

TRAFFORD COUNCIL

Report to: Accounts and Audit Committee
Date: 25 March 2014
Report for: Information
Report of: Joint Director Children, Young People and Families (Social Care)

Report Title

Annual Governance Statement 2012/13 – update on significant governance issue : Public Service Reform in Trafford

Summary

This brief report provides an extract from the 2012/13 Annual Governance Statement outlining one of the significant governance issues identified for further development through 2013/14 i.e. Public Service Reform in Trafford.

It also includes a brief update on the progress to date around the Public Service Reform agenda both organisationally for the Council, locally working with Partners and regionally within the wider context of AGMA

Recommendation

The Accounts and Audit Committee is asked to note the report for information.

Contact person for access to background papers and further information:

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Background Papers:

Annual Governance 2012/13 Statement – Significant Governance Issue : Public Service Reform

1. Introduction

Detailed below is an extract from the 2012/13 Annual Governance Statement followed by a brief update on actual progress made to date in respect of one of the significant governance issues referred to in the Statement i.e. the ongoing implementation of the Public Service Reform (PSR) programme in Trafford.

2. Annual Governance Statement 2012/13 Extract

The following detail was included in sections 5.3 and 5.4 of Trafford Council's 2012/13 Annual Governance Statement:

The Council is committed to achieving its objectives through good governance and continuous improvement. Going forward, the Council will continue to transform service delivery arrangements, to ensure the Council effectively delivers its objectives and manages its resources to meet the ongoing financial challenges being faced.

Detailed below are significant governance issues and a summary of the actions planned to address these in 2013/14.

2012/13 Issues and Action Planned 2013/14

5. Public Service Reform in Trafford

Partners in Trafford are committed at the highest level to a collective programme of Public Service Reform (PSR). The objectives of this programme are:

- to ensure that residents in the Borough can benefit from future economic growth, by designing services that can better support them to make positive choices and be independent; and*
- to meet the challenge of public sector austerity by reforming services collectively, such that outcomes for residents in the Borough are better than they would have been had reforms been undertaken solely by agencies acting alone.*

There is a detailed implementation plan for the first phase of this Public Service Reform (PSR) programme in Trafford which will be progressed through 2013/14. It sets out which agencies, partnerships and individuals are currently undertaking tasks as part of the programme, and what success will look like in the future. Local agencies are currently aligning their own organisational transformation and savings programmes. There is a clear Trafford governance and accountability structure in place which is linked to the Greater Manchester Governance and delivery model.

The detailed thematic plans consider the following:

- **new integrated services** that reduce demand on public agencies in the Borough*
- **new investment models** that are able to sustain funding of these services by capturing and reallocating the resources released by this reduced demand; and*
- **new approaches to evaluating our integrated services** to show where they are more effective than existing practice, and where possible to create an evidence base that can attract future investment.*

Central to the success of this programme so far has been in ensuring a clear focus on the reform of public services as a whole in Trafford. There are significant synergies between the different work streams. The benefits of many of these synergies are being captured

2012/13 Issues and Action Planned 2013/14

by ensuring that there is a whole-family focus which sits at the heart of our new integrated delivery models.

3. Updated position (March 2014)

Public Service Reform has now been in progress in Trafford since January 2013 and is established as one of the leading change programmes in Trafford, fully linked into the Greater Manchester Public Service Reform programme. The work commenced around five key themes:

- The national Troubled Families programme (Stronger Families in Trafford)
- Transforming Justice
- Health and Social Care integration
- Development of work and skills
- Early years assessment and support pathway

The principles of Public Service Reform centre around finding new, collaborative and evaluated methods of service delivery that are effective and productive on a cost benefit analysis basis, in order to create sustainability by the development of investable propositions for future service delivery. Work on this basis has been undertaken in relation to each of the identified work streams and these are summarised later in this report. There is a strong focus on:

1. Interventions chosen on the strength of an evidence base
2. Integrated and bespoke packages of support, with cost benefit analysis work to explain the impact
3. A family based approach where appropriate
4. Options for new investment models and involvement of partners investing across boundaries from mainstream budgets

Key advancements have been made around developing and embedding new service delivery models with a strong evidence base into multi agency delivery arrangements within these five work streams and they are now at different stages but all are keeping pace with the timescales agreed in AGMA.

Focus has been around testing and piloting delivery models which reflect the agreed Greater Manchester principles but also take recognition of the local requirements of Trafford both as a Borough and at a locality level. In particular, Trafford has been keen to link PSR work and outcomes with the work undertaken in local communities that can contribute to the achievement of outcomes and also to sustaining progress made.

The overall aim over the last 12 months has been to test what works and identify the right approaches for Trafford. Focus remains on reducing dependency and increasing responsibility while tackling high cost and persistent inter-generational issues which have previously weighed heavily on the public purse.

Over the last 12 months Trafford has also strengthened its representation within the AGMA PSR Governance arrangements both on the strategic work stream groups, but also on the cross cutting enabler groups which ensure that efficiencies are made across the multi-lateral work streams. This membership will enable Trafford to influence decisions as the AGMA level and consider for each work stream what will work for Trafford.

For Trafford, initial cost benefit analysis has been completed with AGMA and the next key steps will be around monitoring and evaluating the new delivery models and their impacts as they turn from pilots to business as usual; and replacing modelled benefit assumptions with robust data.

This will in turn strengthen Trafford's position to produce Investment Propositions which will hopefully encourage investment in sustaining the PSR model post 2015.

PSR work in Greater Manchester has been scaled up since it began and plans are now being developed for the next stage post 2015 to extend the work and widen the cohorts it focuses on, as it has been recognised by Whitehall that the progress to date in GM around large scale reform has been so significant that the current approach could be used to help an even wider group of those in need.

Below is a more detailed appraisal of progress over the last 12 months for each of the work streams. Any additional detail can be provided upon request.

Early Years Update

Background	40% of children in Greater Manchester (GM) are assessed in reception class each year as not being ready for school. This represents 16,000 children each year who are on a poor life trajectory from the outset, unable to engage with the national curriculum effectively and at risk of never catching up. These children are less likely to reach their full potential at school and, ultimately, less likely to be economically active and productive. Conversely, many of them are likely to place a high demand on public services throughout their lives
What does success look like	Success of the Early Years theme will be measured by the increased number of children achieving a good level of development as measured by the Early Years Foundation Stage Profile assessment by 18%, benefitting 22,000 additional children and exceeding the national average by 10%
Delivery and Implementation update	<p>Trafford has fully engaged in the AGMA project, and the project lead assumed responsibility for the project in February 2013 and implemented an internal project group comprised of representatives from all relevant children's services and corporate services. The new delivery model requires strong partnership and integrated working between a variety of CYPS services, some provided internally and some commissioned from Pennine NHS Trust. The aim has been to implement an eight stage model of assessment and intervention for pre-school age children in order to increase engagement with support and improve school readiness. Trafford already achieve outcomes significantly higher outcomes than the Greater Manchester figures and so the capacity for improvement with the new model is not as high.</p> <p>Over the duration of the project the team have:</p> <ul style="list-style-type: none"> • Fully supported the AGMA groups taking the lead on; the new delivery model and early help, the children's centre specification, parenting specification, cross-border 2 year funding protocol and a GM communication strategy for targeted 2 year old funding • Responded to demands to clinically appraise evidence based tools • Mobilised expertise to interrogate the pathway and engaged schools and the PVI sector in consultation • Delivered two engagement workshops • Produced a stakeholder newsletter • Prepared for implementation in April 2014 within existing resources • Secured CCG investment for a perinatal maternal and infant mental health specialist and training, which can be rolled out across the workforce
Expected Progress Over Next 12 Months	<p>Recently, the implementation plan has changed its parameters in light of shifts in development at an AGMA level. The project is now going to implement stages 2 & 8 only of the eight stage model in the South pilot area in April 2014, and not all stages of the new delivery model. Schools and the PVI will still be engaged in the stakeholder planning, and it may be possible to implement stages 7 & 8 with schools in the South in the September term but at this stage there is no authority across AGMA to fully implement across all stages in the whole authority. The lack of a suitable IT/system solution has delayed our plans but we are looking immediately at the option to join the Intellisant pilot which will require resourcing the purchase of mobile devices and software support for the duration of the pilot. At the moment Pennine are</p>

	<p>potentially funding this, via the financial value of the block contract with Trafford CCG.</p> <p>The commencement date for full implementation across the GM footprint looks likely to be October 2015 at the latest update, which will have an impact on our local timescale for implementation.</p> <p>The council and its partners will monitor carefully the AGMA wide developments in order to consider whether they wish to implement earlier than October 2015 although it is likely this date has been chosen to coincide with the transition of the commissioning of health visiting services to the council.</p>
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Transforming Justice

Background	<p>Transforming Justice aims to reduce levels of crime, offending and reoffending across Greater Manchester by better, more coordinated support for offenders at the points of arrest, sentence and release, and neighbourhood work to prevent offending. It has focused initially on youth and young people (aged 16-25), because the peak age of offending is 19, and this age group accounts for 40% of criminal justice costs.</p>
What does success look like	<p>Intensive Community Orders – Across GM, scale up from 150 individuals per year to 650 from the 2014/15 financial year, with a stepped increase in this profile during the 2013/14 financial year as an alternative to custody. Adapted for each district, this involves expanding current provision in Salford, Manchester and Trafford, and establishing new provision in other areas, building on existing plans.</p> <p>Resettlement support – to roll out the current approach to re-settlement within communities used at Hindley Young Offenders Institute to 16-18 year olds from across Greater Manchester (GM). By April 2014, to extend provision to all institutions holding a significant numbers of 16-18 and 18-21 year olds from across GM, even when not based within GM. The success of positive re-settlement should be reduction in re-offending and future costs,</p> <p>Youth Custody Triage - to review current practice and adopt the GM good practice model by Summer 2013. This includes rapid assessment of children and young people, and parents / carers to enable them to obtain earlier support. YOS is already involved at key stages of the pre-court decision making process. Ensure capacity is in place to divert 2,370 young people across all districts from 2014/15 in order to minimise the use of custody for young people.</p> <p>Women offenders – To establish new centres to cover women offenders from the whole of GM (currently cover 4 districts), provide triage for 2,000 women offenders in all GM police custody suites over three years. By April 2014, offer Intensive Community Orders to over 130 women per year, and support 130 women ‘through the gate’ at HMP Styal over three years.</p>
Delivery and Implementation update	<p>Intense Community Orders: The ICO remains operational and delivering according to the requirement of the pilot. Work is taking place on completing the Investment Agreement at Greater Manchester level. Consideration is being given to commissioning a discreet version of ICO for women. The Transforming Justice Executive has agreed the roll out of ICO across GM with additional funding for the next 18 months. Discreet ICO for women offenders has been ruled out and funding for discreet women’s provision is identified through the FIM. Implementation will start from April 2014</p> <p>Youth Triage is still being delivered in Trafford as an ‘As Is’ model and is still contributing to reduction in First Time Entrants. Once the Cost Benefit Analysis is finalised it will be the impetus for engaging with key partners and developing a discreet packages of support for children and young people pre-court.</p> <p>Resettlement Offer The youth element of the Resettlement Offer is now live since the 1st October. On-going work is</p>

	<p>taking place on developing the Young Adult element of the Resettlement Offer. Roll out of the Young Adult Offer should be in early 2014 informed by the completion of the Cost Benefit Analysis.</p> <p><u>Women Offenders</u></p> <p>Slow progress has been made on linking the women's delivery model to the Stronger Families agenda due to changes in probation personnel due to the current tendering process for future service delivery. Trafford is waiting for information from probation regarding the profile of women's offender in Trafford and the potential to set up a single mothers project.</p>
Expected Progress over next 12 months	<p>The expectation for 2014 is to continue to make progress on implementing the new delivery model within a changing criminal justice environment, and the need to make efficiency savings and improve outcomes for offenders.</p> <p>There is a need to make greater use of data and analysis to profile some groups of offenders, and inform future configuration and design of service delivery.</p>

Work and Skills

Background	<ul style="list-style-type: none"> • Greater Manchester needs a high performing infra-structure for skills and employment services which can support individuals in all local authorities. To meet this aspiration the performance of the 'supply-side' infra-structure needs to both improve performance and increase efficiency and intensive work is in progress in this area. • Our challenge is to deliver more outcomes with less resource, which means improved targeting and co-ordination to make the most difference for our economy and for our workless people. • Improving residents' skills and connecting them to jobs is at the core of the GM Strategy.
What does success look like	<ul style="list-style-type: none"> • Reduce numbers on the Employment Support Allowance (ESA) by reducing the inflow and increasing the outflow to jobs • Improve qualifications and work opportunities for young people, particularly those not in employment or training • Increase progression in the labour market for low skilled people, especially those who have repeated spells on Jobseekers Allowance (JSA).
Delivery and Implementation update	<p>A robust governance structure is in place to facilitate much of the Work and Skills agenda, with the Trafford Economic Employment and Skills group having oversight of all activities, and separate multi-agency steering groups to lead the work on Work Programme Leavers and the Business Innovation and Skills Single Parents pilot.</p> <p>There has also been strong internal support into the PSR work from the Finance and Performance monitoring teams in undertaking the cost benefit analysis and evaluation work.</p> <p>Good progress has been made on the overall delivery of the Partington Pledge pilot with the evaluation and cost benefit analysis work now completed</p> <p>Following further negotiations with the Department for Work and Pensions (DWP) about the future of New Choices, a three month extension to the project has been agreed up to the end of March 2014. This will allow for further monitoring data to be collected, and will also time to develop an alternative partnership offer for New Choices which is a project working with offenders and re-engaging them in the work place.</p> <p>Support to, and work with Work Programme Providers has been slow in development mainly due to the number of different sub-prime providers involved and their complex relationships; the</p>

	<p>existing contractual relationships with DWP; and the competition brought about by the recent Work Programme Leavers (WPL) tender process. However, the WPL project is now taking shape at a Greater Manchester and Trafford level and plans in Trafford are developing with the new service provider in order to enable the maximum number of people to achieve work through the new programme.</p>
<p>Expected Progress over next 12 months</p>	<p>The Partington Pledge is now in the implementation phase and the challenge will be in integrating it into the mainstream service at DWP. The pilot worked because DWP allocated a dedicated resource to caseload the 85 young people in Partington. There is no agreement to do this going forward, and additional resources will need to be secured to fund this work.</p> <p>Further work will be undertaken with Work Programme Providers so that we are working in partnership to support Trafford residents into employment. One example will be in developing the offer to New Choices clients so that several Work Programme Providers will be available in Partington to see their clients and offer support.</p> <p>In terms of the Work Programme Leavers pilot, partners will work closely with Big Life our service provider, to ensure that the service works effectively and that good sustainable job outcomes are achieved for Trafford residents.</p>

Stronger Families

<p>Background</p>	<p>The DfE identified that there are 360 families in Trafford, meeting the criteria for Troubled Families, known in Trafford as Stronger Families, who partners aimed to work with over the three years up to April 2015. In addition to the national indicators relating to work issues, poor education attendance and crime or anti-social behaviour, Stronger Families almost always have other, often long-standing, problems which can lead to an intergenerational cycle of disadvantage.</p> <p>Successful early intervention with these families provides a substantial opportunity to reduce dependency and potentially redirect resources to other areas. This requires a whole family approach and a model which delivers sustainable outcomes and prevents problems from repeating.</p> <p>In order to do this effectively a co-ordinated multi agency approach has been taken, and the Trafford Partnership is the lead strategic body to oversee the development and implementation of a new delivery model which aims to break the cycle of reliance, vulnerability and intergenerational high cost to the public purse.</p>
<p>What does success look like</p>	<p>A reduction in the total number of Stronger Families based on evidence that outcomes have been achieved with them linked to a payment by results model, plus softer intelligence about change</p> <p>Identification of 100% of the Stronger Families quota for years 1, 2, and 3 and a partnership commitment to working with those families in a new and integrated way.</p> <p>Completion of Family Assessments and Family Action Plans for 70% of the families identified within a given year, with the maximum number of families turned around in terms of outcomes as a result of the interventions offered, with evidence available of the impact on a cost benefit basis.</p>
<p>Delivery and Implementation update</p>	<p>In terms of payment by results, the previous 12 months have been a strong period both for turning around the lives of Trafford's Troubled Families but also in terms of income generation through the Governments rewards scheme. As of February 2014, Trafford has turned around the lives of over 50% of its 360 targeted families, leaving us joint second in AGMA and well on track to achieve our total of 360 by June 2015</p> <p>In terms of the development and implementation of the delivery model, the following are key highlights:</p>

	<ul style="list-style-type: none"> • The model has been fully implemented with clear referral pathways, whole family assessments, one case co-ordinator allocated per family and clear monitoring systems in place. • The introduction of an electronic case management system allows partners to access and contribute to a single case record for a family. • Clear monitoring systems are in place to report against local and national outcomes. • Evidence is now available of families engaging in support where they have previously refused to work with professionals.
Expected Progress Over Next 12 Months	<ul style="list-style-type: none"> • Plans to be in place for the roll out of Troubled families post 2015 with GM potentially being an early adopter for the new Families at risk/ complex dependency cohort which is described further below. • At least 75% of Trafford families turned around by May 2015. • To undertake a full evaluation of the Trafford and GM model to understand best practice. • To identify how the community can support local families and to work with them to evidence the impact of this support. • GM to evidence potential investment propositions with partners

Health and Social Care

Background	<p>The Trafford Health and Social Care economy is fully committed to whole system integration to deliver high quality, compassionate care, through person centred, cost effective and co-ordinated care and support – thereby improving all clients¹ experience and outcomes, and the effective use of resources across Trafford economy.</p> <p>Our aim is to build resilience and sustainability across our economy by ensuring a whole system approach to population management and the delivery of cost effective, person centred, co-ordinated care. Together we will reconfigure structures, systems and pathways and align this with cross sector culture change to deliver meaningful transformation.</p> <p>We see integration as the key mechanism to deliver high quality, compassionate care leading to improved health and well-being for Trafford residents:</p> <ul style="list-style-type: none"> • improving health and wellbeing being across the course of life rather than reacting to problems • investment in keeping people well and able to live independently • focusing on preventing and reducing illnesses such as cancers, cardiovascular disease and respiratory disease through improved awareness of citizens • Supporting people to successfully manage their long term condition • reducing inequalities in health and wellbeing between the most and least deprived neighbourhoods • a strategic shift towards early intervention and prevention • effective use of resources and reduction in duplication • Working together to manage increasing demand and cost diversion
What does success look like	<ul style="list-style-type: none"> • Partners /Governance- Health and Wellbeing Board, Integrated Care Redesign Board, includes CCG, Council, Community and Voluntary Sector, Citizens’ Reference Board and Healthwatch, Acute providers, Community Health provider, Mental Health, Carers,

¹ Throughout this document we are referring to patients and customers as ‘clients’ to ensure constancy across the whole of our integrated care plan.

	<p>Public Health.</p> <ul style="list-style-type: none"> • The People - whole population level, focus on intensive users of services through risk stratification programme and working upstream to reduce the numbers of people reaching crisis point in their care needs • New Service Model – based on locality partnerships and multiagency teams, creation of Trafford Health and Social Care Service (formal provider integration) and closely aligned commissioning function, personalisation, community resilience, shift to early help and prevention
<p>Delivery and Implementation update</p>	<ul style="list-style-type: none"> • Trafford has formally agreed a section 75 between Trafford Council and Pennine care (hosts of the community health provider services) due to go live on 1st April 14 . • Programme management has been identified and started on 3rd march • Programme board established including a local GP and CCG lead (first mtg end of march) • Joint provider management board has approved a 4 patch based approach which is coterminous with CCG and children’s services • Agreement on recruitment of a Head of service per patch has been reached and work on job descriptions is underway • Current HOS across Health and Social Care have been engaged through an introductory session and workshop agreed for April to develop the approach
<p>Expected Progress Over Next 12 Months</p>	<ul style="list-style-type: none"> • New structure to be implemented • New delivery models to be designed ,agreed and implemented • Fully operational locality based Health and Social care teams will be in place • Joint work with GPs and CCG to be further enhanced • To explore ICT solutions to enhance joint working • To see a shift in activity from secondary care to community care (supported by the better care fund)

Future of Public Service Reform

The ambition is for sustainable economic growth, where all residents contribute to and benefit from sustained prosperity, with a corresponding reduction in demand. Scaling up our work on public service reform alongside GM work on growth is how we will achieve this vision. This means supporting more residents to be independent and self-reliant, thus reducing high levels of cost and demand on public services across GM. Reform has to become a key mainstream element of how districts and partners will meet the financial challenges they face in 2015/16 and beyond. A revised model of public service reform for post 2015 is in development and may well be piloted during 2014-15 subject to agreement with government at a Greater Manchester level. The first major change involves a potential shift to a focus on complex dependency cohorts which would encompass some of the existing work streams and work to identify and agree these cohorts is now starting. The focus on work and skills will be a strong priority within this work. It is envisaged that this work will:

- Be scaled up to cover more families and individuals
 - Broader – additionally, for example, those leaving the Work Programme, offenders, those involved in organised crime, and those with complex needs within Health and Social Care
 - Deeper – for example, families at risk of becoming troubled, and those in low pay, no pay cycles
- Have a sharper focus on employability, low skills and worklessness
- Be designed in order to contribute to reducing budget pressures for LAs and partners, e.g. Looked After Children, Children In Need

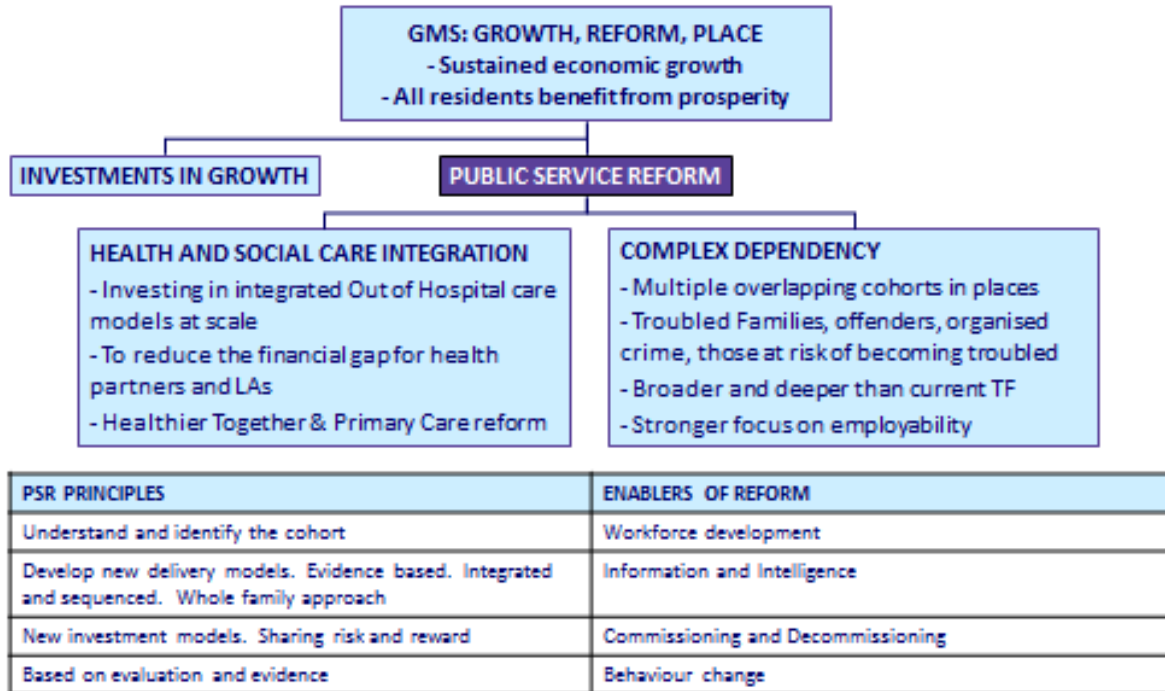
The second major focus is Health and Social Care integration which is already underway. Trialling work with the ‘at risk’ in GM could help generate the evidence that informs a possible deal with Government about a multi-departmental Payment by Results approach beyond the next election, bringing together current departmental payment by results schemes in one place. That would involve agreeing priority outcomes, budgets and payment incentives, and open up the potential for deals with DWP work benefits and other national budgets.

Governance in Trafford

In addition to a scaled up approach to Public Service Reform in Greater Manchester, within Trafford, Public Service Reform is central to the partnership work around future service need and provision, within collective available resources. Common themes are being considered across the work streams and the principles of PSR are being applied to all future service planning in order to create sustainability for the future. The work undertaken in Trafford around potential complex dependency cohorts is already being shared with partners. The PSR governance structure remains in place and involves a PSR steering group to bring together the work stream leads with the leads for the enabling work around workforce, data analysis and infrastructure. This group reports to the Corporate Management Team on a regular basis and to partners via the Trafford Partnership infrastructure. PSR also reports to the Council Executive.

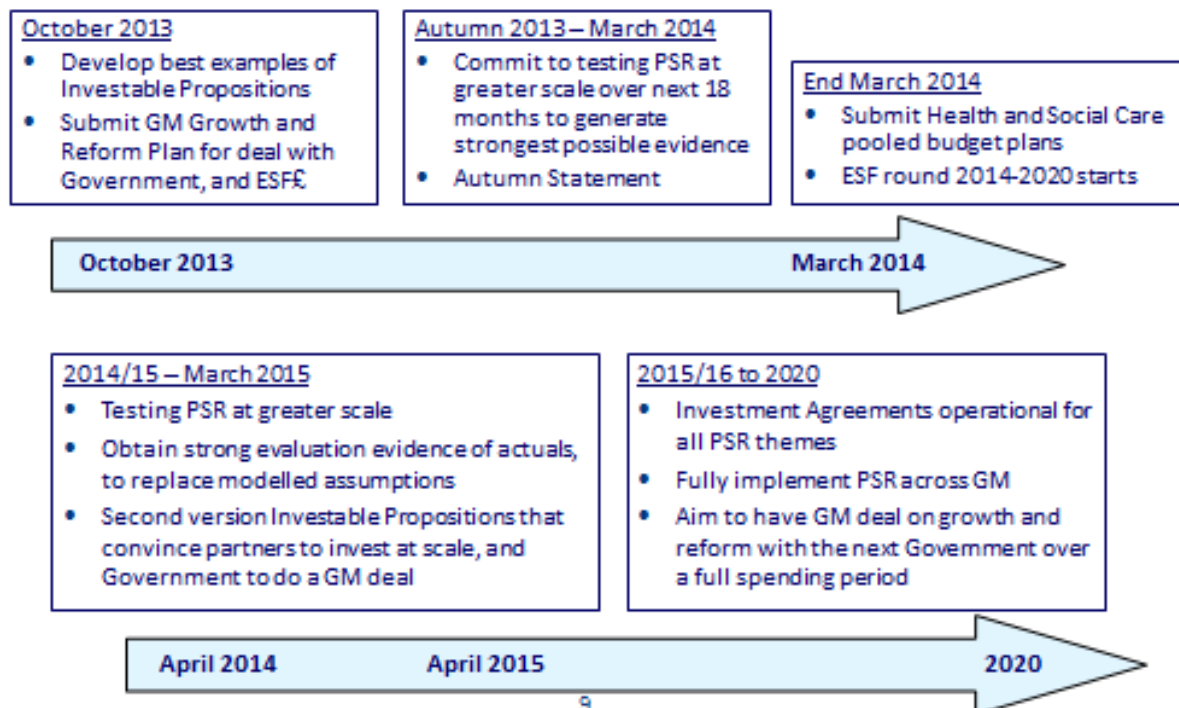
The diagram below is the latest PSR structure within Greater Manchester which reflects the overall vision for PSR and also the future direction of the work to which Trafford remains actively committed.

PSR: Reduce dependency, improve outcomes



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Reform timeline



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