

# Decision Pathway – Report



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 23 January 2024

<b>TITLE</b>	<b>Changing Futures – Bristol Multiple Disadvantage Strategy and Changing Futures programme contract extension</b>		
<b>Ward(s)</b>	All wards		
<b>Author:</b> Helen Pitches	<b>Job title:</b> Transformation and commissioning manager		
<b>Cabinet lead:</b> Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	<b>Executive Director lead:</b> Hugh Evans, Executive Director Adults and Communities		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> Cabinet			
<p><b>Purpose of Report</b> To provide an update on the Changing Futures programme including the development of the Bristol Multiple Disadvantage Strategy and seek approval to spend additional grant funding to extend the contract with the lead delivery partner.</p>			
<p><b>Evidence Base</b></p> <p><b>Changing Futures programme overview</b></p> <ol style="list-style-type: none"> <li>1. In April 2021 Bristol was successful in its bid to the Department of Levelling Up, Housing and Communities to deliver the Changing Futures programme. Changing Futures is a government funded programme, dedicated to improving local services for adults and young people who face multiple disadvantages. In July 2021 Cabinet approved the delivery plans to spend the Changing Futures grant in line with the aims and objectives of the programme in Bristol. A compliant procurement process was completed and a contract awarded to 2<sup>nd</sup> Step ( a local Mental Health charity) as the lead provider to deliver the programme. The contract was awarded from October 2021 to March 2024 with a total value of £2,983,121. The contract makes provision for extensions in the event that the programme is extended.</li> <li>2. In Bristol we have worked with people with lived experience and other local stakeholders to develop our own Changing Futures vision where `People with multiple disadvantages are valued and empowered. They inspire and are inspired to have a life beyond services` To realise this vision we have acknowledged that the system was not designed to support people facing multiple disadvantages and that this must change.</li> <li>3. Using the resources of the Changing Futures programme we are working as a city-wide multi agency partnership to bringing together organisations from the health, social care, voluntary and community, criminal justice, local government, employment, and housing sectors. Together this partnership is testing new ways of work in partnership whilst recording and sharing the learning generated.</li> <li>4. We look at all our work through three different lenses:</li> </ol>			

- a) Lived experience of multiple disadvantage
  - b) Trauma-informed practice
  - c) Equality, diversity and inclusion
5. Our aim is to create sustainable change at individual, service and system levels and influence government policy and local commissioning. We have identified four outcomes for the programme.
- a) Embed the My Team Around Me model across Bristol as a way of supporting people facing multiple disadvantages.
  - b) Embed shared safety planning and considered risk-taking in approaches that support people facing multiple disadvantages.
  - c) Integrate commissioning processes and support earlier intervention.
  - d) Create the conditions for lasting cultural, and system change for people to live a life beyond services.

### **Changing Futures Programme update**

#### ***Co-production***

6. The Independent Futures team brings together people with lived experience who contribute to a number of the workstreams that deliver the Changing Futures programme. They have
- a) worked with system partners (criminal justice, substance misuse, and health and social care) delivering workshops on co-production.
  - b) developed guidance on working with peers who have lived experience.
  - c) considering a co-production strategy for the Council and system partners.

#### ***My Team Around Me (MTAM)***

7. People who have experienced multiple disadvantages are at the heart of the programme. The team are currently working with 16 people who have experienced Domestic Violence and Abuse, 13 young people from Black African and Black Caribbean backgrounds who have experience of the criminal justice system, and 20 people who have experienced long term homelessness and challenges to their mental health. Using the My Team Around Me (MTAM) model brings together all the people that are supporting the person (this could be from housing, health, criminal justice or employment support or the like depending on their support needs) and puts the person at the centre of their support planning and decision making. 49 out of the 60 people now have a full or partial My Team Around Me supporting them. We have
- a) supported team members to work in a more psychologically informed way, including a trauma informed approach.
  - b) delivered training and made resources easily available online, taking a strengths based/MTAM approach.
  - c) facilitated reflective practice for all team members.
  - d) developed a review tool so that the MTAM approach is evaluated and so we understand better what approaches really works for people.
  - e) moved from the pilot phase into implementation of the approach with a view to it being part of our mainstream way of working with people before the end of the Changing Futures programme.

#### ***Shared safety planning***

8. This has been a core goal of the My Team Around Me approach. A shared safety planning tool was created through co-production with agencies involved in support to people experiencing multiple disadvantages and as part of My Team Around Me. Individual organisations working with people experiencing multiple disadvantages continue to complete their own risk assessment and safety planning, and the shared safety planning work complements this.

9. Issues around information sharing have been fully considered by organisations and people with lived experience whilst keeping the person at the centre of the safety planning process. The programme has adopted a test and learn approach and the use and impacts of shared safety planning will be evaluated.

#### ***Integrate commissioning and support earlier intervention***

10. The Local Authority and Changing Futures programme lead have created a Multiple Disadvantage Transformation Board to embed and strengthen the approach to people experiencing multiple disadvantages. The Board is chaired by the Director of Public Health and draws together representatives from organisations who are responsible for support for people affected by homelessness, mental health, physical health, domestic violence and abuse to consider where these issues intersect and direct the city's response accordingly. The Board will:
- a) Complete multiple disadvantage needs analysis to better understand the scale of the issue in Bristol and to inform strategy and commissioning plans.
  - b) Apply a multiple disadvantage lens to current commissioning activity including homelessness, social care and substance misuse commissioning plans.
  - c) Identify and align scarce resources to support partners to provide more effective and inclusive support for people facing multiple disadvantages across equalities groups.
  - d) Inform local and national policy and take an active role in embedding learning and good practice in this area.

#### ***Cultural and system change***

11. Changing Futures Bristol is taking a systematic approach to recording and sharing the learning from the programme, looking to drive cultural and system change.
- a) My Team Around Me model – learning to date is feeding into the review of local mental health services Care Programme Approach (CPA).
  - b) Six system change opportunities have been identified - further analysis and action planning for change underway.
  - c) Commissioners from NHS, social care and criminal justice backgrounds are part of Relational Commissioning training delivered by Collaborate. Commissioners are committed to work together to progress this approach from theory into action.
  - d) Learning from the programme about Trauma Informed principles and approaches is feeding into commissioning practice. Learning will inform the homelessness, substance misuse and adult social care commissioning frameworks.
  - e) Cross sector working groups addressing identified system issues e.g.
    - Restorative approaches pilot – to work in a trauma informed way to increase stability in housing and support for people with multiple disadvantage.
    - Bristol Rough Sleeping Partnership - Women's subgroup – working with Nelson Trust, One25, BCC homelessness commissioning and Changing Futures to ensure women have access to the right services and support in Bristol. A current focus of the group is around Women's prison pathways by mapping provision for women through the phases of prison release e.g., pre-release, day of release, long term.

#### ***Changing Futures Programme extension***

12. In May 2023 Bristol made a successful bid for additional resources from the Department of Levelling Up, Homes and Communities (DLUHC) to extend the Bristol Changing Futures programme for a further year - from April 2024 to March 2025. Bristol was awarded by DLUHC an additional £800,816 (DLUHC £400,816 and the National Lottery Community foundation £400,000).
13. This decision pathway paper is seeking permission to extend the existing contract (this is permitted in the terms of the current contract) for a further year with Second Step as the lead delivery partner from April '24 to March '25 to a value of £800,816 to continue to embed the Changing Futures learning; to create sustainable change in the way that people and organisations can prevent people experiencing multiple disadvantages and to support people who do experience multiple disadvantage in a more trauma informed and effective way.

## **Bristol's Multiple Disadvantage Strategy**

14. To create and support a foundation for sustainable change, Bristol stakeholders have developed a Multiple Disadvantage Strategy. The development of the strategy has been overseen by Bristol's Multiple Disadvantage Transformation Board and the Changing Futures Programme Board.
15. The strategy uses an evidence-based needs assessment drawn from local and national data sources. The diverse voices and experiences of people with lived experience have also informed the needs assessment alongside contributions and feedback from a range of stakeholder organisations and partnerships.
16. The definition of multiple disadvantage is people who are experiencing three or more combinations of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse, as defined in the Changing Futures programme<sup>i</sup>. DLUHC also recognise that 'many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks'<sup>ii</sup>.
17. The strategy estimates the numbers of people experiencing multiple disadvantages in Bristol, and recommends a new approach:
  - a) For the estimated 200 people experiencing the most severe needs, the offer of a new support model, My Team Around Me.
  - b) For the estimated number experiencing at least three multiple disadvantage factors, services will work more effectively by being trauma-informed, more coordinated, and inclusive.
  - c) For the estimated number experiencing two multiple disadvantage factors, where it is known there is the risk of their needs escalating, services will intervene more quickly to prevent this.
  - d) Drive commissioning approaches, leading to a new commissioning plan for utilising scarce resources and budgets more effectively.
  - e) Ensure there is a co-owned strategic commitment to addressing multiple disadvantages by transforming the way services work together, improving citizens' life chances and outcomes.
18. The strategy has been discussed at and supported by Bristol's Health and Wellbeing Board. With BCC Cabinet approval the aim is to have collective ownership of the Multiple Disadvantage Strategy as a 'city strategy', and individual ownership by the relevant boards and agencies. In support of this, the Health and Wellbeing Board will own the strategy at a corporate level, on behalf of those organisations with a role and contribution for taking it forward.
19. The next stage in delivering the strategy will be the development of a collaborative delivery plan, with a target of January 2024. The Multiple Disadvantage Transformation Board will oversee the delivery plan. People with lived experience of multiple disadvantages will continue to be centrally involved in the development and implementation of this plan.

### **Cabinet Member / Officer Recommendations:**

That Cabinet:

1. Approves the Bristol Multiple Disadvantage Strategy at Appendix A and notes that the Multiple Disadvantage Commissioning Board (reporting to the Health and Wellbeing Board) will have oversight of the strategy.
2. Authorises the Executive Director: Adults and Communities in consultation with the Cabinet member for Social Care and Integrated Care System to take all steps required to extend the Second Step contract up to the value of £800,816 to March 2025 for the implementation of the extended Changing Futures programme.

### **Corporate Strategy alignment:**

1. This work cuts across several strands of the One City Plan, and in particular links to Health and Wellbeing and Homes and Communities in addressing inequalities and multiple disadvantages. The work is strategically aligned to the building blocks of the corporate strategy – specifically around Development and Delivery in

partnership with others in the city and through pro-active and intentional improvement of equality and inclusion - by designing it into the programme.

**City Benefits:**

1. Embed service and system improvements for people experiencing three or more multiple disadvantages, including a new approach for those with the highest levels of acuity, to transform the support they receive, reduce inequalities, and improve people’s lives.
2. Intervene earlier at all stages of the life course, taking a trauma-informed approach, to reduce the incidence, duration and impact of multiple disadvantage.

**Consultation Details:** The Multiple Disadvantage Strategy has been co-produced by people with lived experience of multiple disadvantage. It has been discussed and approved by partners through the Changing Futures programme board, the Multiple Disadvantage programme board and the Health and Wellbeing Board. It has been presented to the Cabinet Member for Social care at a Cabinet Member briefing session.

**Background Documents:**

1. [Changing Futures - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
2. Previous key decision - Changing Futures MHCLG Bid Submission [ModernGov - bristol.gov.uk](http://ModernGov-bristol.gov.uk)

<b>Revenue Cost</b>	<b>£800,816</b>	<b>Source of Revenue Funding</b>	Changing Futures Programme
<b>Capital Cost</b>	<b>£</b>	<b>Source of Capital Funding</b>	
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** This report seeks approval to extend the Changing Futures contract with Second Step until March 2025 at a cost of £800,816. The report notes the receipt of additional grant funding of £800,816 awarded to Bristol City Council as follows which will fund the Changing Futures contract:

DLHUC	£400,816
National Lottery Community fund	£400,000

Expenditure will need to comply with the grant conditions of both funding bodies. The report also seeks approval of a Multiple Disadvantage Strategy. There are no direct financial implications at this stage and any future spend proposals linked to the strategy, would need to be brought through normal council decision pathways to progress further.

**Finance Business Partner:** Denise Hunt, Finance Business Partner, 13 December 2023

**2. Legal Advice:** The additional funding affords the opportunity to extend the programme, and the existing agreement with Second Step anticipated this and provided for extension in such event, albeit subject to Second Step agreement.

**Legal Team Leader:** Eric Andrews, Legal Services, 15 January 2024

**3. Implications on IT:** I can see no implications on IT in regard to this activity.

**IT Team Leader:** Alex Simpson, Lead Enterprise Architect, 14 November 2023

**4. HR Advice:** There are no significant HR issues arising from this report for Bristol City Council employees.

**HR Partner:** Lorna Laing – HR Business Partner, Adults & Communities, Children's & Education, 1 November 2023

<b>EDM Sign-off</b>	Hugh Evans, Executive Director Adults and Communities	22 November 2023
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<b>Cabinet Member sign-off</b>	Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	11 December 2023
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	20 December 2023

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>No</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>
<b>Appendix L – Procurement</b>	<b>NO</b>