



Subject: Place Based Working in Rochdale
Borough: Next Steps
Report to: Informal Cabinet

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**Cabinet Member: Councillor Neil Emmott,
portfolio holder for Housing and Environment**

Report of: Director of Neighbourhoods

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**Comments from Statutory
Officers:**

Monitoring Officer: Yes/No
Section 151 Officer: Yes/No

Key Decision:

1 Purpose of the report

1.1 This report provides details of the progress made by the “Place Based Working “integrated team since the Kirkholt Pilot. The report focuses on a second phase of place based working, which is part of a Greater Manchester Public Service Reform project. As part of the Greater Manchester Place workstream, all 10 local authority areas are expected to develop and deliver a place based “Early Adopter” site. This report sets out the options.

2 Recommendations

2.1 Informal Cabinet are asked to consider the options drawn up in this report and its background papers including:

2.2 The adoption of a “way of working”; an approach that is based on principles drawn from the research and recommendations of academics, leaders, members of the community and workforce. These recommendations are available in the background papers. Paper 1 summarises all the research, findings and recommendations, paper 2 is a case study that tells the story of the Kirkholt Pilot and provides a link to all the evaluations and reports and Paper 3 is a proposed work plan.

2.3 The location of an Early Adopter site in the neighbourhood of College Bank and Lower Falinge, which has been identified by combining and layering data about where demand for crisis services happens most. The background papers. Paper 4 is a “restricted” analysis of the Greater Manchester Police data, Paper 5 is a layered report about demand and need in the College Bank and Lower Falinge area and Paper 6 is an extract from an externally commissioned report about housing and welfare needs, identifying that area as a priority because of the imminent impact of welfare reforms.

2.4 The preparation of a “Local Implementation Plan” which will support an application for funding from the Greater Manchester Place budget to help us “scale up” this

way of working following our Early Adopter project.

- 2.5 Note that the Council's Chief Executive, Steve Rumbelow will be asked to present a paper outlining our approach and progress at the Greater Manchester Public Service Reform Board

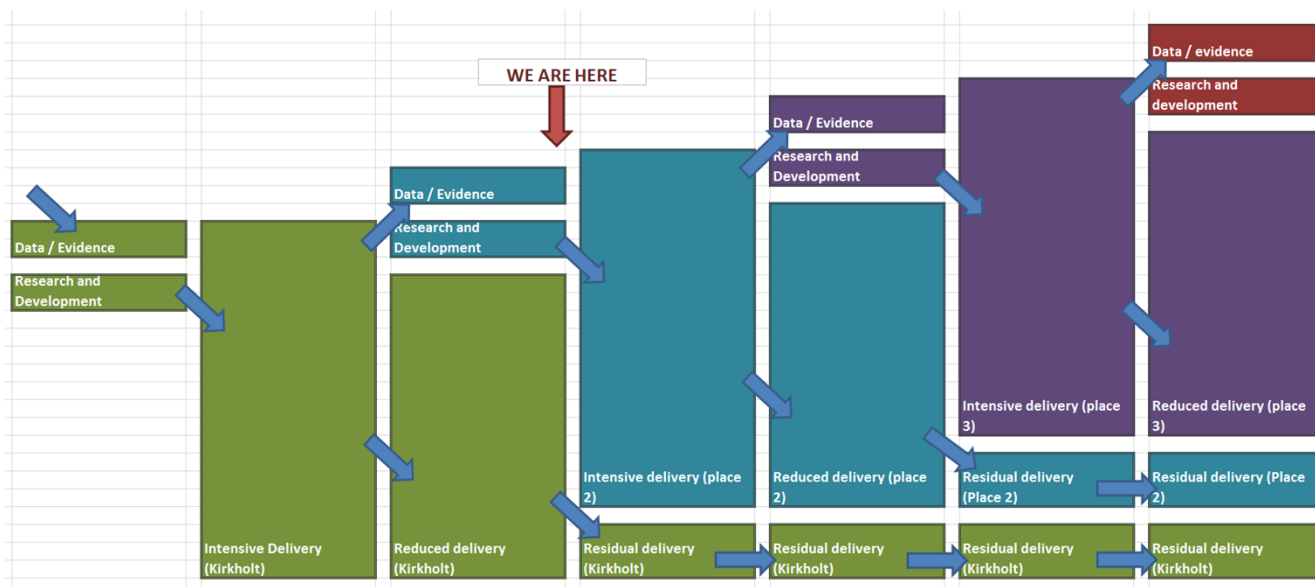
3 Background

- 3.1 The Public Service Reform, "Making a Difference in Kirkholt" pilot has shown us "what it takes" to make a difference. We found that, by working together to reduce the demand for crisis services, we reduced vulnerability and supported positive progress for those supported by the project. We started in Kirkholt with the top ten households generating demand for emergency services and worked with around 150 people using the resources that were already available, at no additional cost. The difference was that we sequenced the things that we did, coordinated what happened and placed the service users in control of that sequence. We used a "high challenge-high support" approach. Demand reduced (in one case by 95%), the service users' lives improved and their neighbours and friends experienced a reduction in incidents, difficulties and worries.
- 3.2 At the same time we provided opportunities and support to the whole neighbourhood, focusing on learning participation and employment needs. Service users, along with the wider community got jobs (around 23 additional jobs), improved their skills and their wellbeing improved as a result. We noticed that there was a potential positive health impact to this way of working (preventing early death in some cases that were at extreme crisis). When this potential was explored, there were clear premature mortality benefits too. More details about the outcomes of the Kirkholt Pilot can be found in Background Paper 2; a case study telling the story of the Kirkholt Pilot.

3.3 The diagram below describes the history of place based working and our progress to date:

Timeframe	Governance and Decision Making	Delivery	Evaluation
October 2014	Decision to pilot in Kirkholt (based on data) made by cabinet.		
December 2014	Setting up the Kirkholt Pilot Steering Group	Multi agency team established Priorities set, determined by need (top 10 households) Training delivered to front line workers	
	GM Place Executive established; Early Adopter sites in Wigan and Tameside commence	Multi agency team delivers; integrated team meets to case manage	Interim findings (Cost Benefit Analysis and Ethnography) show signs that the model is effective.
December 2015		Pilot concluded	Evaluations of pilot completed, recommendations are considered, along with opinion / direction from TLG, leadership teams, elected members and other stakeholders.
February 2016	Presentation of findings, seeking recommendations from TLG, RBC leadership and other stakeholders.		
April 2016	GM Place Exec consults with each local area team; designs roll out of "Early Adopters" across GM	Residual work continues in Kirkholt (much reduced resource)	Evaluations published on RBC website and DCLG publishes nationally
June 2016	Decisions / approval of phase 2 (Early Adopter) place working	Residual work continues in Kirkholt.	Baseline data gathered and analysed. There is a clear indication about the next steps. This is for two reasons: The data highlights demand is highest in the College Bank and Falinge area. There is some urgency about the needs of the demographics of that neighbourhood because Welfare Reforms are likely to hit this neighbourhood hardest.

- 3.4 The diagram below outlines the process of development and delivery, showing where we're currently up to:



- 3.5 The Greater Manchester Public Service Reform programme team for Place Based Working is developing a programme of “Early Adopters” across the city region. Meetings have been completed with teams from each of the ten boroughs to understand progress and identify the support needed in each area from the central team. When the programme team visited Rochdale, they were impressed with the findings from the Kirkholt Pilot and considered Rochdale to be at a relatively advanced stage in preparing for the Early Adopter programme. We would like to maintain this momentum and be ready to start in a new neighbourhood by November 2016.
- 3.6 The Greater Manchester programme team are going through the process of approval to release funding assigned from the Interim Mayor of Greater Manchester. This funding would include:
- Support for the way of working to be developed across the region (which would include the provision of training and support to each area)
 - Additional funding assigned to local areas to support them to “scale up” their work from the Early Adopter site. We will be able to apply for this funding dependent on the submission of a robust “Local Implementation Plan” which we are already working on, but which we won’t be able to submit until the Early Adopter project is well underway and demonstrating outcomes. The Local Implementation Plan will show how the work can be spread across the neighbourhoods where it’s needed and also how the work will link to other new ways of working such as locality plans, hubs and other local reform activity.

Alternatives considered

- 3.7 A lot of evaluation and partner involvement has gone into this work so far. We were able to draw on external funding to help us robustly and impartially evaluate the project and the approach. This helped us to understand what works when integrating services in a place. We discussed these findings with leaders from across the borough and Greater Manchester, along with the community and workforce involved in the project. Put simply, the indication is:

Do more of this work by:

- Rolling this approach out
- Keep looking at Kirkholt. This is to find out, now we've been able to reduce the intensity of work, whether the change lasts; whether the demand increases again (and if it does, whether that's from the same or new sources)
- Link with and inform wider workstreams, such as locality working and early help

4 Financial Implications

4.1 The Cost Benefit Analysis from the phase 1 pilot in Kirkholt found a "cashable" return on investment of £3.68. Clearly, things are not that simple. The indication is that for every £1 of existing resources put into this way of working, there's a £3.68 return over 3 years. However, please note the following:

- Not all the investment is from any one organisation (it's a combination of some RBC service areas, Greater Manchester Police, Rochdale Boroughwide Housing and some health related services such as drug and alcohol and Big Life Living Well team)
- Of course, the returns don't fall neatly with the investors, so you may not feel that this is a fair payoff (though it's undoubtedly good for the people helped)
- The Department for Work and Pensions is a big winner and, under the current (as yet not devolved) arrangements, that saving is not realised locally.
- Greater Manchester Police's slice of the returns (reduced call outs and demand): The reduction in demand from the families worked with has freed up capacity and allowed GMP to focus on the wider community more effectively.
- The same applies to RBH. They win (reduced evictions and arrears; enforcements and anti-social behaviour) but they contribute too.
- Rochdale Council's skills and work team contribute but the payoff is largely to the DWP. This is the lot in life of the Skills and Work team as everything they do benefits the DWP.
- Rochdale Council's Children's services have been a big winner in this particular pilot, mainly through attributed prevention of care proceedings and not placing children in care.
- A full (and properly analysed & validated) version of these findings can be found through the Case study (Paper 2)

4.2 The costs / resource demands of an early adopter site would include:

- The existing resources already deployed for people living in the area (this would mean relying on the good will and flexibility of leaders, managers and workforce to agree a way of working that will benefit all partners).
- Additional programme management to coordinate and sequence those resources
- Further evaluation. This would cover two things:
 - continuing to monitor the outcomes of the Kirkholt pilot, to see if the positive outcomes last
 - understanding the impact of the early adopter site
- Training
- Coordination

4.3 These additional costs can be met through the Transformation Challenge Award grant (£100k) which has already been transferred to the Council's Economic Affairs

Team for the purposes of resourcing an early adopter site for place based working. This is external funding which, if not spent for this purpose, will have to be returned to the Greater Manchester Transformation Challenge pot.

4.4 Following the early adopter programme, further funding can then be sought from the Greater Manchester Place fund, which will be dependent on the submission of a good Local Implementation Plan.

4.5 It is anticipated that the cashable benefits would be at least £3.68 for every £1 deployed in this programme and that, by linking more explicitly with Inclusive Growth, skills and employment, that more and extended cashable benefits to the public services of Rochdale borough could be realised.

5 Legal Implications

5.1 None identified

6 Personnel Implications

6.1 Potential restructure and repurpose of elements of the Council's Economic Affairs Skills and Employment Team.

6.2 Establishment of a programme manager (fixed term contract)

7 Corporate Priorities

7.1 The "People" priority: "We will safeguard and protect our vulnerable people and support people of all ages to be healthier, confident and resilient, in control and to successfully manage their lives. We will enable communities to thrive and develop" is built in to this way of working. It's about finding unidentified need before it becomes crisis and helping people by challenging and supporting them to take control of their lives. This does increase demand for services, but this demand is for on the services that are there for everyone and it prevents costly, reactive, crisis service demand.

7.2 The "Place" priority: "We will create safe, resilient, flourishing and high quality places where people choose to live, work and invest." This work is about understanding the needs of a neighbourhood and supporting the assets from that area to be used to their best effect.

7.3 The "Prosperity" priority: "We will encourage business growth and enterprise, creating the conditions for more good quality jobs... More jobs and local people employed in the borough." One of the major strengths of the Kirkholt pilot was the emphasis on skills and work as a route out of complex needs and difficulties. We would propose to retain this emphasis and add to the impact of employment and skills support by incorporating an extra emphasis on inclusive growth.

8. Risk Assessment Implications

8.1 Reputational risk if Rochdale fails to deliver its element of a Greater Manchester Project.

9. Equalities Impacts

9.1 Workforce Equality Impacts Assessment

There are no (*significant*) workforce equality issues arising from this report.

9.2 Equality/Community Impact Assessments

There are no (*significant*) equality/community issues arising from this report.

Background Papers	
Document	Place of Inspection
Paper 1: Summary of findings and recommendations from Kirkholt Pilot	<i>Uploaded with this report</i>
Paper 2: Case study of the Kirkholt Pilot	<i>Uploaded with this report</i>
Paper 3: Proposed work plan	<i>Uploaded with this report</i>
Paper 4: GMP data analysis (College Bank and Lower Falinge)	<i>Uploaded with this report</i>
Paper 5: LG inform data for College Bank and Lower Falinge	<i>Uploaded with this report</i>
Paper 6: Extract from independent housing report	<i>Uploaded with this report</i>