

Report of Strategic Director of Corporate Resources to the meeting of Corporate Overview and Scrutiny to be held on the 3rd December 2020

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Subject:

Progress of the programme of work undertaken by Impower and the Council.

Summary statement:

Summary of the progress made by the Council in partnership with IMPOWER since the commencement of the new IMPOWER contract on the 1st September 2020

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1. SUMMARY

This report provides an overview on the progress of projects being undertaken in partnership with IMPOWER and the proposed return on this investment, as requested at the Overview and Scrutiny meeting of 23rd July 2020. It covers the following areas.

- A summary of the projects developed and being progressed which commenced in September 2020
- Progress & benefits realisation – project progress to date and the current and expected impact
- Building capacity and resilience – impact of our work together on skills and expertise in the council
- Next steps

2. BACKGROUND

It has been identified that IMPOWER will support work in three key areas within the Council.

- **Health & Wellbeing** – programme managing the delivery of a number of Day Care projects to overhaul the way in which people with Learning Disabilities receive support
- **Children's** – undertaking a project to analyse workflow, set trajectories for change and identify interventions to complement and support the improvement programme in delivering service improvements and efficiency trajectories
- **Localities** – leading the development of a new locality-based prevention and early intervention model that will support people in their communities, and increase community capacity

The three projects are at different stages of development, and a limited number of benefits realisation work has been completed at this stage but this work will continue as projects progress.

- **Health & Wellbeing** – the programme of work is directly contributing to the planned savings targets for Learning Disabilities in 2020/21 and 2021/22. These were originally set at £2.4m and £6.3m, respectively.
- A small sample of reviews have provided supporting evidence of the benefits of the approach, with work undertaken in the last year showed an annualised reduction of £270k through stepping down packages for 36 people (although this does not yet account for alternative support).
- **Children's** – work to date has identified several areas to target, for example by ensuring that children and families receive a timely response and are in the correct part of the system based on their assessed needs. Interventions will be developed and tested that aim to address the impact of current demand and both improve outcomes and manage spend.

- **Localities** – three objectives have been identified for the programme of work – seeing the right people at the right time, creating a joined up and consistent approach, and building community capacity. Combined, achieving these objectives should result in a reduced cost to the Bradford District system, improved outcomes for individuals and families, and an increased sense of civic pride and wellbeing for residents.
- In practice this will include supporting individuals and families by wrapping support around them from the most appropriate sources in each Locality, with a lead worker taking responsibility for them; and a local leadership team that will understand what is happening in each Locality and help shape the response to build community capacity.

3. PROJECT DETAIL

As set out in Para 2 there are currently three key projects being delivered in conjunction with IMPOWER.

Health & Wellbeing – Learning Disabilities Day Care

The objective of this project is to ensure people who currently use Day Care services are receiving the most appropriate types of support for their needs and to maximise their independence. Currently most of the Day Care support is buildings-based and predominantly provided through one main block contract.

These arrangements have a significant impact on budget as there is a fixed cost regardless of level of usage and results in payment for capacity which is not utilised. This is a major contributor to the continuing forecast overspend in Learning Disabilities.

This project is a continuation of the work that IMPOWER have been supporting Health & Wellbeing with since 2018. The new Strategic Director for H&WB has reviewed the Directorate's transformation projects and believes this is an area where working with IMPOWER will continue to have the greatest impact on budget and outcomes.

IMPOWER's role is to programme manage, bring knowledge and learning from other projects they are involved in, transfer skills to the Council team and contribute to the development of future activity which has three key elements:

- The commissioning of alternative support through the 'Reimagining Day Care' project
- Reviewing service users to ensure they are accessing the most appropriate types of support
- The conclusion of the supplier contract negotiations to move their support away from the block contract (NB this is being negotiated by the Council)

In addition IMPOWER are leading on developing communications, mapping and monitoring trajectories to ensure outcomes are being achieved and expanding the strength-based training already undertaken with the directorate to ensure all social workers have the right skills.

Children's Services

The objective of this project is to work with the Directorate Management Team reviewing and analysing key data within the social care system, and use the intelligence and insight generated about good performance and areas for improvement to develop a set of saving and improved outcome trajectories, and identify appropriate interventions and solutions to meet these trajectories. This work is being aligned with the improvement programme being undertaken in Children's Services through regular consultation with the Deputy Director and improvement programme manager.

Example trajectories are likely to focus on activity levels and include:

- Number of referrals, focusing on whether they are at appropriate levels.
- Duration of interventions, and whether these are too short or long.
- Escalation to, and step down from, Looked After Child status to understand demand and how it is being addressed.
- Workforce stability, as an important determinant of good practice.

The work is being undertaken collaboratively within the department, and with Heads of Service. It has three stages:

- Development of a set of hypotheses about Children's social care and analysis of data to test these. Example hypotheses include looking at how demographics correlate with demand, whether particular partners drive greater levels of demand and whether interventions are timely enough.
- Using the outputs of the analysis to establish a set of improved outcome and reduced cost trajectories.
- Establishing a set of interventions to implement that will positively impact on improved outcomes and reduced costs.

Localities

The Localities project builds on existing work to draw together a District-wide approach to prevention and early help in a Locality model. This uses the five parliamentary constituencies as localities. The objective of the work is to improve outcomes, build community resilience and to reduce demand to council and partner services.

During the summer of 2020, lead responsibility was given to Steve Hartley working with IMPOWER and a programme lead from West Yorkshire Police to clearly define a set of principles, the scope of the prevention and early help offer (aligned with what was being developed by specific directorates) and a development plan for the remainder of 2020. This was agreed by the Council Management Team at the start of September. At the same time, responsibility was passed to Mark Douglas due to Steve Hartley's retirement.

Since September IMPOWER have focused on:

- Establishing multi-agency governance for the project
- Developing locality baselines to identify any particular needs or areas of demand in each locality, and to inform future decision making
- Turning the principles and scope into a practical model that focuses on supporting

- the vulnerable and developing community resilience
- Working with area-co-ordinators to agree a set of pilots to undertake in each locality to test the model

4. PROGRESS AND BENEFITS REALISATION

Progress has been made across each of the three projects and we are beginning to clearly define the benefits realisation opportunities in both financial and non-financial terms.

The following summaries reflect progress to week commencing 2nd November.

Health & Wellbeing – Learning Disabilities Day Care

At the time of writing the following activities have been progressed:

- Development of an integrated plan to conclude the collaborative contract negotiations with the supplier, finalise the commissioning of services and deliver reviews of all service users' package.
- Development of a communications plan and key messages for the programme.
- A Building closure plan has been agreed with the supplier.
- Learning Disabilities review capacity has been established and a process for prioritising and allocating reviews completed.

As a result of this work, the following benefit areas have been identified and are being tracked through existing trajectory models.

- **The outcomes of individuals with learning disabilities will improve** as there will be a broader range of day opportunities, that will enable social workers to creatively support plans with individuals and maximise their independence.
- **Learning Disabilities day care spend will reduce** as more cost-effective and appropriate opportunities are accessed by individuals, and the move away from a block contract will lead to a more effective use of the budget.
- **Learning Disabilities residential care spend will reduce** in the longer term as individuals are able to be supported for longer in the community due to the wider range of support options/opportunities available. The intention is that this will contribute to the targeted reduction from 170 people in residential care in April 2019 to 136 in March 2021 which was developed with the service through their earlier work with IMPOWER and the related LD budget saving of £2.4m in year for 2020/21.

Benefits Example – reducing costs through reviews

A number of reviews of the supplier's cases have taken place, and this provides a useful indication of the scale of opportunity

Data shared at the Health and Wellbeing Transformation Board on 28th October 2020 indicates that as a result:

- 36 fewer people are using the supplier compared to April 2019
- This is equivalent to £270k of spend reduction.

Whilst this does not account for alternative packages, it indicates the potential scale of benefits from this project.

The impact for this project is expected to be realised through 2021 and in to 2022, based on the milestones listed below.

- From Nov 2020: Service mapping with commissioning and CTLD social work colleagues to identify the types of support available
- From Nov 2020: Undertaking of reviews and support planning of individuals who are accessing day services, resulting in them receiving better support
- From Dec 2020: Closure of a number of day services that do not meet the expectations of a more modern standards, improving outcomes and contributing to reduced costs
- Early 2021: Launch of the reimagining days commissioning framework with an agreed pricing structure, providing better value and more appropriate alternatives to current day care arrangements
- Q1 2021/22: Conversion of the day services delivered by the supplier from a bloc contract on to the reimagining days framework, finalising the shift to the new model of working.

Children's Services

At the time of writing the project had progressed the following activities:

- Developed a set of hypotheses and data analysed to test them, providing a number of opportunities to set trajectories and run interventions to deliver them.
- Developed a set of emerging insights which have been shared with all the Heads of Service, the Deputy Director and Programme Manager.
- Developed a set of draft trajectories that compare Bradford's direction of travel against statistical neighbours and national comparators, and indicate the change required to fall in line with them. These will be discussed with Heads of Service to agree trajectories that are right for Bradford and can be monitored to track the impact of interventions
- Started to identify the interventions that will be required to deliver the agreed trajectory.

This project is at an early stage, but a number of benefits, both financial and non-financial, that this work can contribute to have been identified. These include:

- We want to have **fewer children in care**
 - This will improve the outcomes of children who are able to safely stay with their families, and reduce spend on placement budgets.
 - This will be measured through entrants and exits to care, and spend on the children's placement budget
- We want to ensure children have the best outcomes by **spending optimum time in the system**
 - This will be measured through the number of children in need and/or on Care Plans for over a year and the number of ICOs over 26 weeks, and the spend on assessment, intervention and child protection.
 - This area is particularly important to track due to the delays caused by COVID-19 across the system, but in particular to court processes.

Benefits Example – setting trajectories

IMPOWER are using national and statistical neighbour information to support the trajectory setting process.

For example they are comparing rates of change in Child Protection and Children in Care numbers to inform discussions about what the 'right' level of demand is for Bradford.

IMPOWER will then work with the directorate to agree the potential impact of different interventions and agree both targets and the programme of work to deliver them through discussion with Heads of Service and the Deputy Director and will enable the Children's team to set targets.

Through the work to date IMPOWER have been able to deploy data analysis to develop fresh insights and use their experience from elsewhere to develop trajectories and a range of interventions to deliver the change.

The next steps for this project are to run a range of interventions with front line teams to identify the most appropriate approaches for Bradford, and to develop a more detailed view of the scale of opportunity. This activity will take place from December 2020 onwards with a view to scaling up activity ahead of the next financial year. In particular, IMPOWER will:

- Test approaches to reducing children in care through a set of interventions to prevent escalation, understanding the needs of children in care and increasing step-downs out of care.
- Work towards children being in the system for an optimum time through a set of interventions to increase step-down and where necessary step-up arrangements.

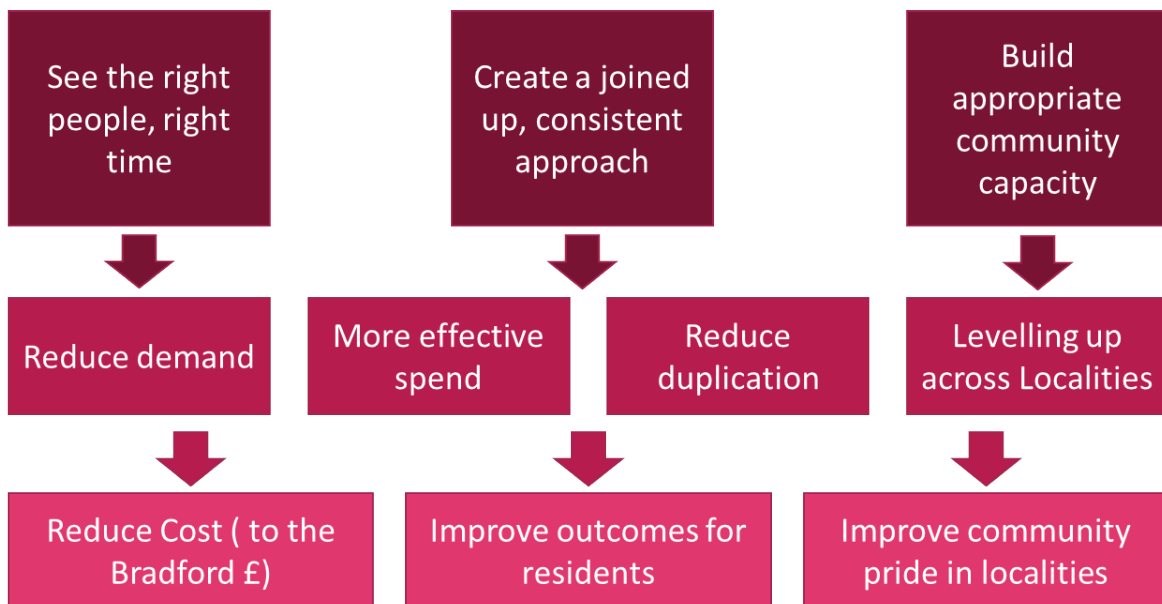
- Contribute to the work already underway to stabilise the workforce, using their experience of applied behavioural science in communications and incentivising staff.

Localities

At the time of writing the following activities have been progressed:

- A detailed Localities Model has been created and shared with Mark Douglas (project sponsor), and is in the process of being shared with, and fed back on by, DMT groups.
- Conversations have been held with every area coordinator to understand their current approach and to develop opportunities for pilots in each area.
- Pilot activities, timeframes, and impact measures have been identified, with a decision expected at the Localities Steering Group on which to prioritise.
- A set of District wide projects that will help establish conditions for success for the model have been identified
- Baseline data has been gathered for Localities and pulled into draft locality profiles.

It is too early a stage to identify financial and non-financial benefits at this stage, but there are two key considerations. First that any benefits will be system-wide benefits, affecting both the Council and its partners. Second, it is recognised that effective early help and intervention often impacts indirectly – for example by reducing demand on statutory services and avoiding spend rather than reducing budgets. The diagram below shows how benefits may filter down from an effective approach.



Building on this the benefits identified for this project include:

A Localities model is in place that is **seeing the right people at the right time** and will result in:

- Improved outcomes across a range of needs, with an initial focus on Domestic Abuse, Substance Misuse, Mental Health, Food Poverty, Housing & Homelessness
- Reduction in demand allows practitioners more time to work with those with greatest need
- A reduction, in the medium to long term, of people who are escalated to statutory services across the council and its partners

The model is able to **create a joined up, consistent approach** that reduces duplication in some areas, and fills gaps in support in others. This will result in:

- Greater value for money for the Bradford pound through spent on services and grants to VCS being allocated strategically to be targeted on greatest need and avoid duplication.

The model enables the **building of appropriate community capacity** that can support residents before they need to approach the locality teams. This will result in:

- Reduced demand resulting from residents being supported in the community, impacting on a range of council and partner budgets
- Community resources are able to support individuals and families without the intervention of public sector partners – this frees up council and partner resource to focus on those with greatest need
- Developing community capacity improves resident's wellbeing through contributing to a wider sense of belonging and greater positivity about living within a locality.

Bringing together prevention and early help in a Localities model has been a longstanding priority for the Council and its partners. Working with IMPOWER we have been able to accelerate activity in this area, providing clear scope and moving the project on from scoping and principles to a practical model and a set of pilots which are to be implemented and tested.

The next steps for this project, are to:

- Undertake further consultation on the model that has been developed in the Council and with partners through, with the aim of getting approval at the December Localities Steering Group.
- Ensure Members are effectively engaged in developing and supporting the locality model.
- Develop a medium-term implementation plan for Localities using the baseline data and analysis of current resources in each locality. This will be developed for sign off at the December 2020 Localities Steering Group.
- Develop District-wide activities that will create the 'conditions for success' needed to make locality working a success. These will range from developing communications, to agreeing reporting for officers and developing the interfaces with statutory services. This will take place in November and December 2020, with a review point at the December Steering Group.

- It was also planned to launch pilots in across the localities to test new ways of working, including how best to join up teams and services, and how best to support the development of community capacity. The original intention was for these to start in November 2020, but the current lockdown resulted in a decision to delay until early 2021.

5. BUILDING CAPACITY AND RESILIENCE

A key benefit of this partnership work in H&WB has been the work with council officers to develop their skills and experience. This has included working jointly on projects and training courses in a range of subjects including Applied Behavioural Science.

This transfer of skills and opportunities for the Bradford Team to engage in other projects IMPOWER are involved in will continue.

6. OTHER CONSIDERATIONS

N/A

7. FINANCIAL & RESOURCE APPRAISAL

A methodology to monitor and assess benefits is being developed between the Council and Impower. Financial monitoring of benefits is being undertaken by the Council's Steering Group.

8. RISK MANAGEMENT AND GOVERNANCE ISSUES

The Council has set up a Steering Group to support the delivery of this programme. Risk and issues are identified, and where possible mitigating actions are put in place.

9. LEGAL APPRAISAL

Executive in July 2020 approved a one-year contract with IMPOWER to support the delivery of key transformation programmes within a reset Council Transformation Plan. On the basis of IMPOWER's performance in assisting Adult Services to reduce demand and their track record with other Councils in delivering transformation of services, it was assessed that the contract would deliver best value for money. The contract provided for a start date of 1st September 2020.

This Committee considered the report to Executive at its meeting on 23rd July 2020 as a result of a call in of this aspect of the Quarter 1 Finance Position Statement for 2020-21.

The Committee resolved:–

- (1) To release the decision for implementation.
- (2) To request that a further report be presented in three months which specifically focuses on the key outcomes delivered from the Impower Contract.
- (3) To request that the Children’s Services Overview & Scrutiny Committee considers aspects of the Impower Contract that relate specifically to Children’s Services.
- (4) To request that the Health & Social Care Overview & Scrutiny Committee considers aspects of the Impower Contract that relate specifically to Health and Wellbeing.

This report fulfils the request made by the Committee in (2) above.

10. OTHER IMPLICATIONS

10.1 EQUALITY & DIVERSITY

Equality Impact Assessments will be undertaken as part of this programme of work.

10.2 SUSTAINABILITY IMPLICATIONS

Relevant issues will be identified as part of the transformation programme.

10.3 GREENHOUSE GAS EMISSIONS IMPACTS

None.

10.4 COMMUNITY SAFETY IMPLICATIONS

None

10.5 HUMAN RIGHTS ACT

Relevant issues will be identified as part of the transformation programme.

10.6 TRADE UNION

Unions will be consulted as needed as part of the transformation programme.

10.7 WARD IMPLICATIONS

Ward implications will be identified as part of the transformation programme.

10.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

N/A

10.9 IMPLICATIONS FOR CORPORATE PARENTING

Implications for corporate parenting will be identified as part of the transformation programme.

10.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

N/A

11. NOT FOR PUBLICATION DOCUMENTS

None.

12. OPTIONS

N/A

13. RECOMMENDATIONS

1. The Committee to note the content of this report
2. A further progress report to be presented to committee in March 2021.

14. APPENDICES

None.

15. BACKGROUND DOCUMENTS

None.