# Integrated Impact Assessment – Summary Report

Each of the numbered sections below must be completed

Please state if the IIA is interim or final

## 1. Title of proposal

Review Balance of Care and reduce external provision within Children’s Services – **Final**

## 2. What will change as a result of this proposal?

The Balance of Care approach involves setting realistic targets in the following areas:

Increasing the capacity, both in terms of availability and specialisms, within the Council’s fostering service and reducing the number of Children in external agency foster care placements which are more expensive as there are additional management costs, and they are often some distance from Edinburgh.

Reducing the number of young people in expensive out of authority residential placements; external placements for children in our care are generating a significant and increasing budget pressure, while cost is a feature, having young people living out of Edinburgh effectively disenfranchises them from their local area, their communities and family connections.

Our new residential framework has been designed to incorporate and align with the values and the vision of The Promise, ensuring that children /young people and families remain connected, including maintaining and promoting brother and sister connections / contact. The new framework has focused on residential services being within a 50-mile radius of the city to support and maintain local connections for children and young people.

Supporting more children and young people at home or within their wider family and shifting from looked after away from home; this requires a multi-faceted approach – specifically to prevent children coming into care, preventing placement breakdown (which often leads to the need for an external residential placement) and supporting effective move on from being in our care.

Identifying resources which can enable capacity building in family networks and parenting approaches, building resilience and developing family support across the city in partnership with colleagues from partner agencies and the voluntary sector.

The introduction of early intervention and prevention/community based social work teams within the community, aligned to the [Edinburgh’s My Home Strategy](https://orb.edinburgh.gov.uk/directory-record/272551/children-s-services-strategy-2024-2027), will address issues families face at an early stage and prevent children and their families moving into crisis and requiring high-cost statutory social work interventions.

## 3. Briefly describe public involvement in this proposal to date and planned

As part of the development and pilot for our Edge of Care Service, evidence from a revised mapping exercise of family support in Edinburgh (*included a parent consultation and survey*) undertaken by Locality Operational Groups (LOGs) and EVOC which found that families would benefit from increased outreach support that is responsive, intensive, flexible and evidence based across all age ranges, including out of hours support. It also found that there is a lack of family support for teenagers in conflict with the law who are at risk of exploitation and family breakdown.

A Parent Participation and Peer Advocacy Event was held by our Family Group Decision Making Team on 14 June 2024, with presentations from David Tobis and Dr Clive Diaz and around 100 attendees from across Edinburgh. Alongside practitioners and professionals, there were parents and young adults with lived experience who were supported to exchange views to help shape the future of Children’s Services in the City. Attendees heard about the positive ways engagement is happening across our city, with examples of participation being shared from the work of our Champions Board, as well as the engagement work already being undertaken by the Whole Family Wellbeing Team.

To achieve our [Edinburgh’s My Home Strategy](https://orb.edinburgh.gov.uk/directory-record/272551/children-s-services-strategy-2024-2027) – we are working on Children’s Services Redesign proposals. To inform the redesign, while working with, and including the perspectives of colleagues and service practitioners, we are speaking directly with children, young people, families and carers who are currently involved with services or have had experience engaging with Children’s Services. In collaboration with service teams and partners, we are finding ways for service users to participate. Three individually tailored surveys were live for seven weeks and were promoted through our networks to reach the widest audience. A presentation was circulated to Heads of Service and Service Director summarising the findings.

A summary of officer proposals for how to balance the Council’s budget was put to Edinburgh residents through a consultation exercise starting on 20 November 2024 and closing on 14 January 2025. Feedback has been incorporated into the final IIA.

## 4. Is the proposal considered strategic under the Fairer Scotland Duty?

Yes

## 5. Date of IIA

Tuesday 12 November 2024 (Interim) and 31 January 2025 (Final)

*The interim IIA has been reviewed and updated considering relevant public feedback received as part of the Council’s budget engagement exercise.*

## 6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)

|  |  |  |
| --- | --- | --- |
| Name | Job Title | Date of IIA training |
| Kathy Henwood | Service Director, Children’s Services and Justice Services (Lead Officer) |  |
| Nichola Dadds | Operations Manager & Equality, Diversity and Rights Advisor (facilitator) | 23/06/2021 |
| Karen Pedder | Head of Service – Early Intervention |  |
| Kenny Toshack | Senior Strategic Planning and Commissioning Officer |  |
| Steve Harte | Head of Service – Corporate Parenting | 15/01/2025 |
| Janine McGowan | Head of Service – Children’s Social Work |  |

## 7. Evidence available at the time of the IIA

| **Evidence** | **Available – detail source** | **Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal** |
| --- | --- | --- |
| Data on populations in need – where available use disaggregated data | [Children (Scotland) Act 1995](https://www.legislation.gov.uk/ukpga/1995/36/section/26A)      [Children’s Social Work Statistics 2022-23-Secure Care - gov.scot (www.gov.scot)](https://www.gov.scot/publications/childrens-social-work-statistics-2022-23-secure-care/)  [Education Outcomes for Looked After Children 2021/22 - gov.scot (www.gov.scot)](https://www.gov.scot/publications/education-outcomes-for-looked-after-children-2021-22/)  [Independent Care Review – The root and branch review of Scotland's care system.](https://www.carereview.scot/)  <https://www.gov.scot/policies/human-rights/childrens-rights/> | Supporting children and young people to live in their local areas within their own local networks which will prevent children and young people feeling/being disconnected from all that is familiar to them.  Building community and family capacity and extending the reach for children and young people within their own communities and fostering more of a sense of community  Partners will be impacted as we will be holding different levels of risk to secure better long-term outcomes, working through immediate challenge and risk to support a long-term vision. We know that seeing the child as the problem and removing them to live elsewhere is not the solution and has lifelong impacts.  Giving young people better life opportunities and reassurance that they are part of a community  Parents who have lost their children to adoption and permanency, if we can foster links within their own communities as we know the research about separation and multiple separation has longer term impacts for the family.  Working with birth mums who are consistently losing their children to adoption or permanent care away from home, identifies there is a gap that Sparrow Project is helping to address.  Positively impacting on our adult services and getting it right for children will have a longer-term effect on our adult services and mental health services.  The impact for children and young people’s education if they move out of their local catchment or out of the city often results in changes of school, long school journeys and isolation from their peers.  When a child or young person goes from a family situation to a residential placement out of area, we know this can make them more vulnerable,  Loss of identity and nothing to connect them with their communities or their families.  Increase in age of referral to the Reporter may reduce the number of children in the justice system and increase the number of 16/17 year olds who require support and compulsory measures. |
| Data on service uptake/access | [Children's Social Work Statistics, Scotland 2020-21 - gov.scot (www.gov.scot)](https://www.gov.scot/publications/childrens-social-work-statistics-scotland-2020-21/)  [Looked after children statistics 2022: local authority benchmarking tool - gov.scot (www.gov.scot)](https://www.gov.scot/publications/looked-after-children-statistics-2022-local-authority-benchmarking-tool/)  SCRA Statistical Dashboard | Plan to have less emergency admissions into care, less admissions into secure care,  Supporting children and young people with complex and really challenging behaviours to live within their own communities.  Being more flexible and being able to bring in more bespoke packages that are quite unique.  Rise in kinship care and support for families to enable this  Better matching process to reduce breakdowns of placements and monitoring these closer.  Brothers and sisters staying together.  Break the cycle of repeat adoptions and families having children removed, the WFW should extend those early supports, stopping the cycle of breakdowns |
| Data on socio-economic disadvantage e.g. low income, low wealth, material deprivation, area deprivation | [Scottish Index of Multiple Deprivation](https://simd.scot/#/simd2020/BTTTFTT/11/-3.2277/55.9414/)  https://edinburghpoverty  commission.org.uk/  [Tackling Child Poverty Delivery Plan 2022-26 - gov.scot](https://www.gov.scot/news/tackling-child-poverty-delivery-plan-2022-26/)  <https://www.gov.scot/publications/homelessness-in-scotland-2022-23/> | An increase in poverty means that family resilience is reduced, contributing children and young people needing care and protection.  Building capacity for families and communities to manage the different strands of poverty.  Poor take-up of immunisation of babies and toddlers, links to child poverty and public health.  Groups that are double hit with poverty – UASC, children affected by disability – intersectionality – more exaggerated for these groups.  The impact on cost of living and working families in poverty needing support. If we redirect spend from significant costly provisions out of area, we can redirect support and funding and create better impact with less spend.  Capacity building - Community Social Work teams  Kinship Carers can access continuing care payments for young people up to the age of 21.  Young people who are being supported to come back to Edinburgh have access to services who can provide a range of support to achieve a smooth and positive transition. |
| Data on equality outcomes | [equalities-and-diversity-framework-2021-25 (edinburgh.gov.uk)](https://www.edinburgh.gov.uk/downloads/file/29454/equalities-and-diversity-framework-2021-25)  [carers-census-scotland-2023-24/](https://www.gov.scot/publications/carers-census-scotland-2023-24/) | We know most of the poverty in the city and those children coming into care or needing support, come from SiMD areas l and 2, we know that for most young people from these areas, this links to poor attainment and attendance at school  Around three-quarters of carers in the 2023-24 Carers Census were female (73%). Female carers outweigh male carers in all age groups, with the most pronounced difference being seen in the working age carer group – where 80% of carers aged between 18 and 64 were female. |
| Research/literature evidence | [The Promise](https://thepromise.scot/)  [Children's Services Reform Research Concluding report (celcis.org)](https://www.celcis.org/knowledge-bank/search-bank/childrens-services-reform-research-concluding-report)  [Caring for our Children and Young People: An update on Scotland’s Corporate Parenting 2018 - 2021 (celcis.org)](https://www.celcis.org/application/files/5916/3913/5180/caring-children-young-people-update-scotlands-corporate-parenting-2018-2021.pdf)  [Independent Care Review – The root and branch review of Scotland's care system.](https://www.carereview.scot/)  <https://www.gov.scot/publications/trauma-informed-practice-toolkit-scotland/>  <https://www.gov.scot/policies/human-rights/childrens-rights/>  [Rights Respecting Approach to Justice for Children and Young People: Scotland’s Vision and Priorities](https://www.gov.scot/binaries/content/documents/govscot/publications/strategy-plan/2024/06/justice-children-young-people-vision-priorities-2024-26/documents/justice-children-young-people-vision-priorities-2024-26/justice-children-young-people-vision-priorities-2024-26/govscot%3Adocument/justice-children-young-people-vision-priorities-2024-26.pdf) | Tells us that care away from the family further exposes children’s vulnerabilities.  Putting children into care isn’t the answer and we know that from research and enquiries.  Putting children into care away from families creates lifelong impacts and trauma which complicates their life journey. Plan to support them in their own communities to reduce this.  The Independent Care Review, resulting in the Promise took account of 5500 children’s voices affected by care. We are listening to what they are telling us about what their experiences are.  UNCRC and Children’s rights to live in their own families. |
| Public/patient/client experience information | [Corporate Parenting in Edinburgh](https://www.edinburgh.gov.uk/downloads/file/33645/corporate-parenting-annual-report-2022-2023)    Feedback from consultation | Champions Board, telling us what we are doing wrong, better access to the real voices.  Early signs of parental engagement through WFW, FGDM, Sparrow, Willow are all telling us about their experiences for children and families.  They all built on strength-based model, so we are not providing services on what parents are not getting right, (deficit models) building resilience and capacity, which is a game changer. |
| Evidence of inclusive engagement of people who use the service and involvement findings |  | Through the Promise / Champions Board / Edge of Care  WFWF/ Parent Panel / Sparrow  Conference (last year) – this is informing us about experiences and engagement and what people are telling us. |
| Evidence of unmet need | <https://orb.edinburgh.gov.uk/directory-record/272551/children-s-services-strategy-2024-2027> | Provision is an issue, we know that 95% of people referred to social work, have lower-level needs which are not getting met through GIRFEC processes.  We have insufficient respite for Children Affected by Disability (CAD) and Insufficient residential for this group, we know we need to build on support and provision in Edinburgh  Recognise not all children can be looked after at home but when that does happen, particularly for children affected by disability, we have to be flexible in what we can purchase and create internally  We need to move to being more flexible and creative with our internal look at provision and approach  By scrutinising all children who are care experienced and their plans, looking at pathways in and out of care and young people's experiences of care and families' experiences, putting in FGDM and kinship at the front door.  Family based provision will be our default, putting in mechanisms through practice to guide practitioners through the strategy and having clear monitoring in place.  The benefits of having kinship care arrangements in place are well known, however there is recognition that this can have an impact on families, including financially, particularly for women.  Kinship payments have recently been reviewed and are in line with the Scottish Government’s recommended allowance.  The Scottish government have recruited KSO Research to review the implementation of the Scottish Recommended Allowance for Foster and Kinship carers |
| Good practice guidelines | <https://thepromise.scot/>  <https://thepromise.scot/plan-21-24/>  [edinburgh-s-promise-plan-2021-to-2024](https://www.edinburgh.gov.uk/downloads/file/30557/edinburgh-s-promise-plan-2021-to-2024)  [Getting it right for every child (GIRFEC) - gov.scot (www.gov.scot)](https://www.gov.scot/policies/girfec/)  Practice Standards  <https://orb.edinburgh.gov.uk/quality-governance-regulation/trauma-informed-services-advisory-panel>  [Secure Care Pathways and Standards](https://www.gov.scot/publications/secure-care-pathway-standards-scotland/) | Gives practitioners the evidence and information to make more informed choices about the care of children, wherever that might be. The more we give people, the better the outcomes and expectations to make sure children are getting what they need  To have less children and young people in care – monitoring through services and teams  National principles and drivers and local plans.  RARG in place – more scrutiny around placement decisions  Now having Improved and more child focused monitoring meetings  Decision making has changed to ensure it is in the best interest of the child and we look at it in a triangle of cost, quality and time, with a lean on quality first.  Better matching, more involvement and conversations to make decisions and in the longer-term better outcomes.  Expectations of external providers to get best value for money and meet the needs of our children and achieving outcomes  More scrutiny and reviewing of suitability of placements, closer relationships with providers to maximise the child’s experience |
| Carbon emissions generated/reduced data |  | Reducing travel for practitioners visiting children and young people outwith the city.  Local placements mean children aren’t going to school far away from where they are living.  Children and young people having to travel in taxis rather than bus as so far out of their local area. |
| Environmental data | <https://orb.edinburgh.gov.uk/directory-record/272551/children-s-services-strategy-2024-2027>  Location of non- Council provision utilised by City of Edinburgh Council (Oct 2024) | Benefits of being in your own community, doing preparatory work for their transitions into adulthood for employment and housing.  The homeless crisis in Edinburgh has an impact of young people returning to the city.  Better transition into services in local communities, mental health etc.  When young people are out of Edinburgh, this has an impact on travelling for social workers both environmentally and time taken out of their day to undertake other tasks. |
| Risk from cumulative impacts |  | There may be some increased risk for some children being cared for in their own families and communities, we need to recognise this and put everything in place to mitigate those risks to develop and deliver the right supports for them as a partnership responsibility.  There may be a short-term impact on resources available to meet the need.  Care transitions will need to be carefully managed to support all children and young people with considerations for any issues that may arise, and mitigation put in place to support them  The EoC Service works closely with families to deliver crisis intervention services designed to support children and young people aged 11-17 at risk of care aware from home.  CAD – significant pressure and shortage and we will need to draw resources from other areas.  Some areas of the workforce might find it hard to transition into thinking differently around children and young people being removed from families and what options should be considered primarily.  Converse of some community capacity building, there might be push back from communities, and there might be increased levels of need.  Impact on other services – police health, education – when young people with challenging behaviours are returning to the city. |
| Other (please specify) |  | There needs to be acknowledgement that the pace of change might be too quick for our partners and appetite for risk might not be shared and resources might not be sufficiently agile to meet the changing needs. |
| Additional evidence required |  |  |

## 8. In summary, what impacts were identified, and which groups will they affect?

| **Equality, Health and Wellbeing and Human Rights and Children’s Rights** | **Affected populations** |
| --- | --- |
| **Positive**  Children and young people will feel they belong in Edinburgh and that they are being supported to live their best life and reach their ambition in a rights respected way as we build on strength and capacity so that children and their families will feel connected and get the right support at the right time. | Children, Young People and families who are receiving a social work service.  Children affected by disabilities, their families and carers.  Unaccompanied Asylum-Seeking Children  Vulnerable families, children at risk of statutory measures |
| **Negative**  If we don’t ensure the right supports are in place to safely return children and young people with more complex needs this might lead to a breakdown and more disruption for the children and their families. | As above |

| **Environment and Sustainability including climate change emissions and impacts** | **Affected populations** |
| --- | --- |
| **Positive**  Keeping young people at home in their own city and communities, reduces travel to and from school placements and for practitioner visits. | As above |
| **Negative**  None | As above |

| **Economic** | **Affected populations** |
| --- | --- |
| **Positive**  Provides more consistency and support for families, children and young people living in their own communities, going to their local schools enabling them to be supported with transitions to achieve positive destinations in their own city post education. | As above |
| **Negative**  The housing crisis in Edinburgh may impact families living in properties that don’t meet their needs resulting in a financial strain. | As above |

## 9. Is any part of this policy/ service to be carried out wholly or partly by contractors and if so how will equality, human rights including children’s rights, environmental and sustainability issues be addressed?

All contracted services will all be subject to Service Level Agreements and compliance monitoring. The Residential Framework specifications and any element which arises from this proposal will follow the Council’s Procurement Strategy, framework and protocol which has built in acknowledgement of equality and human rights, fair work, sustainability and environmental impacts.

## 10. Consider how you will communicate information about this policy/ service change to children and young people and those affected by sensory impairment, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.

The Balance of Care Proposal aligns with the Promise and the [Edinburgh’s My Home Strategy](https://orb.edinburgh.gov.uk/directory-record/272551/children-s-services-strategy-2024-2027) has been to Education, Children and Families Committee, The Champions Board, Child Protection Committee and details are on the Orb and The Whole Family Wellbeing Fund works collaboratively with partners.

Signposting to our advocacy services and supports available across our networks and services.

## 11. Is the plan, programme, strategy or policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a [Strategic Environmental Assessment](https://www.gov.scot/policies/environmental-assessment/strategic-environmental-assessment-sea/) (SEA) will be required and the impacts identified in the IIA should be included in this. See section 2.10 in the Guidance for further information.

No

## 12. Additional Information and Evidence Required

## 13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) Please complete:

| **Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)** | **Who will take them forward (name and job title** | **Deadline for progressing** | **Review date** |
| --- | --- | --- | --- |
| Review survey and service redesign findings | Kathy Henwood -  Service Director  HOS (x3) | January 2025 | April 2025 |
| Report from WFW – regular reporting on pilot and other work to assess impact of new operating models. | Karen Pedder – HOS Early Intervention | March 25 | September 25 |
| Review Children’s Strategy | Kathy Henwood – Service Director  HOS (x3) | TBC | April 2027 |
| Residential Framework – reviewing starts 01 April 2025 | Contract & Commissioning Team | TBC | April 2026 |
| Close working with colleagues in Housing and Homelessness Services | All | Ongoing | N/A |

## 14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?

No

## 15. How will you monitor how this proposal affects different groups, including people with protected characteristics?

* Review meetings where the voice of children and young people will be sought
* Six monthly contract monitoring meetings where organisations will be required to report on progress of the child / young person.
* Social Work reports
* Educational reports

## 16. Sign off by Service Director

**Name:** Kathy Henwood

**Date:** 03 February 2025

## 17. Publication

Completed and signed IIAs should be sent to:

[integratedimpactassessments@edinburgh.gov.uk](mailto:integratedimpactassessments@edinburgh.gov.uk) to be published on the Council website [www.edinburgh.gov.uk/impactassessments](http://www.edinburgh.gov.uk/impactassessments)

**Edinburgh Integration Joint Board/Health and Social Care** [sarah.bryson@edinburgh.gov.uk](mailto:sarah.bryson@edinburgh.gov.uk) to be published at [www.edinburghhsc.scot/the-ijb/integrated-impact-assessments/](http://www.edinburghhsc.scot/the-ijb/integrated-impact-assessments/)