

Report to Cabinet 24 February 2022

Changing Futures

Portfolio Holder:

Councillor Zahid Chauhan, Cabinet Member for Health and Social Care

Officer Contact: Mark Warren, Director of Community Services and Adult Social Care

Report Author: David Garner, Head of Business Strategy and Performance Adult Social Care
Phone: 07866 185463

24th February 2022

Reason for Decision

To agree the use of funding granted to Oldham Council for participation in the Greater Manchester Combined Authority's response to the Government's Changing Futures Programme.

Executive Summary

The 'Changing Futures Programme' is a £64 million joint initiative by the Department for Levelling Up, Housing & Communities (DLUHC) and The National Lottery Community Fund (TNLCF).

The fund is for local organisations to work in partnership to better support those who experience multiple disadvantage, including but not limited to homelessness, substance misuse, mental health

issues, domestic abuse, and contact with the criminal justice system. The programme seeks to make an impact at the individual, service and system level and build learning to influence future programmes and policy in this area.

Greater Manchester applied for and was selected as one of the 15 areas in the country to form part of 'Changing Futures' and has been awarded £4.7m over 3 years (up to March 2024). There are four innovation areas in the GM programme; Oldham, Manchester, Rochdale and Wigan each with an individual locality delivery and development plan.

Oldham Council has been working with partners, including the voluntary and community sector, for several years, to understand how system barriers affect some resident's ability to engage effectively with services and this will form the main basis of the Oldham programme.

While the main focus of the programme in Oldham will be on a wide group of people with multiple disadvantage, there will also be an additional focus, 'The Oldham lens' that will build upon the work to date to develop a peer-led offer enabling women to better access the support they need. This includes addressing some of the barriers they face whilst building resilience to reduce the likelihood of them needing to be involved with those services again.

Across the programme we anticipate that intensive support will be offered to approximately 100 people across the duration of the programme. Whilst the programme will only directly support a small number of people, the impact of the programme should be far reaching as the learning from these cases and from a wider group of people with lived experience should lead to changes in the way our services are delivered and how our system operates across the borough.

This programme is subject to a tight deadline to implement the service element to meet DLUHC requirements. The following options are being proposed to put the service in place. Full details of the options are in the main body of the report.

Option 1: Commence Procurement Exercise: To undertake a procurement exercise to identify the most appropriate provider(s) of the Changing Futures service in Oldham.

Option 2: Host the Changing Futures service in-house: To initially host the Changing Futures service, in-house, at Oldham Council using seconded staff from the council, the local voluntary and community sector, and other providers. Although initially hosted by Oldham Council, the design and implementation of the service will be done collaboratively with the community and voluntary sector and other providers. During the programme work will be undertaken to transfer hosting of the service to the voluntary and community sector when appropriate. **Preferred Option**

Option 3: Withdraw from the 'Changing Futures' programme: To withdraw from the programme as there is insufficient time to establish the service element of the programme to meet DLUHC requirements.

The funding for the Changing Futures Programme is in the form of a grant provided by GMCA of £772,193 for the period August 2021-March 2024.

Recommendation

That Cabinet agree to proceed with the preferred option, option 2, to host the Changing Futures intensive support service for adults with multiple dependencies within Oldham Council. While this will be hosted internally by the council the programme will be developed and delivered in partnership with the community and voluntary sector and other partners.

Changing Futures

1 Background

1.1 The 'Changing Futures Programme' is a £64 million joint initiative by the Department for Levelling Up, Housing & Communities (DLUHC) and The National Lottery Community Fund (TNLCF).

1.2 The fund is for local organisations to work in partnership to better support those who experience multiple disadvantage, including but not limited to homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system. The programme seeks to make an impact at the individual, service and system level and build learning to influence future programmes and policy in this area.

1.3 The programme sets out the expectations at each of these levels as well as six core delivery principles:

- **Individual level:** co-ordinate, stabilise and improve outcomes for local cohorts of adults experiencing multiple disadvantage.
- **Service level:** greater integration and collaboration across local services to provide a person-centred approach, and reduced demand on 'reactive' services.
- **System level:** Strong multi-agency partnerships, governance and better use of data leads to lasting system change and informs commissioning and government policy.

1.4 The six core delivery principles:

1. Work in partnership **across local services** and the voluntary and community sector at a strategic and operational level
2. Coordinate support, and **better integrate** local services to enable a 'whole person' approach
3. Create **flexibility** in how local services respond, taking a **system-wide** view with shared accountability and ownership and a 'no wrong door' approach to support
4. Involve people with **lived experience** of multiple disadvantage in the design, delivery and evaluation of improved services and in governance and decision making
5. Take a **trauma-informed** approach across local system, services and in the governance of the programme
6. Commit to drive **lasting** system-change, with long-term sustainable changes to benefit people experiencing multiple disadvantage and commitment to sustain the benefits of the programme beyond the lifetime of the funding

1.4 Greater Manchester applied for and was selected as one of the 15 areas in the country to form part of 'Changing Futures' and has been awarded £4.7m over 3 years (up to March 2024). There are four innovation areas in the GM programme; Oldham, Manchester, Rochdale and Wigan each with a locality delivery and development plan focused on multiple disadvantage but each with an additional 'lens' (e.g., dual diagnosis, women etc). This model is multi-sectoral (public and voluntary and community) and brings sites together in a mutually beneficial relationship supported by pan GM systems change activity (i.e., data fusion, workforce development, social innovation and systems change hub, the development of GROW traineeships for those experiencing multiple disadvantage).

1.5 The aim of this approach is to capitalise on collaborative strengths in GM within the limits of the national programme and funding using learning in four areas to grow approaches across GM and make the case for wider development and investment.

2 Current Position

2.1 Oldham Council has been working with partners including the voluntary sector for a number of years to understand how system barriers effect some resident's ability to engage with statutory services. It is recognised that some individuals are in a constant cycle of presenting as 'high need/high demand' but repeatedly disengage from any service that is offered.

2.2 This has resulted in a wide-ranging offer of support across statutory, voluntary, community, faith, and social enterprise organisations across Oldham, which has developed over the years relatively organically. As a result, the Oldham offer for some can be difficult to navigate. This is particularly evident when individuals fall outside of safeguarding thresholds and are offered a different level of support (self-help) from commissioned services and the voluntary and community sector. For many people who present with the traditional types of multiple complex needs (homelessness, addiction, mental ill-health & offending) this offer does not always work for them.

2.3 Learning and system mapping in Oldham has demonstrated that the 'Early Help' offer, and other specialist services, have significant crossover in relation to their delivery and approach to supporting the individual. However, this can be seen to be uncoordinated and while there is considerable partnership working in place within Oldham, its impact on supporting those with multiple & complex needs is limited. In addition, while there are considerable good practice examples across providers in Oldham, an area seen to require further development is the voice of the individual in the development and delivery of these services. This element of co-production and involving those with lived experience is critical to our future delivery model.

2.4 We have defined which key groups of individuals are disproportionately impacted upon & have negative experiences with services. It can be broken down into four groups that the Changing Futures Programme will help us to make a difference with:

- Those who are involved with statutory services but fail to engage effectively because of their complexity and mistrust of the system
- Residents who have suffered historical long-term multiple disadvantage & who have multiple & complex needs. These residents fall outside of the current offer but present themselves at front door services or are picked up in the criminal justice system when in crisis
- Referrals into the current Oldham Early Help Service that are too complex, resource and time demanding for any period of engagement to be seen as effective
- Specific groups of women who fall into all the above three categories but have been impacted on by their experiences in care and/or have been victims of child sexual exploitation or domestic abuse

2.5 Involvement in the Changing Futures Programme will support us to redesign and enhance our adult support offer and to embed a more supportive and intensive element for high need/high demand users. Key to this is the development of an 'Adult Intensive Support Team' that will support individuals to access statutory, non-statutory and community services. Although hosted through Oldham Council, the design and implementation of the service will be done collaboratively with the community and voluntary sector and other partners. This will be reviewed as the service develops with options to shift delivery entirely into the community and voluntary sector assessed. Whilst there is recognition of the need

for the service to be seen as independent of the Council due to the past experiences of adults of multiple disadvantage, the importance of generating system change from within is also a critical factor. The intention is for the service to support improved outcomes for residents whilst also identifying system blockages and barriers, highlighting learning to enable wider reform.

- 2.6 This new offer will focus on delivering a person-centred, trauma-informed, and mentoring-led approach. This will initially be delivered by practitioners with experience of working in a trauma-informed and person-centered way but with a phased approach to developing a Peer Support offer and involve those with lived experience to support others; initially as mentors/ advocates but with training and support to become part of the wider delivery team. The service will be developed through a process of co-design with experts by experience and the community, voluntary sector.
- 2.7 In order to address some of the challenges identified both by current providers and people in accessing the right service, the services' team manager post will include system navigation. This will identify the system barriers and blockages that prevent people from accessing the right support at the right time and will identify creative and innovative solutions to overcome these.
- 2.8 The new offer will include a focus through the Oldham lens on a group of young women with multiple disadvantage and additional risks, such as sexual exploitation, financial exploitation, abuse, and violence, as well as substance misuse, poverty and lack of family connections and support networks. In addition, they may also have negative experiences of engagement with statutory services including social work, health and mental health providers, the police, probation and DWP. This element of the programme aligns to the emerging priorities of the Women's Taskforce, and the Oldham Women's Network brings together VCFSE organisations delivering support directly to women in Oldham.
- 2.10 Across the programme we anticipate that intensive support will be offered to c.100 people. Whilst the programme will directly support a small number of people the impact of the programme should be far reaching as the learning from these cases and from a wider group of people with lived experience should lead to changes in the way our system operates.
- 2.11 Mark Warren, DASS and Managing Director of Community Health and Social Care is the SRO. In order to support the work of the programme a Strategy Board from across the membership of the Council's Management Board will be established. The work will impact on a wide range of different functions both across the council and more widely across the borough including place-based integration, workforce, estate, finance and corporate governance. There is a strong emphasis on the involvement of people with lived experience and we are looking at ways of ensuring they are involved not only in service design and delivery but in system change. This group will enable us to both respond to the needs of people who need support in Oldham and to consider the necessary changes to our system going forward.
- 2.12 The strategy group will be supported by an operational project group made up of adult social care, safeguarding, reform, community safety, finance, HR and strategy and performance as well as colleagues from the voluntary and community and health sectors.
- 2.13 In addition, links will be made with the other GM localities involved in the programme to share learning and good practice. This is currently facilitated by GM.

3 Options/Alternatives

3.1 In order to implement the Changing Futures programme a number of options have been considered. Initial plans to identify a principal lead for the programme from the voluntary and community sector have not been possible at this point. As a result, the following options have been considered in order to meet the timelines required. As the programme alternative options for delivery will be considered.

3.1 **Option 1: To undertake a procurement exercise to identify the most appropriate provider(s) of the Changing Futures service in Oldham.**

Advantages

- Meets current Procurement Requirements
- Gives an opportunity for a range of providers to submit bids to deliver the service
- Increases the opportunity for a range of different delivery models to be considered
- Provides for a range of competitively priced tenders to be considered

Disadvantages

- Length of time to complete the procurement exercise (anticipated April 2022)
- Limited number or no tenders are received putting involvement in the programme at risk
- Tenders received exceed the funding levels available
- Potential claw back of funding from the DLUHC due to slipping timescales.

3.2 **Option 2: To initially host the Changing Futures service in-house at Oldham Council using internally based staff and staff seconded from the local voluntary and community sector and other providers**

Advantages

- Time to set up the service likely to be achieved more quickly than by procurement
- Increased flexibility on use of budget across range of partners
- Potential to engage with a wide range of local experts
- Ability to test system change “from within” and to share the learning across the workforce

Disadvantages

- Changing Futures emphasis on role of voluntary and community sector and people with lived experience may not be met
- Negative impact on local providers not included in the programme due to limited roles and funding
- Increased coordination role for Oldham Council in service provision element of programme
- Challenges in recruiting to the new roles with the potential to create gaps in service provision from elsewhere in the Council.

3.3 **Option 3: Withdraw from the current programme**

Advantages

- Involvement in the programme has identified needs within the borough which cannot be developed without the restrictions of the Changing Futures programme
- Potential to review current provision in this area and develop required changes based on current available funding
- Still able to learn from Changing Futures programme as part of GM

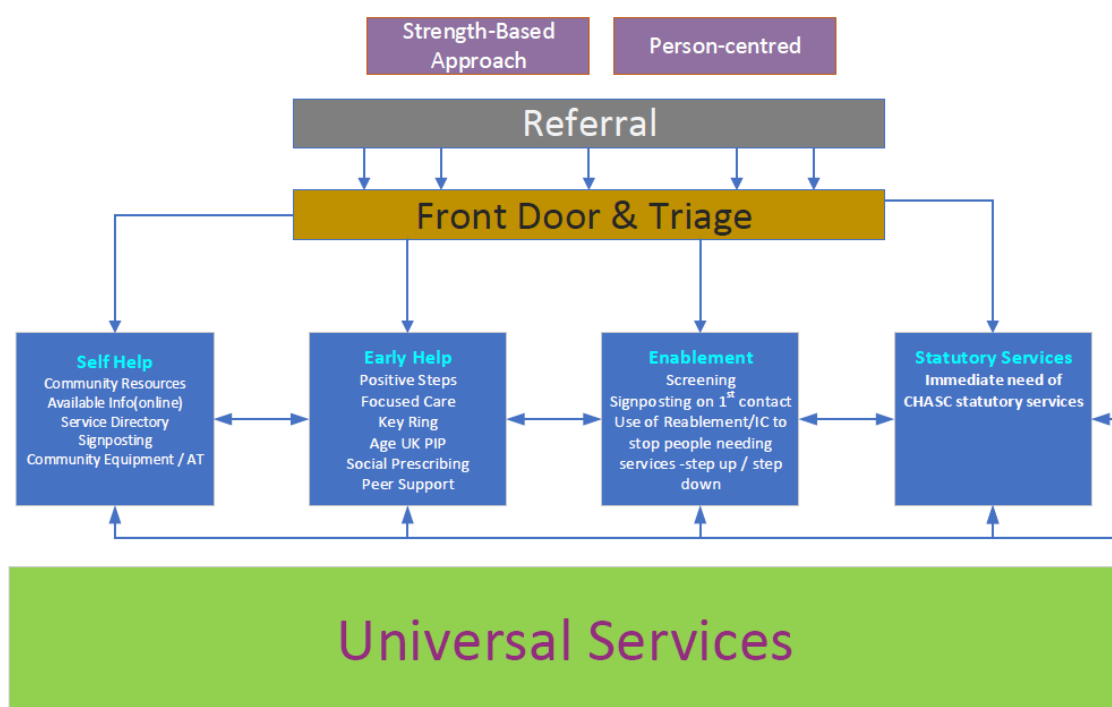
Disadvantages

- Reputational impact on the council of withdrawing at this stage locally, regionally, and nationally

- Loss of income to the borough available through the Changing Futures Programme
- Missed opportunity to consider new ways of working and system change in a key area for the borough

4 Preferred Option

- 4.1 The preferred option is Option 2. To initially host the Changing Futures service in-house at Oldham Council using seconded staff from the council, the local voluntary and community sector, and other providers. Although hosted through Oldham Council, the design and implementation of the service will be done collaboratively with the community and voluntary sector and other partners.
- 4.2 The funding will be used to establish a new offer hosted within the Council, this will not impact on any existing services or staff.
- 4.3 The purpose of the funding is to test new and innovative approaches to support adults with multiple disadvantage. The intention is for this new offer to be hosted by the council and to initially sit initially within Adult Services. It will form part of the overall Adult Social Care Prevention Model.
- 4.4 The model, shown below, adopts a strength-based, person-centred approach that focuses on ensuring that people are able to access the right support at the right time using a front-door triage service to carry out an initial assessment of people's needs and to direct and refer them to the most appropriate support pathway.



- 4.5 The model utilises four core areas of support:

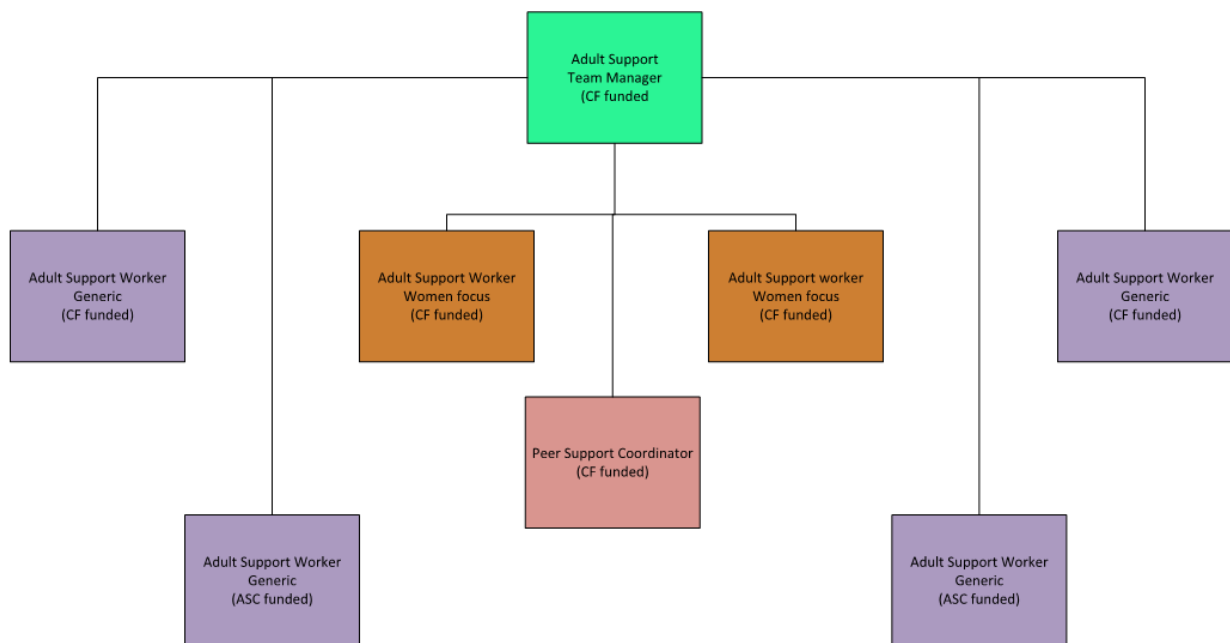
- **Self-help** – the use, where appropriate of community resources, along with information and advice, including an enhanced service directory, signposting and the use of community equipment and assistive technology. It also includes an element of supported help for those who need extra support particularly at an early stage;

-
- **Early Help** – for people with low to medium support needs access to the range of current services available, including Positive Steps Early Intervention and Prevention Service, Social Prescribing, Focused Care Age UK PIP, Key Ring and other similar support, as well as the proposed high intensity support service for those with higher level support needs.
 - **Enablement** – the use of enablement services, that come in to contact with people on a regular basis, to promote independence and choice and supports people to achieve their reablement goals based on a strength-based, what people can do, as well as building confidence and independence in other areas of their lives.
 - **Statutory services** – the ongoing provision of support from statutory services including adult social care, physical health, mental health, where none of the other elements of the approach are able to provide support or there is an immediate need for support from statutory services.
- 4.6 In addition, there is a need to ensure that a whole range of ‘universal services’ are included in the scope of provision. This not only includes generic services but other targeted and specialist services that focus on specific issues that also impact on the lives of people with potential health and social care needs, this includes areas such as housing, homelessness, poverty, debt, employment and training, and criminal justice.
- 4.7 In order to retain separation from the mainstream and statutory Adult Services offer it is proposed that the new service form part of the front door and triage service.
- 4.8 In addition, the service will be located and operate in the community. A suitable location is currently being identified as a base for the team but it is expected the majority of the work will be carried out remotely. The necessary safety measures are being established for staff to operate this way.
- 4.9 New job descriptions have been developed specifically for the team and are currently undergoing job evaluation. There is a risk of existing council staff applying for the new roles which could potentially lead to gaps in other services. Those applying on a secondment basis would require agreement from their manager, this would consider the impact on wider service delivery. Any applications from the community and voluntary sector and wider organisations on a secondment basis, would require appropriate HR agreements and documentation to support this. These are currently being developed with support from HR colleagues.
- 4.10 The proposal for consideration is to establish six support worker roles and a team manager to provide oversight and supervision. The Team Manager will report to the Client Services Manager who will have responsibility for the Front Door and Triage and would also work closely with the existing Head of Reform to capture learning to feed into the Changing Futures programme and work on removing system barriers and blockages. This will feed into the wider reform agenda and will support learning across Greater Manchester. In addition, arrangements will be put in place with Adult Social Care to ensure that staff within the team receive appropriate support and supervision along with wellbeing support.
- 4.11 Four of the support roles will form the generic provision that covers both elements of Changing Futures and of the overall Adult Intensive Support Team. This will allow the team to support people who are experiencing at least three of the five Changing Futures criteria – homelessness, substance misuse, mental health issues, domestic abuse and contact with the criminal justice system – and those who have high level support needs but do not meet the Changing Futures criteria who would receive support from the Adult Intensive Support Team. Bringing these elements together enables resources to be brought together to widen
-

the scope of the provision and to allow all aspects of support to be considered as part of the development of the future approach in this area rather than focusing solely on the Changing Futures criteria.

- 4.12 In addition, the team will have two specialist support workers focusing on the delivery of the women’s element of the offer supported by both the Team Manager and the Peer Support Coordinator. This role will work with women with lived experience including those who have received support from the programme in order to develop their role in delivering ongoing support.

Changing Futures and Adult Intensive Support Team Structure



5 Consultation

- 5.1 Throughout the development of the Changing Futures bid and following award of the grant there has been ongoing discussion with a range of stakeholders from across Oldham Council including Community Health and Social Care, Public Health, Reform and Community Safety; Oldham NHS Clinical Commissioning Group; and the local voluntary and community sector. Further consultation will take place if the preferred option is accepted, this will include opportunities for co-design of the new service with experts by experience.

6 Financial Implications

- 6.1 The funding for the Changing Futures Programme is in the form of a grant provided by GMCA of £772,193 for the period August 2021-March 2024. Additional funding from Adult Social Care, of £150,000 each year, for the period April 2022-March 2024 is available to support the provision of the adult intensive support team. This would enable a slightly more flexible

approach to supporting adults at an early stage in addition to the Changing Futures criteria. This is recognised as a need and gap in provision through the Adult Safeguarding Board.

7. Finance Service Comments

7.1 Following the submission of a Local Investment Plan, the grant agreement for the Changing Futures programme has been put in place between the Council and GMCA. Funding for 2021/22 and 2022/23 will be paid by MHCLG through Section 31 of the Local Government Act 2003 and 2023/24 will be paid by The National Lottery Community Fund under their terms and conditions.

7.2 The grant is worth £772,193 over a 3-year period August 2021 to March 2024 with budget profile detailed in the table below:

| | 2021/22 | 2022/23 | 2023/24 | Total |
|----------------|---------|---------|---------|---------|
| Grant Schedule | 169,359 | 293,917 | 308,917 | 772,193 |

7.3 In addition to the grant, ASC has identified recurrent budgetary provision of £150k held to support the provision of the adult intensive support team.

Finance will ensure that appropriate monitoring arrangements are put in place for the management and reporting of the grant. All Changing Futures related expenditure will be accounted for and monitored separately from other funding streams. Expenditure will be contained within the grant allocation and the Service contribution, as such there are no adverse financial implications arising.

(Danny Jackson, Senior Accountant)

8. Legal Services Comments

8.1 The contents of section 4 together with comments from HR are noted. There are no further legal comments to add, save that to minimize the risk of litigation council HR policies and procedures should be followed with regards to establishing roles and job evaluation and also ensuring the appropriate secondment agreement is in place. The structure and use of funding should also be monitored and periodically reviewed to ensure the proposal is fit for purpose.

(Radhika Aggarwal, Principal Employment Solicitor)

9. Co-operative Agenda

9.1 Involvement in the Changing Futures Programme supports Oldham's Co-operative agenda in a number of ways; particularly in relation to ensuring fairness and working together. The programme will involve and support people with multiple disadvantages and work to ensure that mutual benefits are achieved, add the greatest possible value, and enable everyone to be involved on an equal footing. The systems element of the programme will ensure that the views of a wide range of people and that all involved are treated with dignity and respect particularly through the involvement of people with lived experience.

10 Human Resources Comments

10.1 If the preferred option is approved, the appropriate HR processes will need to be followed to finalise the proposed structure, establish new roles and recruit to the positions. Due to the existing pressure on the Adults Social Care workforce, there's a risk that services will not be able to release staff via a secondment opportunity without destabilising their own operations.

It is envisaged there will be interest in the roles from the Voluntary Sector, in which case the appropriate secondment agreements will need to be put in place.

The service may need to consider recruitment outside of existing Council and Voluntary Sector resources on a fixed term contract basis. The Councils redeployment register should be reviewed to identify any appropriate candidates.

(Catherine Pearson, Strategic HR Lead)

11 Risk Assessments

- 11.1 The main risk to the council is that involvement in the programme does not proceed which will have both an impact on the development of the work in this area with people with lived experience and current providers. In addition, there is a reputational risk for the council at a local, regional, and national level of not continuing with the programme.

12 IT Implications

- 12.1 None

13 Property Implications

- 13.1 None

14 Procurement Implications

- 14.1 There are no Procurement implications when commissioning the service using Council's in-house resource. It is clarified that in addition to £772,193 grant funding the ASC will include £150,000 spend for intensive support for the cohort. The report recognises that there is significant crossover in relation to delivery of Early Help offer in Oldham. The Commercial team will support the commissioners to identify the barriers or blockages in the system preventing people accessing the required support.

(Raj Ahuja, Commercial Team, 15.12.2021)

15 Environmental and Health & Safety Implications

- 15.1 There are no Environmental and Health & Safety Implications

16 Equality, community cohesion and crime implications

- 16.1 There are no equality, community cohesion and crime implications

17 Equality Impact Assessment Completed?

- 17.1 Not applicable

18 Key Decision

- 18.1 Yes

19 Key Decision Reference

19.1 HSC0821

19 **Background Papers**

19.1 Not applicable

20 **Appendices**

20.1 None