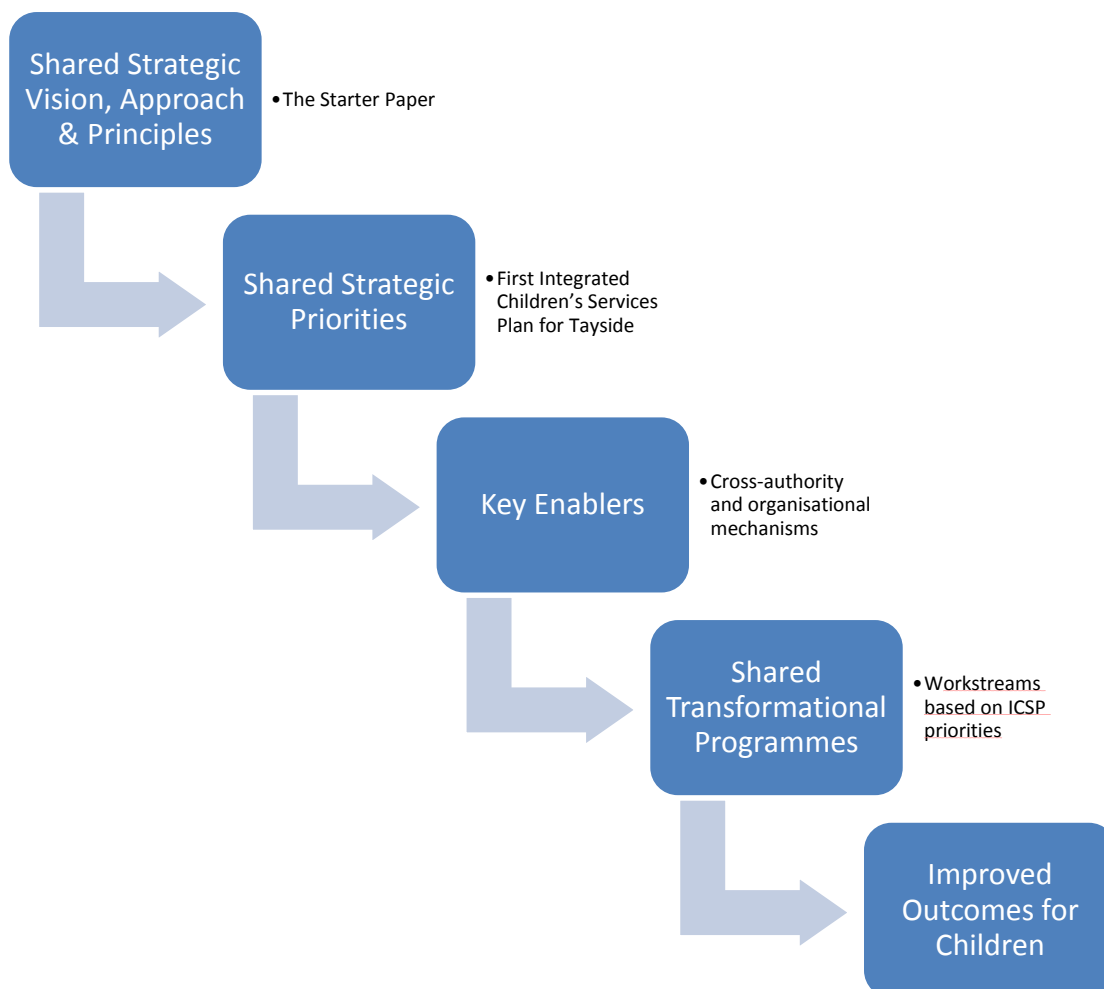10. Annual performance reporting.

The following chapter describes how Tayside is building on these steps, based on the vision, principles and approaches set out in this chapter.

CHAPTER THREE – THE STRATEGIC FRAMEWORK

A Step by Step Delivery of the Model

The overarching Strategic Framework for the Collaborative is shown in the following diagram. Good progress has been made on the first two 'blocks' and work is underway on what are termed the 'key enablers' and the 'transformational programmes', which represent the delivery mechanisms for the work.

Having such a framework is crucial to the development of the Collaborative, not only to illustrate the key stages of development for this work, but also to ensure that the agreed priorities (within the ICSP) and required outcomes are embedded within the process and are driving all activity. This will support the Collaborative in its agreed ambition to look beyond existing structures and approaches, whilst not losing sight of what it is working to achieve for outcomes.

Block	Description
Shared Strategic Vision, Approach & Principles	• The Starter Paper
Shared Strategic Priorities	• First Integrated Children's Services Plan for Tayside
Key Enablers	• Cross-authority and organisational mechanisms
Shared Transformational Programmes	• Workstreams based on ICSP priorities
Improved Outcomes for Children	

In order to build delivery on the shared vision, approach and principles, the Collaborative has agreed a set of shared priorities based on a review of evidence across Tayside. At the heart of this process is the first Tayside-wide Integrated

Children's Services Plan (ICSP) which has been developed with the three Community Planning Partnerships. This Plan sets out how partners in Tayside will work together to reduce inequalities and improve outcomes for Tayside's children. The Plan confirms five shared priorities which have been identified as having the most impact on the lives and longer-term life chances of Tayside's children. They are as follows:

The ICSP Priorities

All the work of the Collaborative is driven by achieving improvement on these five broad priorities of the ICSP and the success of the Collaborative will be evaluated against the impact on those priority outcomes. The challenge will therefore be to ensure that all initiatives within the Collaborative directly deliver for or influence those priorities leading to improved outcomes.

It is also worth noting that the ICSP does not create a specific focus on 'transition points' or their impact, beyond some reference to transitions in education and learning in the second priority area. Evidence suggests that the points of transition that occur throughout a child's life and as they approach young adulthood can present significant risks. This is discussed further in Chapter Seven.

Key Enablers

In terms of taking the work on these priorities forward, there are a number of 'key enablers' that can support teams to make progress. For example:

> **Political leadership**

> **Collaborative leadership & organisational challenge**

> **Cross-authority working:**
>
> • Strategic/ Joint Commissioning
> • Shared Service Standards
> • Capital Investment (including estate and asset review)
> • Evaluation & Continuous Improvement
> • Learning & Workforce Development (e.g. shared recruitment and virtual training hub, shared performance standards)
> • Shared Engagement & Participation
> • Data and Shared Systems (e.g. assessment processes)
> • IT/ Digital Development
> • Shared position/ voice on national issues and a 'test bed' for ideas

Political leadership for this type of work is essential. Having considered practice, many involved in developing collaboration have cited an inability to secure and maintain support of leaders as being a significant factor in the demise of some collaborative working between authorities. Tayside has seen strong support from its Leaders and Convenors and efforts are already underway to work with new Leaders and Convenors following the Local Government Elections in May 2017. It will be important to maintain this.

Collaborative leadership and organisational change have also been highlighted as a priority by Tayside. This was clearly set out in the 'Starter Paper' where it referred to a commitment to a 'collaborative culture and behaviour', based on trust, fairness, openness, no-blame, honesty and transparency. It also stressed the need to be willing to change and adapt to new ways of working in order to achieve the collective position. Work is underway to consider how to support teams to create a 'culture of collaboration' and ensuring that this permeates through all levels within each organisation.

Cross-authority working will provide a strong platform for the transformational programmes that need to operate at service level. This work will remove any

barriers and agree approaches and criteria so that the teams working on the ICSP priorities are able to make swift progress.

Further detail on the actual delivery mechanisms for both the ICSP priorities and the 'Key Enablers' is given in the following chapter.

CHAPTER FOUR – GOVERNANCE ARRANGEMENTS & DELIVERY MECHANISMS

As mentioned earlier, a number of mechanisms are being set up to deliver for the Collaborative. This chapter sets out those mechanisms within the context of the new governance arrangements that have been developed for the Collaborative, as shown in the following diagram.
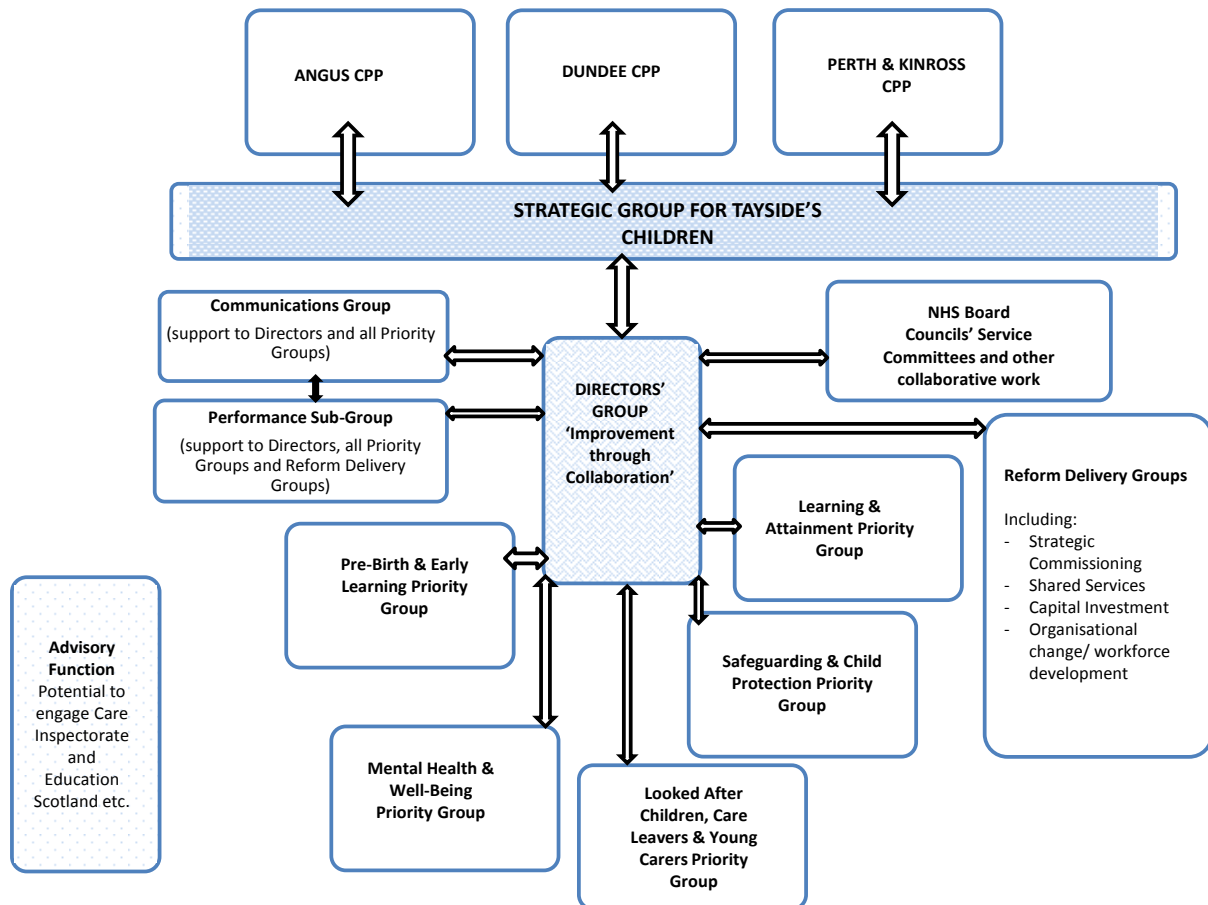
Further detail on the purpose and role of each group within those new governance arrangements follows. Work is already underway to look at existing links and activity within each organisation to ensure the Collaborative arrangements build on existing expertise and to identify areas where other existing structures can be streamlined as a result.

Following the announcement regarding Education Governance on 15th June, further work will be required to agree the engagement of the new Regional Director and how best the improvement support can be aligned and integrated into Tayside's existing work on the learning and attainment priority and the early learning priority work.

Strategic Group

Purpose

- To hold the vision of the Collaborative.
- To lead the ambition to succeed at scale.
- To facilitate the context for committed collaborative operations.
- To ensure the success of the priorities in the Tayside Integrated Children's Service Plan (ICSP).

Reporting

The Strategic Group will receive reports on the Collaborative from the Directors' Group. This will cover progress across the five ICSP Priority Groups and the Reform Delivery Groups, (supported by the Performance Sub-Group).

All the Community Planning Partnerships will continue to be accountable for the delivery of the ICSP at a local level and so each authority will need to continue to ensure effective dialogue with that wider network at a local level.

Membership

Core Members: Chief Executives of Angus, Dundee, Perth & Kinross, NHS Tayside.

A decision is required as to whether this group should include senior representatives from Police Scotland, the Scottish Fire & Rescue Service and the Third Sector. See Chapter Seven for further discussion.

Directors' Group

Purpose

- To provide clarity and direction to the teams delivering on the Collaborative, ensuring a shared focus on improved outcomes for Tayside's children; this group will work both as a collective leadership team, as well as assigned individual 'Senior Sponsor' roles for each ICSP priority.

- To review and agree proposals from the ICSP Priority Groups and the Reform Delivery Groups regarding prioritisation and delivery, ensuring that the agreement of all partners has been secured. (This group will judge which proposals require further discussion and the agreement of the Strategic Group, depending on the nature, scale and level of profile/ sensitivity).
- To share key developments in their own areas of responsibility and consider opportunities for collaborative working where this will drive improvement on outcomes.
- To support and challenge each other on all key decisions that impact on delivery and outcomes for children in Tayside.
- To ensure effective engagement with wider collaborative work within and across the Councils, the NHS and other key partners.

Reporting

This group will report to the Strategic Group. It will receive reports from the ICSP Priority Groups and from the Reform Delivery Groups, supported by the Performance Sub-Group. It will also be supported by the Communications Groups (as required).

Membership

This group will comprise the relevant Director with responsibility for Children's Services from each Local Authority and from NHS Tayside. The group may also wish to include a representative for the Chief Social Work Officers. They may also consider inviting representatives from other partner organisations to attend ad-hoc meetings as and when required.

Communications Group

This group has been established (with a representative from each Council and from NHS Tayside), and an initial plan is being developed. Its remit will include both internal and external communications and will make the link to wider 'change programmes' and organisational development work.

It will work closely with the ICSP Priority Groups and be available to support the Directors' Group and the Strategic Group as required. Each representative will be linked to the Senior Sponsor within their respective organisation.

Performance Sub-Group

This could be developed from the original ICSP working group who developed the Plan. Its primary role will be to monitor progress on the ICSP. It will report to the Directors' Group and provide co-ordination and programming support to the ICSP Priority Groups and the Delivery Reform Groups. Membership currently includes representatives from each organisation.

Advisory Function for the Collaborative

This will be discussed in further detail in Chapter Seven, as part of the recommendations.

ICSP Priority Groups

ICSP Priority Groups: (to operate for the 'life' of Plan)

- Group 1: Pre-Birth & Early Years
- Group 2: Learning & Attainment
- Group 3: Mental Health & Well-Being
- Group 4: Looked After Children, Care Leavers & Young Carers
- Group 5: Safeguarding & Child Protection

Purpose

- To identify and develop priorities for collaboration at pace.
- To be driven by the strategic vision, ICSP priorities and required outcomes.
- To do so in a way that enables progress to be collectively tracked.

Reporting

- Each group will be assigned a 'Senior Sponsor' to confirm the vision and provide ongoing challenge and support to the group.
- Each group will also have an identified 'lead official' who will be responsible for the work of that group, on behalf of all four organisations of the Collaborative. (This could be rotated over time).
- The work of each group will be reported to the Directors' Group via the Senior Sponsor and the lead official. They will also be supported by the Performance Sub-Group who will take on a co-ordination support role.
- Each group will draw on the work of the Delivery Reform Groups (see later section).

Key Activities

- The first task of each group will be to agree at the outset what they will achieve by Nov/Dec 2017 and key milestones within that period, so essentially a Delivery Plan to set out what they will do. It is anticipated that the nature of that delivery will differ between groups depending on the complexity of issues and their relative priority; nevertheless it will be important to have clarity on what that looks like across all areas and for this to be agreed by the Senior Sponsors, and then collectively at the Directors' Group.
- Each Delivery Plan will include a number of key activities:

- Building on the original analysis undertaken for the ICSP, to undertake a light-touch review of that <u>evidence</u> for the respective priority area and any existing targets in place.
- To consider any specific <u>commitments</u> given within the ICSP and to assess their relative priority for collaboration.
- To draw together an initial comparative analysis of <u>existing service provision</u> across Tayside, pulling out examples of best practice and high impact, alongside identifying gaps in provision.
- To consider any other existing <u>activity</u>, in any one of the organisations, that would benefit from a collaborative approach, (e.g. development of strategies or new approaches).
- To liaise with the relevant Reform Delivery Groups to <u>identify which mechanisms</u> would support collaboration within this priority.
- To provide 'subject-specific' <u>advice and proposals to the Directors' Group</u> regarding the nature of collaboration to be developed, based on the analysis identified above and the level of ambition set out.

- Therefore the Delivery Plan should set out clear timescales for these tasks, and in particular, when proposals will be submitted.
- Each group will also produce a '<u>Tayside narrative' or core script</u> on their respective priority area which will contribute to the wider communications activity, as the work progresses. This will be supported by the recently established Communications Group. (This group includes a representative from each of the four organisations – each will be matched with the Senior Sponsor from within their own organisation and provide support to their respective group.)

Membership

- Each organisation is assigning relevant people to work within these groups, keeping the size of the group to a minimum to enable work at pace, whilst ensuring appropriate feedback as the work progresses.
- This may include the input of subject matter or service experts from other organisations and indeed specific input from key individuals within the Community Planning Partnerships, depending on the issue. This will be for the Senior Sponsor and the lead official to decide in each instance.

In summary, the key role of these groups is to develop robust proposals for collaboration, for decision by the Directors' Group. As mentioned earlier, it will be for the Directors to decide, based on an assessment of scale and sensitivity, whether proposals for individual collaborations require further approval by the Strategic Group and/or wider discussion. They will also want to be assured that all other partners have given their approval where appropriate.

As mentioned in Chapter Three, the Collaborative may wish to consider a further Priority Group to look 'transition points' and to assess their impact and current support. This is included within the recommendations in Chapter Seven.

Reform Delivery Groups

Purpose

These groups are more likely to be time-limited as they are focused on developing the mechanisms which will support collaboration, rather than directly delivering collaboration.

Reporting

As with the ICSP Priority Groups, they will report directly to the Directors' Group, with support by the Performance Sub-Group who will take on a monitoring and co-ordination support role.

Key Activities

The nature of each group will vary considerably in the nature of the task and their timing. Two phases of activity have been identified.

Phase One

Two early priorities have been identified:

- Strategic/ Joint Commissioning Group (building on existing group activity).
- Shared Services Group.

These groups will undertake the following tasks:

- Develop an agreed methodology and set of principles or criteria that can then be used by any of the ICSP Priority Groups.
- Provide a clear mechanism with guidance for the ICSP Priority Groups so they can make swift progress, ensuring there is an agreed process and that any operational or procedural barriers to joint-working are removed. It will also reduce the risk of duplication of effort.
- Highlight any specific opportunities for collaboration that may emerge through this work, to be passed to the relevant ICSP Group for their consideration in line with priorities and impact on outcomes.

Phase Two

These are complex pieces of work requiring longer timeframes. These groups in particular will draw on wider collaborative programmes already underway in each organisation.

- Capital Investment Group - the ICSP includes a commitment to develop an Investment Strategy & Delivery Plan. This will begin with a full review of current assets, analysis of service duplication/ gaps and the development of a financial model that creates new opportunities for income maximisation and best value. This will include consideration of the current estate.
- Evaluation & Continuous Improvement Group.

- Learning & Workforce Development Group (drawing on organisational development requirements)
- Shared Engagement & Participation Group.
- Data & Shared Systems Group.
- IT & Digital Development Group.

Membership

- Each organisation will assign relevant people to work within these groups, keeping the size of the group to a minimum to enable work at pace, whilst ensuring appropriate feedback as the work progresses.

CHAPTER FIVE - PRIORITIES FOR COLLABORATION

As set out in Chapters Three and Four, the ICSP outlines five broad priority areas for action which will be considered by the ICSP Priority Groups. Within those five areas, the ICSP sets out a number of initial ideas for collaborative work and so these commitments will need to be assessed as part of the development of the individual Delivery Plans.

It will be important for each group to apply rigorous prioritisation to ensure some early delivery for the Collaborative. The status of each of the commitments varies considerably in terms of the stage of development and focus. <u>Further work is required, not only to agree prioritisation of delivery, but also to ensure that each commitment has a set of SMART delivery objectives.</u> In some areas, there will be existing work that may already be addressing these commitments, but the challenge will be to assess where a collaborative approach could add value, reduce duplication of effort, and in turn replace individual approaches.

As mentioned earlier, some initial thinking on specific areas and services was undertaken and a number of these areas were tackled at an event with team leaders in March. They were early years, engagement and participation, multi-agency screening arrangements, learning and workforce planning, commissioning, and collaborative working more generally. Templates were produced. Whilst they set out initial steps and ideas for development, they were all relatively high level and generic in nature and will need further work by the relevant Priority or Reform Delivery Group.

Each priority area of the ICSP will now be considered in turn.

Pre-Birth & Early Years

'Our children will have the best start in life, they will be cared for and supported to learn in nurturing environments.'

This includes specific commitments, summarised below:

- Provide targeted multi-agency support to families.
- Deliver a new Health Visiting Pathway and expansion of the Family Nurse Partnership.
- Realign resources to improve availability and impact of early intervention services.
- Deliver on the five ambitions of 'Ready to Act', the National Allied Health Professional transformational plan.
- Develop and implement a Tayside Parenting Strategy.
- Develop early learning and childcare provision.
- Support speech, language and communication capacity.

Given current commitments to significantly expand early learning and childcare provision, accelerating this work would present an early opportunity for the

Collaborative to test its ability to not only share learning, but to actually co-design and deliver through collaboration. The initial deadline is to submit a plan to the Scottish Government by the end of September which is likely to be three individual plans.

It is recommended that the Collaborative take the opportunity to <u>prioritise early learning and childcare and set the challenge for the three plans to be developed into one solution or approach for the expansion of early learning and childcare for all of Tayside</u>.

Learning & Attainment (Schools)

'Our children, young people and their families will be meaningfully engaged with learning and combined with high quality learning experiences, all children and young people will extend their potential.'

This includes specific commitments, summarised below:

- Ensure extra support for children at risk of not achieving their potential.
- Create opportunities for parents, carers and young people to be active partners, through supported learning and consultation on improvement plans.
- Develop initiatives to improve pathways to employment – post-school training and apprenticeships, further and higher education.
- Promote collaborative working across schools and their communities to support robust self-evaluation, and improved quality of provisions.
- Support young people to make informed choices and exercise greater control as they transition to childhood.
- Ensure close partnership working is designed to close inequality gaps, address complex needs and share good practice that already exists.

Discussion on the development of new 'Regional Improvement Collaboratives' as announced by the DFM/ Cabinet Secretary for Education & Skills in June, will be a key priority for the Tayside Collaborative. The education improvement agenda in Tayside is already well-established and forms a core priority of the Collaborative. <u>The Senior Sponsor identified for this Priority Group will want to consider the range of ways in which this new framework and provision of support could be developed, ready for discussion.</u> It will be important to ensure that the approach reflects and supports the Tayside landscape, whilst ensuring alignment with national reporting and delivery expectations.

Another area of work that is already being considered is the provision of Educational Psychology Services and the potential for a unified specialist service. Whilst this is not specifically mentioned as a commitment within the ICSP, this is an area that would merit further consideration.

Given the focus on addressing inequality and complex needs, it would also be worth using the experience of the Pupil Equity Fund to explore different approaches. Although allocations vary across the three authority areas, it will be important to share the learning across those schools that have been involved, to inform broader improvement work across Tayside.

Mental Health & Well-Being

'Our children and young people will be physically, mentally and emotionally healthy.'

This includes specific commitments, summarised below:

- Develop a Tayside Parenting Strategy.
- Develop a multi-agency framework to prevent and address early initiation of substance misuse.
- Develop a Mental Health Strategy with a focus on prevention, early identification and support.
- Implement the Pregnancy & Parenthood in Young People Strategy alongside reducing teenage pregnancy and support to young parents.
- Develop a Tayside Strategy for Child Healthy Weight.

There is some overlap in commitments here, such as the Parenting Strategy, so each group will need to be clear who is taking the lead. There is also a strong focus on developing strategies so it will be important that work moves beyond statements to delivering real change.

It may also be worth considering whether there is a requirement for some training and support around early intervention, given the prominence of this across all streams of activity.

Looked After Children, Care Leavers & Young Carers

'Our children and young people who experience inequalities and disadvantage will achieve health, well-being and educational outcomes comparable with all other children and young people.'

This includes specific commitments, summarised below:

- Informed by the work of Fairness Commissions, work to reduce the impact of poverty.
- Develop a Corporate Parenting Strategy which proactively and systematically addresses the needs of Looked After Children and Care Leavers.
- Ensure Looked After Children and Care Leavers are involved in decisions about their care and influence service delivery.
- Ensure Young Carers are supported and assisted to provide care.
- Support for children with complex and enduring needs into adulthood.
- Support to children at risk of reoffending.

Again, these commitments need significant work to ensure there are some practical activities identified. Within this area, discussions have begun regarding shared commissioning of residential care, (including respite for children with disabilities), and also a review of Family Placement Services.

Safeguarding & Child Protection

'Our children and young people will be safe and protected from harm at home, school and in the community.'

This includes specific commitments, summarised below:

- Build a supported workforce to protect children from abuse, exploitation and neglect.
- Promote best practice in sharing information.
- Strengthen approach to tackling and mitigating the effects of childhood neglect (CELCIS).
- Build personal safety (including internet use).
- Develop a Communications Strategy around promotion and welfare of children and young people.
- Ensure child, young people, parental and wider family involvement in own decision-making and planning processes.

Again this area needs more detailed actions and prioritisation. Building on existing work to look how each authority approaches multi-agency screening would be a useful starting point here.

The work around a Communications Strategy should be delivered in discussion with the core Communications Group for the Collaborative.

In conclusion, there is significant work to be undertaken in each of the priority areas. It will requires the direct input of teams and as it develops, from frontline workers, as well as children, their families, and wider communities. The delivery mechanisms set out in Chapter Four will provide some focus to that work, but a more rigorous prioritisation will be required which can only be undertaken by delving more deeply into the issues and existing provision.

CHAPTER SIX - SECURING CHANGE & IMPROVED OUTCOMES
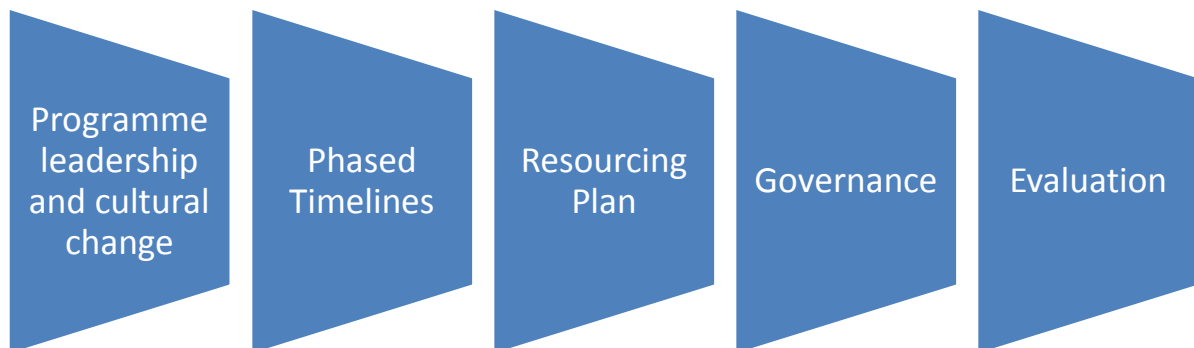
The Leadership Challenge

'Securing transformational reform rather than administrative fixes, whilst ensuring we can sustain and target our efforts and measure our collective impact.'

As set out earlier, the approach to the Collaborative has been designed and structured in such a way that provides real scope to do things differently, but to do so with a clear focus on the shared priorities which are mostly likely to improve outcomes.

The level of ambition has been high since the outset, and so in order to secure the level of change and reform articulated, the Collaborative has been clear that this means reshaping the way they work, both internally and with others.

This chapter looks at the wider measures that are being put in place to support this development. They are shown in the following diagram as the 'strategic building blocks' of the Collaborative.

The Strategic Building Blocks

Programme leadership and cultural change | Phased Timelines | Resourcing Plan | Governance | Evaluation

Each will now be considered in turn.

Programme Leadership & Cultural Change

There is a strong recognition of the need for cultural and behaviour change to support the level of transformation envisaged. As a starting point, a Communications Group has been set up with a representative from each of the four organisations. Terms of engagement are currently being agreed but essentially their focus will be both internal and external, and to ensure that there is a Communications & Engagement Plan to support the Collaborative.

Initial discussions have taken place and the work will need to be firmly linked to the organisational development function of each organisation. It was agreed that the

level of awareness regarding the scale and scope of the Collaborative varies within each organisation, and at different levels, which very much reflects the experience of the first event for team leaders in March. Another event is planned for August and a clear plan for staff engagement from that will be essential.

Phased Timelines

It is intended that the Collaborative will run throughout the life of the ICSP and beyond, subject to regular review and monitoring. It will also be important to use the learning from this, and indeed the findings of the Reform Delivery Groups, to facilitate other collaborative work, beyond Children's Services.

Identifying some specific milestones will also be important. For example:

- Decisions are required regarding the frequency of meetings of the Strategic Group and the supporting groups.
- This report suggests that the first task of each ICSP Priority Group will be to prepare a Delivery Plan which sets out what they will achieve by Nov/Dec 2017 and key milestones within that period.
- Delivery timeframes also need to be established for each Reform Delivery Group. The Phase One groups should ideally report by Nov 2017 to support the work of the ICSP Priority Groups.

Resourcing Plan

The Collaborative is being delivered within existing resources, drawing on representatives from each organisation. It is anticipated that any specific funding implications that arise from a change in service delivery or support will be considered on a case-by-case basis. This is likely to require moving resources from other areas and reflects the commitment to change ways of working in order to work within existing means.

As the core work of the Collaborative develops, it may wish to consider whether establishing a specific 'pot' of funding for collaborative work would be helpful. This is a model that has been used by organisations in other collaborations where each has given an annual commitment of funds, either to support core business such as programme management and/ or to support the development of new initiatives, projects or pilots.

Once there is greater clarity on what will be delivered within each ICSP priority area, there would also be an opportunity for the Collaborative to consider the realignment of their budgets based on the shared assessment of needs and progress. Further pooling of budgets could ease co-ordination and reduce duplication of effort around funding mechanisms. The work of the Reform Delivery Groups on Strategic Commissioning and on Capital Investment in particular will be an important element to this.

Governance

The new governance arrangements have been set out in Chapter Four. The key tasks going forward will be to:

- Confirm the individual membership of each group.
- Clarify the meetings cycles for each group which will support the reporting requirements.
- Work with the Scottish Government to agree how the new regional collaboration arrangements for education improvement can be delivered within, and in support of, the work of the Collaborative.
- Consider the proposed advisory function – see next chapter.

Evaluation

Initial work is being developed by the group who led on the development of ICSP, given their role in reviewing the data across Tayside. The monitoring function in terms of the ICSP will be held by the new Performance Sub-Group. It is also proposed that a Reform Delivery Group is identified to cover Evaluation & Continuous Improvement. These groups could be merged as long as the broader evaluation aspect is not lost to monitoring. Furthermore, the <u>Collaborative may wish to consider external evaluation of the Collaborative itself</u>.

CHAPTER SEVEN – CONCLUSIONS & RECOMMENDATIONS

So how does the Tayside approach meet the 'test' of effective collaboration with a sharp focus on improved outcomes?

Chapters One and Two refer to the literature around collaboration and improvement methodology, as well as the Care Inspectorate's '10 Steps' to successful children's services planning. This chapter draws on these themes and others that have emerged throughout this secondment, to consider the approach of the Tayside Collaborative and to inform the recommendations for next steps.

Clarity of Purpose & Focus on Outcomes

This is an ambitious initiative which will essentially embed collaboration within the planning and provision of Children's Services. The Collaborative has agreed a shared vision and a clear purpose of improving outcomes for children. It has also sharpened its focus to work on five key shared priorities which have been shown to affect outcomes, bringing service planning right into the core of this shared endeavour.

1. More work is needed to determine the plans and activity within each of the five ICSP priorities; an initial milestone would be the agreement of individual Delivery Plans and an agreed narrative for each.

2. As part of this, each Priority Group should also review the specific commitments set out within the ICSP and where necessary further refine them to ensure alignment with the evidence and required outcomes.

3. Further work is required, not only to agree prioritisation of delivery, but also to ensure that each commitment has a set of SMART delivery objectives. In some areas, there will be existing work that may already be addressing these commitments, but the challenge will be to assess where a collaborative approach could add value, reduce duplication of effort, and in turn replace individual approaches.

4. This work will support the development of key milestones across the Collaborative and should also include consideration of specific timelines for all the Reform Delivery Groups.

5. The Collaborative may want to consider the addition of a 'Transitions' Priority Group to ensure that improvement work takes on board the 'journey of a child' and some of the key risk points in childhood and with the move into young adulthood.

6. It is recommended that the Collaborative take the opportunity <u>to identify a number of early priorities for delivery</u> and clearly set this challenge to the groups working on the Delivery Plans. For example, it is recommended that the Pre-Birth & Early Years Group is asked to <u>prioritise the early learning and childcare expansion as an opportunity to test their ability to develop one solution or approach for all of Tayside</u>.

7. Given the focus on addressing inequality and complex needs, <u>it would be worth using the experience of the Pupil Equity Fund to explore different approaches and share the learning across those schools that have been involved, to inform broader improvement work across Tayside.</u>

8. <u>The performance of the Collaborative must ultimately be tested against improvement on outcomes for children and their families and this needs to be built into the evaluation</u> – see later section on the 'Commitment to Continuous Improvement'.

Creating the Conditions

With the vision and priorities set, it is worth reviewing the conditions required to support improvement and change. There are a number of questions within the 3-Step Improvement Framework referred to in Chapter One which are of use here:

- <u>Aim</u> – is there an agreed aim that is understood by everyone in the system?
- <u>Correct changes</u> – are we using our full knowledge to identify the right changes and prioritising those that are likely to have the biggest impact on our aim?
- <u>Clear change method</u> - does everyone know and understand the method(s) we will use to improve?
- <u>Measurement</u> – can we measure and report progress on our improvement aim?
- <u>Capacity and capability</u> – are people and other resources deployed and being developed in the best way to enable improvement?
- <u>Spread the plan</u> – have we set out our plans for innovating and sharing new learning to spread the improvement everywhere it is needed?

The Collaborative has considered all of these questions and plans are in place to further broaden the work beyond the senior leadership. The Strategic Framework has been designed and a set of delivery mechanisms which flow from that are now being developed. As referred to in the 'Programme Leadership & Cultural Change' section, further work is required to embed this approach.

9. It is recommended that a more <u>detailed programme of staff engagement</u> is developed to follow the planned event in August. This should build on earlier engagement with teams and the initial work of the Communications Group with a primary focus on ensuring a shared understanding of the scale and scope of the work and the methods to be used, drawing on the areas identified in the 3-Step approach. This should be linked to existing organisational development work so collaborative working is embedded as a core part of everyone's role.

10. Whilst individual Councils are engaged with the Children & Young People Improvement Collaborative, the <u>Tayside Collaborative may wish to discuss further how they can work together to consider different approaches to building the capacity to deliver</u> across organisations on this shared agenda.

11. As mentioned previously, the Strategic Group and the Directors' Group will want to maintain a clear focus on <u>political engagement</u> as the work develops.

Capacity to Deliver

In terms of the actual delivery of the work, there are two forms of delivery that are being developed to support the Collaborative. Firstly, there are the five <u>ICSP Priority Groups</u>, which will exist throughout the life of the ICSP. They have the primary task of assessing the evidence and current provision, with the specific requirement to advise on areas that could be delivered differently and through collaboration. Secondly, the <u>Delivery Reform Groups</u> which are time-limited and tasked with ensuring the mechanisms are in place for collaborative working to thrive.

A Performance Sub-Group is also to be developed. This reflects a key lesson that has been highlighted by others involved in collaboration. Securing effective programme management and a secretariat function will ensure that those advising and leading on the detail of the work are supported on the practical aspects of the work. The detail of this new group is still to be defined and there are different ways in which this could be delivered.

12. It is recommended that the existing ICSP working group is developed to take on the <u>programme management</u> role, building on the performance aspects of the current role. Alternatively a distinct team could be set up, which could potentially take on a broader evaluation role.

13. <u>Secretariat support</u> could be drawn from existing resources, but with a clear identified role in this respect. This could be rotated between the authorities, each committing to lead support for a year.

14. Finally on this aspect, it is worth noting that whilst some new mechanisms are being developed to support collaborative working, it will be absolutely crucial that <u>work of the Collaborative is fully mainstreamed</u> into the work of each authority, and not viewed as an 'add-on'. This is important if the work is to secure some pace and be sustainable and the role of effective and consistent leadership will be crucial here. This is as much about securing capacity through organisational development, as it is about the governance framework.

15. As mentioned in Chapter Six, as the Collaborative develops it may want to consider the need for creating a more formal <u>Resourcing Plan</u> for the Collaborative, which goes beyond initial staffing and considers how changes in servicing will be supported, whether for core work or new projects. This could include identifying a core shared budget or an agreed mechanism for realigning budgets to reflect shared priorities. The Shared Services Group and the Strategic Commissioning Group will also have a role to play here.

16. **Transparency, Trust & Honesty**

Collaboration inevitably relies on effective and trusted relationships and so when there is a change in key roles or indeed leadership, there is always a risk that it will impact on the strength of the collaboration. There are many examples of collaborations that have ended, reportedly due to changes in personnel, disagreement and/or a lack of continuity.

17. It is recommended that the Directors' Group consider how they might lay the foundations to <u>support any changes in senior roles and 'group leaders' as the Collaborative moves into delivery mode</u>. There are some practical steps in terms of documentation of not only the key decisions of this group, but the rationale for those decisions. It would also be useful to consider how best to embed ways of working, both at senior levels and within the teams who will be taking the work forward. By building this into the documentation and working, it will help support smooth any transitions and potential dispute resolution.

Transparency of decision-making will also be important, both for senior colleagues and to teams across the organisations. Ways to consider transparency of decision-making are considered in the following section. Additionally, the recommendations around organisational development and communication can assist in creating the required environment so teams feel 'authorised' to think and work differently.

Prioritisation & Surfacing Challenges

The process of prioritisation will continue throughout the life of the Collaborative. As outlined earlier, the process of working through the five strategic priorities will sit within the ICSP Priority Groups, providing advice and proposals on the detail within that to the Directors' Group via the Senior Sponsor. As part of that work, there will need to be a process of cost-benefit analysis so that proposals are being presented in context. This may require some additional expertise around financial planning which may to an extent draw on members of some of the Reform Delivery Groups or wider corporate resource.

18. It is recommended that the Collaborative consider any <u>additional requirements which would support the groups to conduct cost-benefit analyses as part of proposal development.</u>

Experiences of other collaborative work also suggests that the process of prioritisation can often reveal imbalances in provision and differences in approach which, without careful handling, can result in a perception of inequity between partners and derail progress. The established relationships and work around the 'guiding principles' that was undertaken at the outset will assist with this, but it would be worth the Collaborative considering whether more specific criteria or set questions for decision-making of proposals should be established. This could include standard questions or areas to consider such as:

- Which outcome/s does this contribute to? What is the scale of change envisaged?
- Does it support national priorities and the principles of GIRFEC?
- What does the related evidence tell us? Do we have the views of children, services users/ others?
- Is the proposal about service change or improving performance of existing structures? Have all options been considered?
- Has the use of digital technology been considered?
- What are the staffing implications?
- What is the potential social impact?
- Are there are any negative social consequences or potential unintended consequences?
- Does this reflect the level of ambition envisaged – could it go further?
- How well does it reflect our 'guiding principles'?
- Does this contribute to a shift to prevention?
- Have all partners agreed to this? Are there other organisations that this may impact upon? Do we have a 'handling plan'?
- Does it require a realignment or closure of other services or funding streams? Who would need to make changes or realign funding?
- What does the cost-benefit analysis reveal?
- Are there any potential savings that arise from this? If so, when would they be realised?
- Are there other options that could have a greater impact?

19. It is recommended that the Collaborative consider developing a <u>pre-defined criteria for assessing proposals</u> for change, both to support groups in the sort of questions they need to address and to aid Directors in their decision-making and/or recommendations to the Strategic Group.

Commitment to Continuous Improvement

Continuous improvement is core to the work of the Collaborative, recognising that in order to secure improved outcomes there is a need to work differently through collaboration.

The improvement of outcomes will be the ultimate indicator of the level of success of the Collaborative. The formulation of the ICSP has provided a timely opportunity to consider current performance data across Tayside and can act as a baseline for this work. The three Councils have also been involved in securing Dartington data which has given them a range of rich data on the needs and views of children and young people in their areas. There is more to do.

20. It is recommended that further work is undertaken, through the ICSP groups to <u>identify gaps in data</u> and for the Performance Sub-Group to consider how those gaps might be addressed, collectively, where they will impact on the monitoring of agreed outcomes.

Furthermore, in addition to monitoring outcomes, it will be important to assess the working of the Collaborative and whether that in itself has created more focus and a greater pace to systemic change.   There are number of key questions that the Strategic Group will want to consider:

- Are we matching the level of ambition that we set out?
- Are we looking far enough beyond existing services to explore innovative models of intervention, prevention and provision?
- Has improvement been bigger, bolder, and faster?

21. The Collaborative may also wish to consider <u>external evaluation</u> of the working and impact of the Collaborative itself.

The Challenge Function

Throughout the last few months, there have been discussions regarding the importance of the 'challenge function' to the Collaborative. An openness to challenge is crucial and that commitment was evident from the outset with the request from the Collaborative for a Scottish Government secondment. This was intended to bring external challenge and support to this process. Education Scotland and the Care Inspectorate have also been involved during this period.

22. It is recommended that the Collaborative give further thought to how a <u>challenge function could be built in</u> as the work develops. It will be important to build this in at the outset, where possible, to ensure the function is protected and keeps a focus on that wider engagement. There are several ways in which external challenge could be delivered:

- An external advisory group or panel of 'critical friends' could be developed bringing in some of the national bodies or indeed subject experts in the ICSP priority issues.
- Alternatively, rather than setting up a formal group that meets in a set cycle, the Collaborative could identify a set of people who could be called upon to give a seminar or facilitate an 'issue huddle', who are well-versed in the Collaborative and can provide challenge at key points either to the Strategic Group or the Directors' Group.
- Either model could be useful for discussing the ICSP priorities in turn, and indeed using this mechanism to support Directors' to explore and review performance on some of the more strategic questions, such as the balance of investment in prevention and early intervention across Tayside.

Challenge *within* the Collaborative has also been considered and a number of 'senior sponsor' roles are being implemented for each ICSP priority. This will not only provide a strong leadership function setting the context and role for each group but will also provide an ongoing support and challenge function.

23. The role of <u>peer review</u> is also crucial here and it is recommended that appropriate mechanisms are developed to support this within the wider organisational development work.

Systems Approach & Service Integration

It is worth highlighting that this Collaborative involves the three Councils and NHS Tayside and very much reflects the 'whole child' approach where efforts are tackling the system as a whole.

24. It is essential that <u>the work of the Councils and the NHS is fully integrated</u> and that any service changes are considered within that context.

For Tayside, Children's Services have not been delegated to the Integrated Joint Board (IJB), but it will still be important to ensure appropriate connections are made. The links will be important on a number of levels when looking at outcomes for children and their families.

25. It is recommended that the initial <u>dialogue that has been established with the IJB regarding this work is continued</u>, particularly as the Collaborative considers service changes. The work of the proposed 'Transitions Priority Group' will be important here.

There are also opportunities for the Collaborative to look at a number of cross-cutting issues such as public health and work around childhood resilience.

The Scottish Government has announced a programme of reform to strengthen and refocus the public health function in Scotland. Given this and the priority to shift investment to prevention and early intervention, this is an issue where the Collaborative could both feed into the discussions on the relevant priority areas, but also explore the scope to test any new ideas and approaches.

Furthermore, Public Health colleagues in NHS Tayside are currently developing a framework to map existing support across Tayside which is intended to prevent and mitigate the effects of Adverse Childhood Experiences (ACEs), with a view to identifying gaps and planning focused interventions.

26. Building on initial discussions with Public Health colleagues in NHS Tayside and within the Scottish Government, the <u>Collaborative should consider what contribution it could make to (a) bringing together the thinking on public sector reform and (b) considering the impact of public health on the priority areas and (c) identifying scope for further collaborative work around ACEs.</u>

27. It may also be worth considering <u>whether there is a requirement for some training and support around early intervention</u>, given the prominence of this across all streams of activity.

Community Engagement

The ICSP clearly sets out Tayside's commitment to working with and learning from communities. It will be important to hold this commitment as proposals for change are developed, particularly where there will be a noticeable change in local service delivery.

28. The Collaborative will need to consider how to approach <u>collective engagement across Tayside, with children, young people and their families</u> on relevant proposals as they emerge. This will build on the work of the proposed Engagement & Participation Group.

National Context and Connections

As outlined in Chapter One, there is a strong national and local imperative for public service reform and support for greater regional collaboration. This will require changes in the way that national bodies operate and there is already change underway within Education Scotland and the focus of the Care Inspectorate.

The specific changes within the education sector have already been outlined and there is now a clear framework and platform for discussion on what support will be put in place for regional collaboration. Tayside Collaborative is ideally placed to explore with the Scottish Government and Education Scotland how this can work in practice, building on the existing skills, experience and infrastructure that is already operating in Tayside.

29. <u>The Senior Sponsor identified for this Priority Group will want to consider the range of ways in which this new framework and provision of support could be developed</u>. It will be important to ensure that the approach reflects and supports the Tayside landscape, whilst ensuring alignment with national reporting and delivery expectations.

The other key interface that has been discussed is that of health given their role in supporting children and families, and existing work with the justice sector. There will be other areas that the Collaborative will want to pursue as part of their commitment to integrated services. It will also be important to link to the wider economic agenda, ensuring that children are supported as they move in adulthood.

As the Collaborative develops, there will also be potential to build influence and 'showcase' the approach. This work is already an illustration of how the foundations of collaboration can be developed, enabling authorities to focus collective efforts, provide challenge and drive improvement, and doing so with a shared voice.

30. It is recommended that the Collaborative continues to: (a) <u>assess its contribution to national priorities and how it works with national bodies; (b) consider opportunities to work with other areas of the public service on the reform agenda, perhaps as an area for testing new approach or ideas.</u>

Governance & Accountability

As outlined in Chapter Four, new governance arrangements have been developed. These have been designed with reference to existing structures and with a view to simplifying the landscape and ensuring priority outcomes are central. The following aspects need to be agreed:

31. Confirm the <u>individual membership of each group</u>.

32. <u>Clarify the meetings cycles</u> for each group which will support the reporting requirements.

33. Work with the Scottish Government to <u>agree how the new regional collaboration arrangements for education improvement can be delivered</u> within, and in support of, the work of the Collaborative.

34. Consider the proposed <u>advisory function</u>.

And finally:

35. It will be important for each organisation to continue to look for opportunities to <u>streamline other groups to focus efforts and remove any duplication of effort</u>.

CHAPTER EIGHT – THE LEARNING

By way of summary, there are a number of important elements that have been illustrated in this work that are worth capturing:

1. Collaboration rarely starts with a 'blank page'; the experience of working together may well be variable, but it is the desire to work together that is essential; without that genuine commitment, creating real change is likely to be limited.

2. People tend to find it easier to coalesce around issues rather than structures. In this instance, GIRFEC and a focus on outcomes provided an initial focus that enabled a shared understanding to develop.

3. Relationships are not only important but fundamental to collaboration. It requires people to work differently and to 'give things up', so trust needs to be developed at a very early stage before you move into implementation.

4. Investing sufficient time as senior leaders in sharing, testing and agreeing the focus and expectations of collaboration, before moving into delivery mode, is absolutely essential. It is important to be clear on the level of ambition – are you looking for transformational change or administrative fixes?

5. Following on from that, the quality of leadership, both at the head of an organisation as well as within, is a critical factor in creating the environment for change to happen and in sustaining that effort.

6. It is crucial to create a plan for engagement with teams throughout the process, to ensure buy-in, a shared understanding of the scope and to create a 'culture of collaboration' that can unlock innovation and support change.

7. Evidence that is matched to needs and outcomes must underpin improvement work; it can help provide focus and direction and can allow you to monitor the progress of your collective efforts, adjusting when you need to. It also ensures you continue to reflect the needs of the communities you are looking to support.

8. Collaboration doesn't necessarily make things easier, particularly in the short-term; it requires focus, persistence and sustained effort from all involved but then is likely to create opportunities that otherwise would not exist. It therefore helps to set out the strategic journey, with the main stages and milestones set out, so that everyone can then work through it together, with a shared understanding of where they are on that journey and what they are working to achieve.