

**Wirral Council**  
**Public Service Transformation**

**Draft Business Plan**  
**April 2014**

**DRAFT**

## An Introduction to Wirral

Wirral is a unique place, home to a growing population of 319,800 people, including 190,000 people of working age and over 8,000 businesses providing employment for 105,800 people.

The Wirral peninsula extends to 60 square miles, with 25 miles of coastline. It is an area of outstanding natural beauty, packed full of spectacular scenery, with a rich mixture of culture and heritage. Strategically located between the economic centres of Liverpool and Chester, Wirral benefits from an infrastructure that presents significant opportunities for development.

Wirral has mostly excellent housing, schools, and a high quality environment; however there are unacceptable levels of inequality which exist within the borough, particularly in relation to life expectancies. There is a strong contrast between the East and West of the borough.

Wirral's neighbourhoods range from some of the most deprived in the country (around St James Church in Bidston) to one of the most affluent, or least deprived, in South West Heswall less than six miles away. 21 areas in Wirral fall into the highest 3% in England in terms of levels of child poverty<sup>1</sup>, with a total of 58 areas in the highest 20%. This results in serious quality of life issues and health inequalities, including a completely unacceptable difference in life expectancy of 9.7 years for females and 14.6 years for males depending on where a person lives in Wirral.

## Vision

Wirral Council's vision for the future is that:

**'Wirral is a place where the vulnerable are safe and protected, where employers want to invest and local businesses thrive, and where good health and an excellent quality of life is within reach of everyone who lives here.'**

The Wirral Vision can be expressed in three principles.

- i) Local Solutions, Local Decisions
- ii) Promoting Independence
- iii) Driving Growth & Aspiration

We pledge to support this vision and serve our residents, by further improving our organisation and becoming the outstanding Council that the people of Wirral deserve.

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<sup>1</sup> Index of Multiple Deprivation (IMD) 2010 (<http://data.gov.uk/dataset/index-of-multiple-deprivation>)

## **The regional context**

Wirral is punching its weight at a regional and national level, by taking part in and providing leadership on major developments that ensure Wirral's interests are reflected alongside those of our partners, and which put us in a stronger position to access funding and influence policy.

Wirral is an important founder member of the Liverpool City Region Combined Authority, which will enable participating local authorities to draw down national funding and play a competitive role nationally and internationally.

Wirral's economy today has a total value of around £3.4 billion per year, and is home to many international businesses. Our tourism economy is worth £310 million with visitor numbers continually rising and outperforming the regional trend. We are at the forefront of developing a globally-significant International Golf Resort in the borough, as well as the Wirral Waters development and the International Trade Centre.

There is a strong track record for securing opportunities for investment in key growth sectors such as the offshore wind energy industry, low carbon economy, advanced engineering, technology and manufacturing services, and in particular the automotive supply chain.

Wirral's rate of Jobseeker's Allowance claimants is the lowest in the Liverpool City Region, with a fall of 1,582 claimants since January 2013.

We will help to drive continued economic growth in Wirral's economy, prioritising job creation and skills by capitalising on our unique strengths, particularly in green technologies. We will inspire our young people to grasp these opportunities, helping to reduce poverty and securing a healthier economic future for all.

## **Wirral's Transformation Agenda**

The projects which make up the work of the Public Service Transformation Network also form part of Wirral's overarching transformation agenda.

### **Future Council**

Wirral Council has embarked on an ambitious programme of transformation which is designed to identify the £45m savings that the Council is required to find over the next two years.

January 2014 saw the Council move forward plans to implement 'Future Council', a complete remodelling of the authority, informed by a systematic re-evaluation of all services and departments. Every department and service is being evaluated and a robust business case will determine how each service will be delivered in the future.

In late 2013 Ernst Young (EY) were appointed to advise on how the Council should be shaped in the future. They provided a set of 'design principles' to restructure and remodel every team across the Council.

Delivery of the Future Council project will run until autumn 2014, giving members and other stakeholders the opportunity to scrutinise, influence and shape the proposals and the resulting new Council model at every step of the process, until their final refinement and recommendation to Cabinet and Council.

### **Neighbourhood Working**

Wirral is committed to a new structure of working locally, established in July 2013 to ensure that every community, group and resident has the opportunity to influence Council resources in their neighbourhoods, across the four constituencies of Wirral.

The approach will empower our elected members as community leaders to fully utilise the devolved powers and responsibilities given to Constituency Committees to maximise public resources in their areas, and increase community resilience within neighbourhoods to encourage greater independence.

The Wirral Public Service Board (WPSB) has been established to act as the strategic driver for transformation across public sector services. The Board is working on a number of common principles and cross-cutting issues, for including the mapping and sharing of data, identifying the joint cost of providing services that are delivered across Wirral, prevention and early intervention, and ensuring residents can actively shape and influence new service design and delivery.

The service reviews carried out as part of Future Council require Wirral Council managers to assess how their service areas currently work in relation to the Council's Neighbourhood Working priorities, and to consider options for future local service delivery, with the objective of fully integrating service delivery with local priorities.

### **Vision 2018**

Vision 2018 is a new health and social care strategy which supports the transformation and integration of hospital and community-based services in Wirral over the next 5 years. The aim is to deliver integrated services, 7-days-a-week, based on the needs of patients.

**Integrated Care** will encourage health and social care professionals to work together to help people to plan their own care and take more responsibility for looking after their health. The vision is that people will have one key contact who co-ordinates their GP, hospital, community and social care.

**Primary Care** will see health services in communities expanded to offer care 7 days a week, with more services available at GP practices and closer to home, to reduce hospital admissions and improve choice.

**Hospital Care** will focus on offering health and care services in the community, through consultant-led teams, reducing the number of visits to hospital and shortening stays, with a quicker response to urgent care needs in the community.

Public Services Transformation is one strand within a number of wider transformational activities for Wirral. Wirral's Public Service Board is providing the overarching direction for Public Sector Transformation activity, with a number of work streams developed to deliver on three key themes:

- increasing neighbourhood resilience
- driving economic growth
- addressing health inequalities

## Objectives

Wirral's Public Service Transformation objectives<sup>2</sup> are:

- By 2017 we will have re-designed and integrated our social care services to address our growing population, which will increase by 10,000 people by 2035;
- By 2017 we will be on our way to re-balance our spending on acute health services which currently cost £100 million per year and prevention / early intervention services which cost £3 million per year;
- By 2017 we will have reduced the attainment gap between children eligible for free school meals and those who are not eligible across all key stages
- Reduce youth unemployment and particularly the number of NEETs by better coordinating activities between Job Centre+, Wirral Metropolitan College, the Private Sector and the Council. Public Sector partners such as the Fire and Rescue Service will also play an active role in the engagement and raising of aspirations for this cohort;
- Better coordinate health support for both individuals and businesses to assist in securing employment and enabling employers to retain valuable employees when they fall ill;
- Reduce child poverty by taking a whole agency and whole family approach to those families who find themselves in poverty while prioritising the importance of employment as the best route out of poverty;

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<sup>2</sup> From 'Joint Statement of Intent: October 2013'

- By 2017 we will have improved lifestyle behaviours among Wirral residents to address current health inequalities;
- By 2017 more residents will recycle more waste, and we will have reduced the incidents of fly-tipping, dog-fouling, anti-social behaviour and graffiti;
- Devolve the first place based services to Constituency Committees by April 2014;
- Review, and where appropriate further devolve all other by 2015.

## **How the objectives will be delivered**

The objectives will be delivered via four work streams:

- Driving Economic Growth: Addressing Health Related Worklessness
- Increasing Neighbourhood Resilience
- Wirral Food Plan
- Sharing Data and Cost Benefit Analysis

Each work stream will be assessed for desired results and short, medium and longer term impacts. Current position statements are being developed for each objective, with pilot scoping exercises planned and objectives linked to collection of relevant data, cost evaluations and potential service re-design.

Proposed responses for 2014/15 have been developed, linked to ongoing transformation projects like Future Council, Vision 2018 and Neighbourhood Working.

## **Building a financial case**

Wirral's approach is based on agreeing shared investments and expenditure among public sector partners, and collectivising resources to deliver sustainable, effective, targeted services for our communities.

Pilot projects are being developed with the objective of encouraging behaviour change and scoping current known levels of investment from the authority and its partners. An Asset Based Community Development approach has been established to harness community assets and set the scene for benchmarking against other areas.

Our aim is to transform the role of Wirral's public sector to achieve targeted health and wellbeing benefits that fully utilise local assets and manage demand for public services.

## Governance, Stakeholders and Resources

The Public Service Board will provide the key interface for the Public Sector Transformation Network, facilitated by Emma Degg, Wirral's Head of Neighbourhoods and Engagement, as the project lead for the Council. The project co-ordinator, Jacqui Cross, will work with the project lead to ensure that sufficient resources in kind are allocated to support Network activity and share learning.

Wirral has a well-established partnership working structure through its Public Service Board. The Board membership comprises:

- Graham Burgess *on behalf of* Wirral Council
- Dr Phil Jennings *on behalf of* NHS Wirral Clinical Commissioning Group
- Chief Supt John Martin *on behalf of* Merseyside Police
- Paul Murphy *on behalf of* Merseyside Fire and Rescue Service
- Sheena Cumiskey *on behalf of* Cheshire and Wirral Partnership NHS Foundation Trust
- David Allison *on behalf of* Wirral University NHS Hospital Trust
- Sue Riley *on behalf of* Department for Work and Pensions / Jobcentre Plus
- Sue Higginson *on behalf of* Wirral Metropolitan College
- Simon Gilby *on behalf of* Wirral Community NHS Trust
- Brian Simpson *on behalf of* Magenta Living (formerly Wirral Partnership Homes) and Wirral's Strategic Housing Partnership
- Moira Dumma *on behalf of* NHS Cheshire, Warrington and Wirral PCT Cluster
- Fiona Johnstone *on behalf of* Wirral Council Public Health

Each Work Stream has an appointed Lead and Sponsor, with Wirral Public Service Board providing strategic steer alongside relevant partners including:

- Wirral Health and Wellbeing Board
- Local Public Service Boards
- Intelligence Teams
- Local Voluntary and Community Sector
- Residents and communities
- Cabinet Office's Behavioural Insights Team
- Behaviour Change Steering Group
- Wirral Investment Strategy Team
- Wirral Clinical Commissioning Group
- Public Health
- NHS England
- Wirral Economic Development and Skills Partnership
- Constituency Committees
- Neighbourhoods Programme Manager

## Communications Strategy

- Wirral Public Service Board – for key public sector partners;
- Local Public Service Boards – a workshop was held during August 2013 for public sector partners' operational management to identify opportunities and potential barriers with this new way of neighbourhood working. The key issues were fed back to the Wirral Public Service Board;
- Constituency Committees – for elected members and community representatives;
- Residents and Communities – we are currently developing for communication strategies for each of the constituency areas including utilising existing local communication platforms, developing new platforms where gaps exist, and also incorporating social media initiatives. The Council's new Neighbourhood Engagement Officers are also developing comprehensive community engagement programmes for each constituency area.

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## Work Stream One

### Driving Economic Growth: Addressing Health Related Worklessness

Work Stream Sponsor  
Work Stream Lead

Kevin Adderley  
Corporate Lead: Rose Boylan  
Investment Strategy Team: Helen Carney and Beverley Staniford

### Aims and Objectives

***The aim of the project is clear: To reduce health related worklessness in the parliamentary constituency of Birkenhead***

To achieve this the Health Related Worklessness project will:

- Understand the scale and of health related worklessness and the cost to the public sector within the parliamentary constituency of Birkenhead;
- Consider the support that is already available to address health related worklessness;
- Hear first-hand the issues faced by residents who are workless as a result of their health;
- Understand from employers if there any preconceptions or barriers to employing people with a history of health related worklessness, as well as gaining positive messages;
- Gain robust evidence to identify gaps in delivery, inform local commissioning and set a precedent for future investment;
- Review, develop and test new models embedding a more integrated and joined up approach between health and employment support partners.

Key objectives will include:

- 10% reduction in the number of ESA/IB claimants in the Birkenhead Parliamentary Constituency by April 2017.
- Headline Estimated Fiscal Saving of £8,632 per ESA/IB claimant
- Cost benefit analysis of wider social and economic impact

### Case for Change

Despite significant success in reducing health related worklessness in the borough at a rate that is ***more than double the national average***, Wirral still has high levels of worklessness, with rates that exceed the regional and national average. Within the borough there are also persistent spatial concentrations of worklessness, with a significant majority of these relating to residents that have a health condition.

Partners in Wirral continue to acknowledge that worklessness has a scarring effect on individuals and communities, with deprivation and inequality also

limiting the life chances of future generations. Therefore within the context of Welfare Reform, recent discussion has focused on developing a pilot initiative to work together and develop new approaches to address the high level of health related worklessness that has persisted for too many local people, for far too long. A single agency cannot achieve this independently. The public sector must therefore work together and raise its game in order to change the lives of our residents who are furthest from the labour market and revitalise our most deprived communities into working neighbourhoods.

Within Wirral persistent spatial concentrations of worklessness exist. **Figure 1** highlights that the parliamentary constituency of Birkenhead has 12,700 residents claiming key out of work benefits, equating to 23.6% of the working age population.

7,700 constituency residents are claiming the health related benefits of ESA and IB; notably these account for 41% of the Wirral total and strongly support the rationale to conduct a place based pilot in this area. 1 in every 7 working age residents claim health related workless benefits in the area compared to the national rate of 1 in 17.

**Figure 1: Parliamentary Constituency Worklessness Data**

Benefit Type	Birkenhead	Wallasey	Wirral South	Wirral West
Job seekers	2,970 (5.5%)	2,230 (4.0%)	850 (2.0%)	910 (2.3%)
ESA and incapacity benefits	7,700 (14.3%)	5,880 (10.2%)	2,620 (6.3%)	2,560 (6.4%)
Lone parents	1,660 (3.1%)	1,190 (2.2%)	370 (0.9%)	360 (0.9%)
Others on income related benefits	370 (0.7%)	310 (0.6%)	120 (0.3%)	150 (0.4%)
<b>Total out-of-work benefits</b>	<b>12,700 (23.6%)</b>	<b>9,580 (17.4%)</b>	<b>3,950 (9.5%)</b>	<b>3,980 (9.9%)</b>

Within the constituency there are also significant concentrations of health related worklessness which further demonstrate the striking deprivation and inequality that exists at neighbourhood level (**Figure 2**).

**Figure 2: Birkenhead Parliamentary Constituency Data by Ward (ESA/IB)**

Ward	ESA/IB Number	ESA/IB Rate
Bidston & St James	1,920	17.3%
Birkenhead	1,860	19.3%
Claughton	895	11.8%
Oxton	845	7.9%
Prenton	680	7.8%
Rockferry	1,495	16.2%

DWP, Working-age Client Group for small areas, August 2013

## Proposed New Delivery Models

The Health Related Worklessness project will:

- i. Deliver an experiential review with ESA/IB claimants and businesses.
- ii. Deliver a business process review with partner organisations and stakeholders.
- iii. Re-examine old and pilot new models embedding a more integrated and joined up approach between health and employment support partners.

**A detailed analysis of the business case and delivery model for the 'Health Related Worklessness' work stream is provided as Appendix 2 to this document.**

## Changes Required

The pilot project will inform future service design, rather than representing a re-designed service provision in itself.

However we can also make some informed assumptions based on previous work in this field and from our Youth Unemployment Task Force experience about the types of interventions that could successfully support people and businesses reduce health related worklessness and the system changes that could support the process. Therefore, the project will also scope potential interventions and 'Government/Organisational Asks' ahead of implementation stage such as:

- Personalised Mentor Support ;
- Financial Incentives for Business;
- Work Experience and Volunteering;
- DWP: Permitted Work/Impact of a Reclaim to Benefit;
- Health: Use of Employment Outcomes;
- Public Sector Contracts: Targeted Employment Outcomes via Procurement.

## Financial Case

Locally we have the 'hearts and minds' of partners in Wirral who accept the requirement to reduce health related worklessness in Birkenhead against the numbers that continue to prevail. However to progress we need to understand the costs to the public sector and the benefits that can be realised by reducing health related worklessness.

**Figure 3** demonstrates a high level analysis based on guidance provided by the Public Service Transformation Network through *New Economy: Supporting Public Service Transformation: Cost Benefit Analysis Guidance for Local Partnerships*.

Reduced Benefits Claimants: Employment Support Allowance or Incapacity Benefit: the monetisation value per individual securing and sustaining employment is:

- Reduced Benefit Payments: £7,500
- Improved Health Savings NHS: £1,132
- **Total Estimated Fiscal cost per Individual £8,632**

The headline total **estimated** fiscal cost of 7,700 ESA/IB claimants in the parliamentary constituency of Birkenhead is £66,466,400 per annum.

**Health Related Worklessness Target: A 10% reduction in the number of ESA/IB claimants in the Birkenhead Parliamentary Constituency by April 2017.**

Partners acknowledge that this target is highly ambitious. Not accounting for any on-flows this would require a target reduction of 770 ESA/IB recipients over a 3 year period; this requires the same level of reduction that the area has achieved over the past 13 years. This reduction would provide an estimated fiscal benefit of £6,646,640.

**Figure 3: High Level Financial Analysis: Birkenhead Parliamentary Constituency**

	Outcome	Unit Cost Associated with Outcome	Volume (no. of claimants)	Total Cost (unit Cost x Volume)
Business as Usual	10% Reduction in ESA/IB Claimants	£8,632	7,700	£66,466,400
New Delivery Model		£8,632	6,930	£59,819,760
Difference		£8,632	770	£6,646,640
Estimated Fiscal Benefit				£6,646,640

Source: Local workings based on 'New Economy: Supporting Public Service Transformation: Cost Benefit Analysis Guidance for Local Partnerships'.

It is important to note that the vast majority of estimated fiscal savings are likely to provide savings to central government agencies, namely DWP. Throughout the project we will continue to develop a robust full cost benefit analysis model using the New Economy methodology. This is likely to include additional areas such:

- Establishing deadweight: What would happen anyway?
- Economic and social benefits of employment income
- More detailed unit costs associated to specific target groups: Mental health
- Exploring 'Asks' from central government in relation to re-investment for benefit savings in new delivery models

## Implementation Plan

The project is sponsored by Kevin Adderley, Strategic Director for Regeneration and Environment at Wirral Council.

The day to day running and facilitation for the project will be led by Wirral Council who also facilitated the Youth Unemployment Task Force on behalf of the wider Liverpool City Region. This function will be supported by a multi-agency core development group.

The project will report to Wirral's Public Service Board via the multi-agency Wirral Economic Development and Skills partnership.

**Key milestones are listed below.**

**Figure 4: Key Milestones for the Health Related Worklessness Project**

Action	Timescale
<b>Establish a multi-agency core development group with representatives from:</b> Birkenhead Parliamentary Constituency Group, Public Health, NHS Trust, DWP, Housing, Voluntary and Community Sector, Business Support	<b>April 2014</b>
<b>Establish Champions</b> Portfolio Holder, DWP, Clinical Health lead (CCG)	<b>April 2014</b>
<b>Conduct experiential review with ESA/IB claimants and businesses</b> <ul style="list-style-type: none"> <li>• ESA/IB claimant survey questionnaire</li> <li>• Business survey questionnaire</li> <li>• Task Force Meetings</li> <li>• 1:1 interviews</li> <li>• Question Time style event</li> </ul>	<b>April to August 2014</b>  April to May 2014 April to May 2014 April to August 2014 April to August 2014 July/August 2014
<b>Conduct business process review with partner organisations and stakeholders</b> <ul style="list-style-type: none"> <li>• As Is process               <ul style="list-style-type: none"> <li>○ Desk based research</li> <li>○ Policy review</li> <li>○ Stakeholder call for evidence</li> <li>○ Analysis of performance targets</li> <li>○ Process Workshop</li> <li>○ Cost Benefit Analysis</li> </ul> </li> <li>• To Be Process               <ul style="list-style-type: none"> <li>○ Review evidence</li> <li>○ Gap Analysis (claimants, employers, partner agencies)</li> <li>○ Workshop with partner agencies</li> <li>○ Develop 'Asks'</li> <li>○ Cost Benefit Analysis</li> </ul> </li> </ul>	<b>April to August 2014</b>  April to June 2014         July to August 2014
<b>Examine test model pilots</b>	<b>April to September 2014</b>
<b>Produce report and recommendations</b>	<b>September 2014</b>
<b>Develop Implementation Plan</b>	<b>October to November 2014</b>
<b>Pilot a more integrated and joined up approach between health and employment support partners.</b>	<b>December 2014 to April 2017</b>

## **Resources Required**

The level of resource needed to drive the level of transformation we aim for cannot be underestimated. Further detail is set out within the attached Business and Delivery Plan set out in Appendix 2.

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## **Work Stream Two**

### **Increasing Neighbourhood Resilience**

Work Stream Sponsor  
Work Stream Lead

Emma Degg  
Jacqui Cross

### **Aims and Objectives**

A key driver for Wirral's transformational programme of work is the need to develop resilience within the borough's communities, and encourage behaviour change alongside public sector partners.

This project will inspire communities to come together to find the right solutions to address local need. To do this we will identify new and innovative ways of ensuring our residents have access to services, advice and guidance that they need and provide them with the tools and knowledge to enable them to make the choices that are right for them and their families, whilst reducing demand for public services.

We will pilot a variety of ways of developing and implementing behavioural change interventions, and evaluate those interventions for developing a longer term public sector strategy.

The 3 to 5 year impact of the work stream will include:

- Behaviour change among partners, residents, service users and customers
- Major service review and redesign
- Reduced duplication and waste among services
- Increased joint commissioning, shared services and budgets
- Reduced demand for public services

The longer-term measures of success include:

- Improvements to health inequalities and quality of life
- Increased social action and personal responsibility within communities
- Communities know where and how to access information and resources

Activities will proceed in line with Wirral's significant transformation programme Future Council and with the Vision 2018 health and social care strategy.

### **Case for Change**

By 2016, grant funding from Government to Wirral Council will have been reduced by over 50%.

This reduction will result in a requirement to manage and reduce demand for services provided by Wirral Council and its public sector partners, although major resources will still be invested.

National research into the effectiveness of behaviour change in determining public policy, and if improvements are sustainable in the long-term, is still in its early days. This makes it necessary for public services to have the flexibility to experiment with a variety of interventions.

## **Proposed New Delivery Models**

New delivery models will be designed following various pilots that will be evaluated in terms of effectiveness, cost reductions, and sustainable change. A Behaviour Change Steering Group will be established as part of the Wirral Public Service Board programme.

## **Changes Required**

Changes required include:

- Jointly identifying the priorities for behaviour change interventions
- Intelligence sharing
- A Behaviour Change Steering Group to be established
- An Asset Based Community Development approach to support implementation of interventions

## **Financial Case**

By 2016, grant funding from Government to Wirral Council will have been reduced by over 50%.

This reduction will result in a requirement to manage and reduce demand for services provided by Wirral Council and its public sector partners, although major resources will still be invested.

## **Key issues to be addressed**

- Establish the role of the public sector in persuading residents / communities to change their behaviours and lifestyles
- Identify if pilot interventions are to be focussed on encouraging change (nudge), incentivising change (hug), restricting choice (shove), or eliminating choice (smack)
- National research into the effectiveness of behaviour change in determining public policy, and if improvements are sustainable in the long-term, is still in its early days. Therefore, we would like the flexibility to experiment with a variety of pilot interventions



## Implementation Plan

This work stream will run alongside the Future Council / Wirral transformational projects, with key milestones including:

- Behaviour change steering group to be established, as part of the Wirral Public Service Board programme, to identify intervention priorities (where current costs need to reduce). We will also invite research observers and academics to input into the work of this group to contribute to national research (June 2014)
- Project development and implementation planning (timetable activities in line with Future Council / Wirral programme) by Council's Neighbourhoods Programme Manager (June-July 2014)
- Local needs assessment via JSNA , intelligence teams and other local data to identify behaviour change priorities by public sector intelligence teams (July-August 2014)
- Complete frontline staff and residents' focus groups to identify the problems that behaviour change interventions will resolve (July-August 2014)
- Behaviour change steering group to make recommendations to the Wirral Public Service Board regarding selection of behaviour change pilots (September 2014)
- Behaviour change steering group to develop 4-6 behaviour change pilot interventions for residents / communities / workforces based upon the target group, where they are located and the behaviour which is to be changed, e.g. provide information, enable choice, guide choice through changing the default, guide choice through incentives, guide choice through disincentives, restrict choice or eliminate choice (September-October 2014)
- Implement pilot interventions. An asset based community development approach will be utilised to harness community assets and voluntary effort to support implementation of interventions (November 2014 – March 2015).
- Evaluation of pilot interventions with regard to impact of interventions and potential cost effectiveness projections. This information will also feed into national research and be completed by the behaviour change steering group(April-May 2015)

### **PUBLIC SERVICE TRANSFORMATION SUPPORT REQUIRED**

- Behaviour change methodology design
- Academic observer (s)

## **Work Stream Three Wirral Food Plan**

Work Stream Sponsor  
Work Stream Lead

Fiona Johnstone  
Julie Webster

### **Aims and Objectives**

The Wirral Food Plan aims to transform local food culture and attitudes to eating in order to improve the health and wellbeing of the local population whilst enabling economic growth and prosperity.

We will do this by:

- employing innovative approaches to mobilise change and collaborative and community leadership;
- utilising local assets, infrastructure and policy.

The 3 to 5 year impact of the work stream will include:

- Residents eating a healthier and more sustainable diet
- A strong, local coalition of leaders to tackle complex public health issues
- Enhanced community leadership with localised solutions to food issues
- Reduction in the number of residents using Food Banks
- Reduction in food waste

The longer-term measures of success include:

- Enhanced local food economy, generating prosperity, innovation, employment opportunities and increased tourism
- A sustainable food environment
- Increased social action and personal responsibility within communities
- Behaviour change across the local population
- Increasing numbers of people of healthy weight
- Reduction in dietary related disease e.g. CVD and cancer
- Reduction in food and spatial inequalities
- Reduction in spend on weight management services

### **Case for Change**

Food inequalities are emerging as a significant problem in the UK. In Wirral, the local food bank has supported 12,000 residents since April last year. Just over one in three of these recipients are children, providing real evidence of the levels of food poverty locally. The single biggest reason that people were referred to the food bank in 2011/12 was a delay in receiving benefits (29%), followed by low income (19%).

Research also suggests that 5% of people on a low income report skipping meals for a whole day. The cost of basic food has leapt by 35 per cent in the past five years; a period in which many incomes have risen only marginally or not at all. Lowest income households are the hardest hit by food price fluctuation. Studies also show that amongst low income groups price is the greatest motivating factor in food choice.

The average earnings for someone in the Wirral are £502.30 per week. Recent data from ONS indicates that weekly expenditure on food and non-alcohol beverages in the North West is £50.80 (based on a 2.4 people household) which is lower than the average national spend of £53.50 and is second only to the North East in terms of lowest weekly expenditure nationally. North West families spend less on fresh produce such as fruit and vegetables and spend more on cakes, buns and biscuits when compared to other wealthier regions. In the North West just 1.4% of weekly food expenditure is on fruit and vegetables.

The Wirral has 273 fast food outlets that equates to 85 per 100,000 residents. A recent survey in Liverpool found that 40% of people ate in fast food outlets one or two times per week. 6.3% of adults in Wirral have diabetes which is significantly worse than the English average, with 73% of adults in Wirral consuming less than their five fruit and vegetables per day. 8% of 4-5 year olds in the borough are obese, this figure increases to 19% in 10-11 year olds and 23.1% in adults.

The underlying aim of the workstream is to transform the local food culture and attitudes to eating whilst enabling economic growth and prosperity in order to improve the health and wellbeing of the local population. The proposed approach aims to facilitate collaborative leadership, utilising local assets, infrastructure and policy as a means to influence health and wellbeing rather than a reliance on treatment services e.g. weight management services. Local partners acknowledge that this approach will require a local coalition for action, with collaborative leadership across organisational and community boundaries.

This presents an opportunity to realise the benefits of public health integrated into local government utilising policy levers and community relationships to address wicked issues. Crucially this will provide insight into how to operate in the new world and act as an exemplar for future models of local government leadership on public health issues.

## **Proposed New Delivery Models**

**Confronting reality:** The project is being built from an ethnographic approach. We have trained and supported a stakeholder group to conduct and facilitate community and ethnographic research, with a view to:

- Bringing a fresh perspective to some of the challenges we already know people face accessing fresh and healthy food, and to explore opportunities with local people to overcome these challenges;

- Uncovering opportunities to solve those challenges by juxtaposing perspectives coming from different parts of the wider food system;
- Producing insightful stories based on the lives of real people.

We have commissioned two focused pieces of work to enhance our understanding of the key issues and stimulate strategic thinking:

- A horizon scan of national and international best practice in tackling this issue, providing a synthesis of the defining features;
- A data mapping exercise to build our understanding of the availability of data pertaining to food in the Wirral; trends and forecast, links and connections;
- We are mapping the various leadership structures in the public and private sector (official and unofficial) in order to target buy in and develop ongoing relationships;
- We are developing a sharing and learning function to document progress;
- Learn from other areas utilising the systems leadership network.

**Awaken Possibility:** We are communicating the ethnographic research and findings from the horizon scanning and data mapping work in order to build a coalition to take action on food issues. We are identifying champions from elected members, officers, voluntary, and community and private sector organisations to develop a multi-agency group to lead the food plan.

We plan to progress this work via workshops and attendance at partnership meetings e.g. Health and Wellbeing Board, Public Sector Board.

**Establish Living Vision:** We are planning a stakeholder workshop on the 10<sup>th</sup> April 2014 to bring together players from across the food system in Wirral. We will facilitate this stakeholder group to explore further issues revealed through the ethnographic and data research with a view to developing a collaboratively designed vision and set of priorities for further action.

The action plan will be presented and discussed at key strategic meetings in the borough to ensure ownership.

**Define Emergent Strategy:** The various stakeholder events will serve to build the guiding coalition for a whole system strategic project as well as informing the burgeoning constituency plans and Wirral Council's own priorities for 2014 onwards.

**Communication plan** Following the workshop and development of the action plan a communications plan will be developed to ensure that there is wide spread recognition of this work and to identify a role for all in developing a health and vibrant food culture in Wirral. The aim of the plan would be to ensure that all sectors of the community recognized that they have a role to play and encourage them to take individual and organizational action.

We want to explore the concept of dispersed leadership. The communications plan will utilise social media and more traditional communication methods.

Some of the emerging trends from the research undertaken to date and which will be debated on the 10<sup>th</sup> to develop our action plan include:

- Lifestyle transitions
- Value systems and priorities
- Supporting local food entrepreneurs
- Impact of and barriers to volunteering
- Alternative models to food banks
- Food Literacy- bridging the gap between producers and consumers
- The role of the public sector
- Power imbalances within the food market
- Celebration of identity/pride
- Impact & relevance of community projects

This programme is being developed as part of the National Systems Leadership – Local Vision programme a ground-breaking collaboration between Public Health England, National Skills Academy for Social Care, NHS Leadership Academy, Virtual Staff College, Local Government Association, the Leadership Centre and local public services.

## **Changes Required**

The Wirral Health and Wellbeing Board endorsed an ambitious proposal to develop a Food Plan for Wirral focusing on addressing 'upstream' causes rather than issue led responses and treatment services.

We are using a systems leadership approach to this issue as solutions are not in the gift of individual organisations. The topic we have chosen is food, specifically; how do we transform local food culture and attitudes to eating in order to improve the health and wellbeing of the local population whilst enabling economic growth and prosperity?

We are therefore aiming to:

- develop a solution to a local 'wicked' / intractable issue through leadership development;
- ensure that the leadership learning is left in place to allow it to be used for other issues;
- inspire our local communities to take greater control of their own health and wellbeing and to find solutions to address local need;
- use innovative ways of engaging with local people to support them to engage with the public sector to develop solutions that work for them;
- look across the projects in the national programme to draw lessons and learn about leadership behaviours and development across place that will help resolve future wicked issue.

To achieve the desired aims and objectives, a number of changes will be required:

- Lead, rather than direct the programme, utilising organic programme management rather than traditional change management methods
- Change mobilised through social movement and action
- Utilise innovative ways of engaging communities and understanding complex public health issues
- Enhanced community leadership
- Utilisation of potential policy levers to enable behaviour change

## **Financial Case**

Wirral Council will initiate and commission the insight, community mapping and 'Open Space' events, co-ordinating activities with the public, social and private sector. The Constituency Teams are engaged on this issue, and VCAW Wirral is providing support to develop an understanding of community assets.

A £20,000 Public Health budget has been provided, along with additional resources secured via the national Systems Leadership Programme including 1 day a week support from an 'enabler'. Support has also been secured from The King's Fund and the Commissioning Academy and participation agreed in a national network of other Systems Leadership Programmes localities.

An application has been submitted to the national Public Health Practice Evaluation Scheme to facilitate evaluation and transferable learning.

## **Implementation Plan**

- Insight into the local food issues acquired from innovative research with communities and a map of local community food assets (by end of March 2014)
- A Community Conference 'Open Space' event to develop a shared understanding of issues, identify and develop localised solutions and energise community action (scheduled for 10<sup>th</sup> April 2014)
- 4 Constituency 'Open Space' events to develop local food plans for inclusion in the constituency plans
- Develop a guiding coalition of partners to tackle the issue

## **Work Stream Four**

### **Sharing Expenditure Data Between Public Sector Partners in Wirral**

Work Stream Sponsor  
Work Stream Lead

Emma Degg  
Dawn Tolcher

#### **Aims and Objectives**

The project will ensure that public sector partners can share data on investments and expenditure as part of wider plans for transformational service change in Wirral.

A pilot scoping exercise will be completed in 2014/15 on services for under 5 year olds (including pre-birth services), mapping investment and expenditure across Wirral's four constituencies.

The 3 to 5 year impact of the work stream will include:

- A more cost efficient approach to targeting public sector resources and assets
- Agreed shared investments and expenditure among public sector partners
- Collective resources are focussed on delivering the most sustainable, effective, targeted services for our communities

The longer-term measures of success include:

- Outcomes-based, joint commissioning of services
- Shared services, budgets, data, intelligence
- Reduced duplication of investment
- Remodelled public sector, as part of the Future Council / Wirral programme

#### **Case for Change**

Wirral's Vision 2018 programme of transformational change involves the remodelling and integration of health and social care services. The aim is to deliver integrated services, 7-days-a-week, based on the needs of patients.

A common language among public sector partners regarding expenditure data does not currently exist – not all public sector partners collate expenditure data on the constituency footprint, and there are gaps in public services' overall understanding of the number of public sector contacts being made with service users.

The pilot project will ascertain the current known levels of investment from partners, as well as the current performance against desired impacts.

## **Proposed New Delivery Models**

This will be developed following the pilot activity.

## **Issues To Be Addressed**

- Shared outcomes and priorities need to be agreed between public sector partners, and a common language regarding expenditure data needs to be created, based on the constituency footprint.
- Evaluation of cost effectiveness of current services.
- Data analysis for constituencies. Need to ascertain the number of public sector contacts with 0-5 year olds (are we working effectively and efficiently?)
- Service redesign (as appropriate), e.g. breast feeding support, antenatal support, maternity services, acute services, community nursing, education services, primary care services.
- Development of unit costs that we can benchmark with other areas. Need to be clear when collating / analysing proportionate data (people vs place calculations)
- Forecasted improvements in outcomes for 0-5 year olds
- Ongoing evaluation of impact

## **Financial Case**

- Wirral's public sector priorities for investment regarding early intervention and prevention services
- The 'Wirral Pound' to be spent in the most effective and efficient way possible

## **Implementation Plan**

- Establish project team (Council's Children & Young People's Department, Council's Birkenhead Constituency Manager, Council's Intelligence Team, Public Health, Clinical Commissioning Group, NHS England to define the scope of the project and set clear objectives (May 2014)
- Project team to map the current situation (existing services and funding sources), map current systems and processes, map customer journeys and satisfaction levels, assess needs of customers and service providers, identify any unmet needs (June – July 2014)
- Project team to evaluate of cost effectiveness of services via a workshop and shared spreadsheet of information(August 2014)
- Project team to forecast improvements in outcomes and efficiencies and establish the scale of benefits (September 2014)
- Project team to present service redesign proposal to the Wirral Public Service Board(January 2015)
- New service infrastructure to be established (April 2015)



- Project team to ensure ongoing evaluation of impact of change, i.e. provide support, monitor benefits, provide feedback and sustain benefits (from April 2015)

#### **PUBLIC SERVICE TRANSFORMATION SUPPORT REQUIRED**

- **Cost benefit analysis model design**

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