



Leicestershire County Council and Barnardo's

Children's Innovation Partnership

Phase One Evaluation Report

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Summary and key messages

This report sets out the learning from the first year of the Children's Innovation Partnership (CIP) between Leicestershire County Council (LCC) and Barnardo's. The aim is to inform subsequent phases of development and disseminate learning from innovation within the partner organisations and amongst wider stakeholders in the sector.

Background

Set against a national backdrop of increasing austerity and constrained budgets for all local authorities driving the need for efficiencies, a number of initiatives within LCC Children and Families Services (CFS) had been developed under the Council's Transformation Programme, aimed at improving outcomes for children and young people whilst reducing demand on services and costs.

A Care Placement Strategy Board was established in January 2018 which, after extensive consultation with public sector leads and academics produced a Care Placement Strategy to achieve system change in the way that services for children, from edge of care to leaving care, were designed, commissioned and delivered. This involved: commissioning a Partner to support in co-designing, co-investing and co-delivering services; identifying opportunities to redesign services drawing on expert co-design teams to produce new delivery models; and developing a new relational commissioning model in collaboration with providers.

The challenge was to develop a contractual model that complied with procurement regulations whilst providing the flexibility to respond to changing needs and to opportunities. A two tier model was conceived, comprising a collaboration agreement as a framework for governance and the design process, alongside the provision of options for the co-delivery or delivery of services by the partner or other providers.

Barnardo's was awarded the Children's Innovation Partnership contract in December 2018 up to a ten year term, reviewed on an annual basis. The key objectives of the CIP were:

- To co-design LAC services by sharing expertise and knowledge in the delivery of innovative solutions, contributing to transformational change through new and shared service delivery models
- To co-deliver services that focus on outcomes and value for money
- To co-invest in providing additional resources to review and develop new ways of working
- To develop the system leadership and collaboration between different organisations necessary to drive innovative systems change.

The Evaluation

The University of Bedfordshire was commissioned as the CIPs Evaluation Partner in March 2019 to work with all parties to the CIP, in order to learn from the development of the partnership and implementation of the programme, and inform future development and delivery.

As the CIP did not expect to deliver improved outcomes for children in the first development year, the evaluation did not adopt the traditional baseline and follow up measures of an impact evaluation. Instead, it used a theory driven approach to identify the key drivers and mechanisms for achieving innovation of this kind, capturing the progress achieved alongside outputs and early

outcomes from the first year, and also to co-create learning about how the partnership was developing. Mixed methods were used to explore the perceptions of key stakeholders of the CIP with regard to the context of the innovation, the ways in which the CIP aimed to change the status quo, the challenges and opportunities afforded by the partnership and its anticipated benefits over the longer term.

Findings

The Children's Innovation Partnership between LCC and Barnardo's was prompted by strong drivers in the external environment – both compelling change in the commissioning of services for children, and providing the confidence to do so. These were responded to with a clearly articulated vision and case for change in Leicestershire, driven by strong leadership and accompanied by political support from local Members. Having a clear structure for governance guaranteed appropriate scrutiny and accountability and made the innovation highly visible to the system.

The creative use of the new freedoms within the 2015 Public Contracts Regulations regarding market consultation and the development of bespoke solutions resulted in the design of a two tier contractual framework to procure a design partner with provider potential. This innovation saw the development of a new relationship with the market based on consultation and collaboration, breaking out from the constraints of transactional commissioning models.

In addition to establishing the partnership, development in the first year benefitted from Barnardo's experience and expertise in bid development, and income generation was possible by opening up new funding opportunities for both partners through the development of joint funding applications. These generated just under £1,965 million of new funding for projects with children and families.

A co-design team led by Barnardo's produced the first Service Design Brief # 1: Residential and the business case approved by Cabinet. The new service will include an Assessment and Resource Team (ART) to support the most vulnerable young people; a Hub resource including three highly supported assessment beds and three additional multi-functional properties providing double-occupancy accommodation with support for young people. Case and financial modelling suggest potential costs avoidance of £359,000 in one year.

The capability and willingness of Barnardo's to make a considerable upfront investment into the partnership was key to its success and led to increased resources and efficiency. Its expertise and broad service base combined with its size and agility in being able to deploy staff and manage resources was key to this and might put similar innovation partnerships beyond the reach of smaller, more niche organisations.

Strong leadership was characterised by the willingness and ability to divest authority down through multi-layers of organisation through which decision making can occur and resources be utilised. This required people who were prepared to lead and be accountable at all levels.

The dedicated structure of the CIP and having clearly defined resources and roles within it, combined with the authority to act, proved important in communicating commitment to the partnership from both parties but also internally within the respective organisations. This was key in providing clear permission to innovate.

Equally important as structure was having the right social climate for innovation – one that welcomed change and challenge and could tolerate risk for a period of time. Stakeholders described that where this was in place, strong organisational networks provided opportunities for co-production and strengths based approaches to problem solving.

Stakeholders from both organisation saw the CIP as providing a framework for change for children, and commissioning for shared values was a key driver throughout the innovation partnership process. The norms and culture of the respective partners provided the backdrop for a shared value base and client focus and this was apparent in both language and attitudes, providing the impetus to find joint solutions.

An embedded model whereby the Barnardo's senior lead was physically located within the CIP team was highly effective in increasing Barnardo's presence and visibility through developing relationships, communication networks and influence. Being 'in the right place at the right time' provided opportunities for 'change conversations' to happen; generating new ideas, finding solutions; and supporting trust and purpose aligned collaboration.

An honest relationship between partners meant being open to difficult conversations and to challenge, and required trust and sensitivity around the sharing of information. Both parties' achievement of this enabled the local authority to draw on the national expertise of Barnardo's in the role of critical friend and symbolised the sense of a learning partnership rather than a traditional commissioner – provider relationship

Next steps

If the innovation is to embed successfully, the vision and strategy must continue to be clearly articulated and communicated in order for the relative advantage of the partnership to be seen and for close monitoring and evaluation to demonstrate its benefits.

Evidence from participants in the evaluation suggested that the CIP developments and achievements needed to be more clearly communicated within the council to other functions not directly involved which might also use the learning and expect to observe system changes as a consequence of the innovation programme in the longer term.

This is also the case for the wider programme stakeholders from all sectors that collectively make up the system or service landscape which the CIP is seeking to impact, including health, education, police, targeted services and voluntary sector organisations. These stakeholders include the communities and children that the system serves. It will therefore be important to ensure a clear communication strategy to reach those who will inevitably be impacted by the innovation programme and seek their engagement in a shared vision for communities and children in Leicestershire.

A challenge as the innovation diffuses is to find ways for the human behaviours that have driven innovation in the first year to be modelled both bilaterally and through multi-layers of organisation. This is so that individuals buy into the vision and understand their role and the value and contribution they bring. This will involve leaders at all levels who take individual responsibility and can secure staff alignment through co-ordinated strategies for engagement and active participation.

As the new Service Design #1: Residential is operationalised, it will be increasingly important to put in place a range of monitoring activities to evaluate changes to the system including impact on children's outcomes and their experiences of new services.

The theory of change design will accommodate evaluation through subsequent and progressive phases of the CIP programme. This provides a vehicle for designing a comprehensive monitoring and evaluation framework for capturing progress against detailed KPIs and measuring high level impact with respect to outcomes for children over the lifetime of the CIP. Theory of change may also be used more dynamically to capture and illustrate system level change.

Section One: Introduction

This report sets out the findings from the evaluation of the first year of the Leicestershire County Council (LCC) and Barnardo's Children's Innovation Partnership (CIP). Its aim is to present learning from the partnership to date, in order to inform subsequent phases of development and disseminate learning from innovation within the partner organisations and amongst wider stakeholders in the sector.

1.1 The Leicestershire Context

Leicestershire County Council (LCC) serves a mix of urban, suburban and rural communities providing services across environment and transport, public health, communities, adults, and children and families. In March 2018, the local population of Leicestershire was 698,268, with 117,742 children under the age of 15 representing 16.9 percent of the population.¹ The number of looked after children (LAC) to whom the local authority acts as corporate parent (under Children Acts 1989 and 2004) represented some 40.5 per 10,000 population. Although lower than the statistical neighbour average of 51, this was set to rise, so that by 2022 it was estimated that the figure would be more in line with national trends.² It was anticipated that the corresponding costs of caring for LAC would rise by 14.7 million by 2022.

This was set against a national backdrop of increasing austerity and constrained budgets for all local authorities, driving the need for efficiencies. Over the last decade, core funding for local authorities to deliver in-house services has been cut by nearly £16 billion and by 2025, local services face a £7.8 billion funding gap (E3M, 2020). LCC planned for substantial savings in the medium term with £66 million to be realised across the council by 2020/21 including £4.3 million of savings to be made from children's social care.

Of Leicestershire's looked after children (LAC) population, 11.7 per cent were in expensive, external residential placements and representing a significant proportion of placement spend (see footnote 2). At the end of 2017/18 the cost of residential placements was £9.7m. The local context is reflective of national issues surrounding inadequate market supply of good quality and value-for-money placements for children with multiple and complex needs.

1.2 Background to the Children's Innovation Partnership

A number of initiatives within Children and Families Services (CFS) had been developed under the Council's Transformation Programme, aimed at improving outcomes for children and young people whilst reducing demand on services and costs. These included changes in fostering and recruitment, and the introduction of the MISTLE (Multi Agency Intensive Family Support Leicestershire) Programme, providing therapeutic support to children and young people in order to stabilise and de-escalate packages of care.

¹ Leicestershire Joint Strategic Needs Assessment 2018-2021 Demography Report - January 2020. Strategic Business Intelligence Team, Leicestershire County Council.

² Children's Innovation Partnership – Report of the Director of Children and Family Services. Part A. Cabinet – 6th July, 2018, Agenda Item 7.

A Care Placement Strategy Board (CPSB) was established in January 2018, in order to govern and control project activities and scope and evaluate opportunities for savings with the ultimate aim of improving local provision whilst delivering the LCC savings targets. This was chaired by the Director of CFS and included internal representatives from Finance and Transformation. A significant element of the work of the Board was the development of a Care Placement Strategy to manage the LAC system more effectively and this had included developments such as MISTLE and Family Group Conferencing.

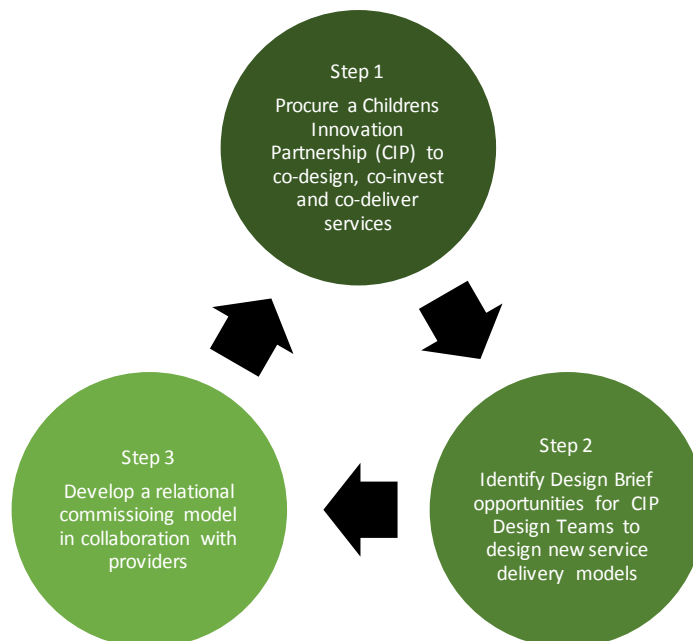
Through these developments, and following consultation with public sector and academic leads, including the Office of Public Sector Management and the Government Outcomes Lab at Oxford University, the concept of a Children’s Innovation Partnership emerged. In order that the views of young people were captured early in the process, the CPSB sought feedback through focus groups, face to face and market place events across Leicestershire on the key priority areas for the strategy.

Scope

The Care Placement Strategy set out an approach that would achieve whole system change across services for LAC. A model was conceived whereby a partner could work with Leicestershire CFS, to co-invest in, co-design and co-deliver new services that would provide local solutions in managing children’s experiences of the care pathway from edge of care through to leaving care. To this end, the Care Placement Strategy set out a three stage process (see fig.1 below) that involved:

1. Commissioning a Partner to support in co-designing, co-investing and co-delivering services
2. Identifying opportunities to redesign services drawing on expert design teams drawn from both partners to produce new delivery models
3. Developing a new relational commissioning model in collaboration with providers

Figure 1: Whole System Commissioning Services Design Model³



³Perfect, L. (October 2019) ‘Whole System Commissioning Services Design Model’ Briefing Note.

Challenges

The challenges lay in developing a contractual model that would comply with procurement regulations, yet still allow the partnership to be flexible and responsive to changing circumstances and opportunities. In the event, consultation with external experts in procurement, alongside internal partners and extensive research into various procurement models and procedures, led to the development of an innovative two-tier contractual agreement which comprised:

- Tier one: a ‘collaboration agreement’ as a framework for the governance and design process. This included an expectation that the partner commits investment to the partnership and that both parties would contribute resource and expertise to a joint design team. It was through this agreement that LCC would issue design briefs to which the joint design team would respond.
- Tier two: this provided for the partner to deliver services designed by the CIP, specifying three options as follows:
 - The partner delivers or sub-contracts the proposed service
 - The partner co-delivers the service with the council, or
 - The council procures the service from another provider.

A competitive tender process was launched after consultation and the opening of a dialogue with the market and, as a result of this process, Barnardo’s was awarded the Children’s Innovation Partnership contract in December 2018, establishing Barnardo’s as LCCs Innovation Partner. Whilst the tender was awarded under an Open Procurement regulation it was anticipated that the programme would operate as an Innovation Partnership (EU PCR 2015⁴). The term of the partnership was determined up to ten years, reviewed on a yearly basis.

During the course of the programme a range of Service Design Briefs was to be agreed through the Children’s Innovation Partnership Board (CIPB) which would revise LCC’s care offer for children. A Design Team, led by Barnardo’s and working with LCC and local organisations, would develop a response to each brief, the first of which would focus on children’s residential care (for an overview of the Design Brief process, please see **appendix two**).

In summary then, the key objectives of the CIP were:

- To co-design LAC services by sharing expertise and knowledge in the delivery of innovative solutions, contributing to transformational change through new and shared service delivery models
- To co-deliver services that focus on outcomes and value for money
- To co-invest in providing additional resources to review and develop new ways of working
- To develop the system leadership and collaboration between different organisations necessary to drive innovative systems change.

Level of investment and perceived benefits

⁴EU Public Contracts Regulations 2015. *Guidance on the New Light Touch Regime for Health, Social, Education and Certain Other Service Contracts*. Crown Commercial Service.

The CIP was established with a committed resource from Barnardo's for Year 1. This included resource costs for an Assistant Director of Children's Services, a Project Manager and additional specialist Service Design Team and resource costs across Barnardo's. For Barnardo's, the perceived benefits of the partnership arose from the opportunity to work directly with a local authority in finding systemic solutions that would address current challenges and improve outcomes for children in line with the charitable objectives of the organisation. The two-tier partnership model simultaneously provided a direct route for the provision of services.

Whilst mobilisation of the collaboration agreement identified LCC resources to support the development of the CIP, this was not formalised as a specific budget. In July 2019, agreement was reached between the partner organisations to extend the CIP Collaboration Agreement for 2019 – 2020. The proposal from the CIP Board was to joint fund the senior leadership and project management going forward. The costs for LCC for this was £114,343.

The anticipated benefits of the partnership to LCC were described as:

- The ability to develop bespoke capacity in a challenging independent market.
- Enhancing the Council's social care offer with fresh and creative approaches.
- Developing a more commercial ethos within internal and external delivery models.
- Developing management solutions for existing in-house services without the need for complete outsourcing.
- Co-producing an outcomes-based value-for-money service delivery model.
- Co-investment from the partner organisation.
- Availability of funding opportunities not available to local authorities.
- Flexibility to develop services in an unpredictable trajectory of demand.⁵

Risks

There was also a level of perceived risk for both parties embarking in strategic partnership. Having devised the approach, for LCC this lay primarily in failing to contract to a suitable provider and meet its timescales. In this scenario, contingencies were in place for LCC to continue with the status quo. This meant continuing to source care placements through the East Midlands Regional Children's Framework on a spot purchase basis whilst continuing to develop relationships with local providers and look for procurement solutions⁶. In this scenario, issues around market sufficiency would still have necessitated the purchase of expensive 'off framework' provision. For Barnardo's there was a risk in frontloading financial investment and resources into the first year of the partnership without a guarantee of its continuation.

Scrutiny and accountability

The programme is led by the Children's Innovation Partnership Board (CIPB) – a joint steering group between LCC and Barnardo's senior leaders. Within LCC, scrutiny and challenge of the innovation programme was provided by the Children and Families Overview and Scrutiny Committee to which the CIPB reports on a regular basis. The Committee was represented on the CIPB by the Lead and

⁵ Extract from Children's Innovation Partnership – Report of the Director of Children and Family Services. Part A. Cabinet – 6th July, 2018, Agenda Item 7.

⁶ Ibid.

Deputy Lead Members for Children and Families, providing oversight and constructive challenge of CIP proposals, progress and activities. Programme reports, papers and proposals were prepared for the Committee, also Cabinet and Elected Members for approval. The final business case for the first service design brief was approved by LCC Transformation Delivery Board prior to formal approval of the proposals by Cabinet.

Within Barnardo's, due to the high profile and financial size of the Children's Innovation Partnership, the original proposal was submitted for approval to FinCom (Finance Committee) under HVRO procedure (High Value and Risk Opportunities). Regular updates on progress were also presented to FinCom. The Partnership was also reported at Barnardo's Board. FinCom had delegated authority from the Board to approve the Corporate Leadership Team (CLT) recommendation and endorsed the Partnership. Throughout the partnership reports have been submitted to CLT and CYPSC (Children and Young Peoples Services Committee).

In July 2019 the CFS Departmental Management Team (DMT) approved the proposal for the CIP Collaboration Agreement to be extended for 2019 – 2020. The proposal from the CIP Board was that to joint fund the senior leadership and project management. The costs for LCC for this was £114,343.

1.3 The Evaluation

In March 2019, the University of Bedfordshire's Institute for Applied Social Research (IASR) was commissioned as the CIPs Evaluation Partner to work with all parties to the CIP, in order to learn from the development of the partnership and implementation of the programme, and inform future development and delivery. Dr Julie Harris is Principal Research Fellow and Evaluation Manager in the IASR and led phase one of the evaluation. She specialises in evaluation approaches that recognise the importance of individual agency, capture complexity and emergence in systems change and that prioritise partnership and iterative learning throughout the evaluation process.

Design and scope of the evaluation phase one

The CIP commissioned an evaluation partner to follow the partnership through its first year of development which included the process of establishing the partnership and determining the priority service areas for review and re-design. Some of this was retrospective as, whilst the partnership began in December 2018, evaluation activities began in June 2019 with fieldwork (interviews and workshops) undertaken from September – October 2019. As the CIP did not expect to deliver improved outcomes for children in the first development year, the evaluation did not adopt the traditional baseline and follow up measures of an impact evaluation. Instead, it used a theory driven approach to identify the key drivers and mechanisms for achieving innovation of this kind, capturing the progress achieved alongside outputs and early outcomes from the first year, and also to co-create learning about how the partnership was developing. In so doing, it explored perceptions of key stakeholders of the CIP with regard to the context of the innovation, the ways in which the CIP aimed to change the status quo, the challenges and opportunities afforded by the partnership and its anticipated benefits over the longer term.

The timing of the production of the first Design Brief # 1: Residential Services (see 3.1.2 below) meant that it was outside the scope of this phase of evaluation. Recommendations for its evaluation as a discreet outcomes chain in the theory of chain from design through to delivery and impact (see Section 2 below) are included in the concluding section (4.1.2).

The first year of evaluation was designed to address the following research questions:

- 1) What were the original intended benefits to the partners and why was a partnership approach agreed?
- 2) What would have happened under traditional commissioning relationships, as opposed to the Strategic Partnership, and what advantages do both partners see in the present approach?
- 3) How do partners think about relationships in terms of negotiation of roles, responsibilities, objectives, values, contribution?
- 4) How is the shared vision intended to change and develop through the different stages of the partnership?
- 5) What has already changed in the system as a result of the partnership, and how? (including positive and negative change, intended and unintended outcomes)
- 6) What factors are anticipated as key in enabling the successful delivery of the partnership?
- 7) What factors are anticipated to be barriers to the successful delivery of the partnership?
- 8) What has been the result of the changes on the key stakeholders⁷? (including positive and negative change, intended and unintended)

Limitations

Due to the early stage in the CIP in the first phase of evaluation, it was too early to detect system level changes as an impact of the partnership. However, data regarding placements, costs and needs along the care pathway gathered through the first design brief process provide a baseline for monitoring and evaluating these changes in subsequent phases of evaluation.

1.4 Methodology

The CIP anticipated commissioning subsequent phases of evaluation as approved design briefs begin to deliver new services to children along the care pathway. It was therefore important in the first phase of evaluation to adopt a methodology that would be flexible enough to move from the 'development' to the 'impact' of the partnership and facilitate learning over its lifetime. Theory of change was chosen as an approach that could accommodate the change in focus whilst providing consistency. This is achieved by developing an over-arching programme theory for the work of the partnership, supported by a series of outcomes chains to capture each of the key activity strands (Funnell and Rogers, 2011). This would enable discrete elements of the programme to be captured as they emerge. For example, it is anticipated that a distinct outcomes chain will be developed for each of the new service briefs as they move through from co-design to delivery. This may be used to provide a framework for monitoring and evaluating progress against KPIs and measure the impact of new services on outcomes for children. In this way, actual implementation may be tested against the theory which is reviewed and refined accordingly.

⁷ In this phase of evaluation the key stakeholders have been internal to Barnardo's and LCC CFS and those closely aligned to the work of the CIP. As the work of the partnership progresses stakeholders will broaden to include boundary partners such as children and families, local accommodation providers, health, education and others agencies providing services to children along the edge of care to leaving care pathway.

Theory of change can be applied in a variety of ways and it is important, given the complexity of this programme and the emergent design, that it is not applied in a too linear or reductionist way which might risk over-simplifying causal inferences about impact. Although sometimes perceived as contradictory approaches, theory of change can also be used in combination with ‘systems thinking’ to produce a more dynamic and iterative analysis that can respond to emergence, comprehending and capturing where feedback loops are within the system so that all the consequences of a programme are taken into account. This is of particular importance because multiple partners and stakeholders are vested in the changes sought.

Theory of change combined with a systems approach places an additional focus on identifying interrelationships (within the system), reflecting on boundary choices (the reach of the systems change captured) and understanding multiple perspectives (Williams, 2015) through the participation of stakeholders within the partnership.

Combining theory of change with systems thinking ensures that we:

- Pay attention to context
- Reflect on the internal organisational environment (as well as external)
- Think systemically
- Learn and adapt through the programme’s development, and
- Understand that change impacts individuals as well as organisations and systems (Abercrombie *et al.*, 2018)

Most importantly, this approach emphasizes the importance of ‘process’ as well as ‘findings’ and represents a co-created learning process between all those involved including the programme implementers, partners, stakeholders and beneficiaries, and the evaluator. Using this model, the theory of change becomes an active tool for change as well as a map for implementation and framework for monitoring and evaluation.

In the first phase of evaluation, the theory of change has been supported with a realist evaluation to increase its explanatory power. Rather than asking ‘what works?’ realist evaluation focusses on understanding ‘what works, for whom, in what circumstances and why?’ (Pawson and Tilly, 1997). Realist evaluation sets out to build a ‘technical account’ through multiple ‘lay accounts’ of *how* change is occurring/has occurred and can be used to explore and test the assumptions underpinning the overall theory of change.

The realist approach starts from the premise that programmes are not introduced into neutral spaces – the context (including people, processes, period and place) will determine how it is responded to. It therefore seeks to identify the mechanisms of change rather than merely establishing that change has occurred. Rather than solely evidencing whether the predicted outcomes of a programme have occurred it looks for the full ‘outcomes footprint’ of a programme including unintended or unanticipated outcomes. This is especially important when taking a systems approach in order to understand how making a change to one part of the system may impact and produce changes in another. It can also be used to identify ripple effects (Jagosh *et al.*, 2015) over time where outcomes become new contexts for the next phase of development, thus providing a framework for evaluating the programme through from design and implementation to delivery and the long term aim of achieving better outcomes for children.

Methods

For this first exploratory phase, the evaluation used largely qualitative methods of data collection including:

- A light touch literature review of current knowledge surrounding what works in current strategic partnership commissioning practice and programme development
- A document review tracing the historical development of the CIP
- Fact finding and information gathering regarding resource investment etc.
- Individual interviews with key partners and stakeholders in the CIP (n=16). For the interview schedule and participant list please see appendix one.
- Evaluation / theory of change workshops (x 2) bringing together strategic leads, partners, Heads of Service and other key stakeholders.
- Gathering process data with regard the progress of individual service briefs as they are co-designed and developed, contracted and delivered.
- Capturing and monitoring of other activities and outcomes associated with the partnership such as successful funding bids and subsequent development activities.
- Observation of CIP Board – Presentation of the Design Brief#1: Residential Care.

Ethics

The UOB is firmly committed to conducting research of the highest ethical standards and ensures that all proposals for research must obtain approval through the appropriate ethics processes. This evaluation has been given ethical approval by the university ethics committee and by Barnardo's Research Ethics Committee. Any changes in design or methodology are re-submitted for ongoing review.

Section two: The CIP theory of change

This section of the report outlines the theory of change for the innovation partnership in Leicestershire, describing its development and use as a framework for guiding the evaluation and evidence gathering activities. It is intended to review and revise the theory as the change programme unfolds and its activities expand into service delivery.

2:1 The CIP programme theory

CIP stakeholders took part in theory of change workshops facilitated by the evaluator in order to consider the current context that had given rise to the innovation and articulate its rationale; scope the range and reach of the programme; identify boundary partners and anticipate programme outcomes. This section presents the finding from those events, supplemented by local information documenting the programme and individual interviews with stakeholders.

The programme was recognised as both complicated (i.e. comprising several strands or components to drive through system change) and complex (i.e. emergent and likely to produce unanticipated outcomes). The theory of change produced is therefore subject to review as the system reveals outcomes over time.

The high level outcome aimed for by the partnership was to improve outcomes for children engaging with services from edge of care through to leaving care by providing '*the right service, in the right place and at the right, right time for children.*'

Five key outcome chains were identified as follows:

- **Innovation**

The high level outcome aimed for is that the innovation is successfully adopted, embedded and sustained and there are two routes to this. The first is through the formation of the partnership which, through combining LCC resources with partner investment and expertise, generates new innovation opportunities, leveraging in new resources through external funding for specific service developments and initiatives. The second assumes that the formation of the partnership will lead to new service design brief opportunities and new service proposals to take to the market for consultation around delivery options, again resulting in innovation being adopted, embedded and sustained.

- **Commissioning**

The long term aim of the innovation programme is to achieve market sufficiency and needs led local provision for children. In order to achieve this a procurement solution is found which provides a two-tier contractual framework enabling the partnership to co-design, co-invest and also co-deliver services. A developing conversation with the market follows in order to support a relational rather than transactional commissioning model for the suite of local services necessary to meet the needs of children at the right time.

- **Efficiency and Resources**

The third outcomes chain focusses on efficiency and resources with the aim of increasing revenue and delivering new projects to improve outcomes for children. This is achieved through partner investment of resources and expertise including the ability to capitalise on funding opportunities to resource new projects that deliver better outcomes for children.

- **Placements**

A primary aim of the CIP is to provide well supported, stable placements for children at the right time. The care placement strategy provides opportunities for reviewing existing services and co-producing new service design briefs in order to deliver new service models. These are realised through consultation with the market and other key stakeholders including children who are supported by services on the pathway through from edge of care to leaving care. This informs the development of sufficiency in local provision by better understanding the needs of children, alongside local providers through a relational rather than transactional commissioning model.

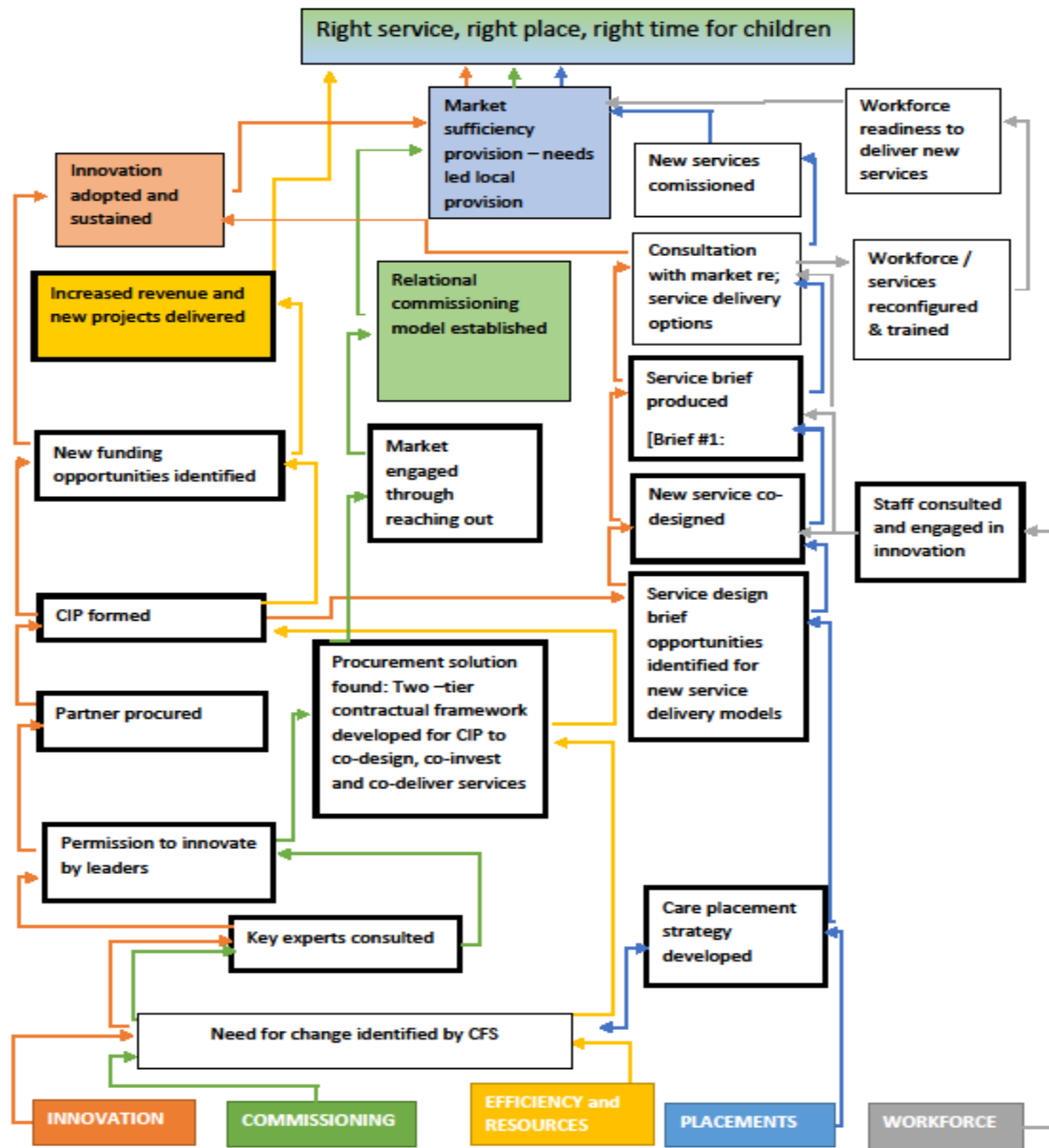
- **Workforce**

The final outcomes chain for the programme focusses on the readiness of the workforce to deliver newly designed services. This is achieved through consultation and engagement of staff in service improvements, investment in service re-configuration and staff training to ensure the requisite skills and expertise in the delivery of new services to improve outcomes for children. This outcomes chain is as yet under-developed as the route of these activities will become clearer once the new service delivery models come on stream.

It is proposed that the theory of change evolves as the programme develops. In particular we would expect that outcome chains will be added as service briefs are produced to provide a framework for performance monitoring and evaluation. Later iterations might also seek to capture changes as the programme impacts the wider system, such as developing sufficiency in the local market resulting in more local placements for children that provide the appropriate support. A visual representation of the theory of change is given below. The heavily weighted boxes indicate the progress of the CIP by December 2019.

The systems changed aimed for in the first year was therefore focused mainly on changes in the commissioning and contracting of services with a long term aim of achieving systems change in services for children on the edge of care to leaving care pathway. The programme theory is illustrated at Figure 2 below:

Figure 2: Theory of Change for the Children’s Innovation Partnership



National & local market insufficiency...rising costs of placements.....increase in LAC numbers
increasing complexity of needs.....Inadequate placements

Section Three: Findings

3.1 Outputs and activities in year one of the CIP

This section traces the progress of the CIP against the theory of change following the formation of the partnership, outlining its key activities and outputs over its first year of operation. The findings are produced on the basis of documentary evidence from briefings, presentations and other outputs from LCC and the CIP providing description of its activities and progress. This is supplemented by evidence supplied in the theory of change workshops and interviews with key stakeholders in the change programme.

3.1.1 Joint Funding Applications

The partnership has benefitted from the experience and expertise that Barnardo's brings of bid development and income generation through the development of joint funding applications for new projects. These activities have generated just under £1,965 million of new funding for projects with children and families, as follows:

Table 1: Children's Innovation Partnership Joint Funding Successes

Funding Source	Project	Timescale/ Duration	Reach/ impact ⁸	Value
Department for Education	Summer Holidays Healthy Activities and Food (HAF)	2019 6 weeks	*2023 children	£798,000
Department for Education	Family Group Conferencing (Leicestershire)	2020-22 18 months	**102 families	£234,600
Department for Education	Family Group Conferencing (Northamptonshire)	2020-22 18 months	**231 families	£514,000
Youth Endowment Fund	Life Skills Programme	2020-22 2 years	***518 children	£386,165
Violence Reduction National Programme	Schools Programme	2020 3 months	tbc	£32,000
	Total			£1,964,765

These projects and activities are being independently evaluated for impact. The case study (below) provides an example of impact for children and families from new funding. This was achieved

⁸ *Actual numbers reached

**these are the numbers of families that will be offered FGCs over the lifetime of the project

*** This delivery programme was interrupted by COVID-19. By the end of March 2020, the target was to have reached 763 children. The actual figure reached was 518, which was 68% of the target. If delivery had not been interrupted by COVID, 91.48% of the target figure would have been reached.

through a six week programme of healthy activities delivered in the summer 2019 to over 2000 children across Leicestershire.

Case study – Healthy Activities and Food (HAF) in Leicestershire

Taken from: Leicestershire Holiday Activities & Food (HAF) Programme 2019 - Impact Report

- ▶ DfE Funding - £798,000
- ▶ 1904 places (equating to 30,464 meal opportunities and 121,856 hours of activities) provided to local eligible children
- ▶ 30 kit bags distributed and 19 local suppliers received additional expert coaching sessions
- ▶ 2,023 children eligible for free school meals accessed the sessions
- ▶ 19,572 attendances by those children recorded
- ▶ 1,004 additional children accessed programme through additional funding or paid places
- ▶ 20 suppliers operated the holiday programmes at 37 sites

Impact for Children

- ▶ 95% attendees rated the nutrition workshop as 'good' or 'very good'
- ▶ 97% attendees rated the physical activity session as 'good' or 'very good'
- ▶ 100% sessions observed saw children having fun in a safe environment

For Suppliers

- ▶ 100% of suppliers attended improvement workshops focussed on food and nutrition standards and physical exercise

"The club has really helped my girls grow in self-esteem and confidence, and for that we are truly grateful" (Parent)

"We wouldn't have had a fun summer if it wasn't for the group as we don't go on family holidays" (Parent)

3.1.2 Co-production of the first Service Design Brief

The first Design Brief# 1: Residential Care was issued by the CIPB in January 2019 and a specialist Design Team was appointed, led by a Barnardo's designer. This team was charged with further research and analysis of current data to understand why out of county placements were used, why placements broke down and what made a successful placement. The team sought to understand the child's journey through the care pathway identifying: drivers and decisions in placement matching, opportunities and barriers in that process, the child's experience of placement matching and moving placement and the implications of a good or bad placement match⁹. It also sought to understand

⁹ *Early Themes: You said, we heard. Design Brief 1 – Update. August 2019. Barnardo's. p. 14*

the needs of children compared with market availability, the use of residential care due to insufficiency of independent foster placements and other local gaps in providing age suitable placements and flexible support.

The Design Team undertook primary research with a wide range of professionals and subject experts across both organisations, including interviews and workshops. It also undertook interviews with eight young people who had experience of residential care, both in and out of county in order to understand their experience of the care pathway. Secondary research was undertaken by the Barnardo's Research team exploring national themes in policy and practice to provide a contextual backdrop for the situation in Leicestershire. The work was supported by analysts *Machinable* who collated and analysed a range of data including placement episode and data recorded on LCC's service user recording system regarding placements over the previous three years.¹⁰ These data will provide the baseline in the next phase of evaluation as it moves towards assessing impact of the 'placement' strand the theory of change.

The research identified that the proportion of out of county placements used by LCC was growing and that out of county weekly costs were generally higher than in county and also growing rapidly due to scarcity of placements (rather than increased costs of care per se). These placements accounted for an estimated 67% of 2019 calendar year placement social costs. These placements were used predominantly for very young children and older children with non-standard placement types. On this basis, a rationale was provided for increasing in-county provision for children with selected needs.

In addition, the research found that 'abuse or neglect' and 'family dysfunction' were the two largest categories of need for residential care placements and the proportion of both had been growing over time. There was a distinct segment of children who experienced a large number of placements of short duration and who switched between Residential Care and other placement types. Of the LAC population, 57% were identified as experiencing high frequency placement change across all placement types. For those with low proportions of placement time in residential care a question was raised as to whether these placements were being used a last resort when no other options were available. Conversely high use of residential care prompted questions as to whether the need for residential care could have been identified much earlier along the care pathway. On the basis of these findings a case was made to introduce process changes and/or increase fostering provision in order to minimise the use of Residential Care as a last resort.

Amongst a number of emerging themes the consultation with stakeholders including children, concluded that whilst "*the main goal of any placement was for the child to have their needs met...it was equally important that the child placed felt control, agency and choice in a placement move.*" (*ibid.* p. 13)

On completion of the research, the Design Team went on to identify creative solutions for these gaps and, in September 2019, the design model was presented and approved by the CIPB.

The new service aimed at addressing some of the process and sufficiency challenges identified would be comprised of:

¹⁰ Three datasets were used for the analysis: SSDA903 reporting placement episode data (2014/15 – 2018/9), information extracted from the LCC case recording system from child placement request forms and c.3-3 years placement episode data provided by the LCC Placement Commissioning team. Further details can be found in the full report: *Children's Innovation Partnership. Recommendations for Improving the Sufficiency and Quality of Residential Care in Leicestershire (2019)*.

1. An Assessment and Resource Team (ART) containing specialist roles such as Educational Psychologist, Clinical Psychologist, Speech and Language Therapist and Therapeutic Worker providing a team around the child and working with multi-agency partners. The team would work with up to 12 of the most vulnerable young people at a time.
2. A Hub containing three assessment beds supported by the ART which would also be located there.
3. Multi-functional properties which would provide fully self-contained, double occupancy accommodation with support staff.

Activities since approval of the design have included: case modelling based on anonymised case studies of children and their pathways through care, compared with their potential journeys through the proposed service. This included financial modelling to compare actual costs with anticipated costs under the new provision and develop the potential for cost avoidance. This was estimated at circa £359,000¹¹. The full Business Case was approved by Leicestershire County Council's Transformation Delivery Board in January and by Cabinet in March 2020. The anticipated outcomes were:

- A needs based commissioning model established which supports the local market to better accommodate children who are being placed out of county at high cost
- Flexible beds within the Multi-Functional Properties at a standard cost that provide extra support depending on the child's needs and keep them in county
- Better placements through the use of assessment beds so that a child's needs are met first time
- Better placement stability achieved through ART support

It is recommended (section 4.1.2) that these outcomes are monitored against the baseline data prepared by Machinable as a key component of the next evaluation phase.

Further Design Briefs were to be progressed on Short Break Services and Special Educational Needs and Disabilities Information Advice Service (SENDIAS).

3.1.3 Co-investing knowledge and expertise

Barnardo's brought expertise in a broad range of children's services to the CIP, derived from its extensive service delivery base and other discreet functions such as its policy and research resource. Other support for LCC Children and Families was also provided by Barnardo's, either in response to specific requests for advice and consultancy or as a result of Barnardo's identifying opportunities to offer additional support. These were seen as unintended or unanticipated benefits arising from the partnership:

- Training in child trafficking for LCC foster carers.
- Research conducted by Barnardo's Policy and Research Unit into the impact of domestic violence on children and families.

¹¹ It is important to note though that this was anticipated cost avoidance in the financial year 2019/20, based on a sample of case studies. As the model is needs led and usage will be dependent on need, it is difficult to anticipate savings to future budgets. For this reason the financial modelling was based on a previous year's example rather than trying to do a future projection.

- Support for a whole organisation approach to trauma informed and trauma responsive services for Children and Families Directorate
- Sharing experience and expertise on embedding the new supervision policy across Children and Families Directorate.

3.1.4 National dissemination activities

- The CIP was recognised at national level, receiving a highly commended at the GO Awards Category – Innovation in Procurement in 2019. In addition, a number of presentations were given to share the learning with other local authorities and articles have been published in CYP Now, Local Government Chronicles and Public Transformation Academy.

3.2 Key messages from the literature: Achieving systems change through innovation

The following section provides findings in relation to the nature of the innovation achieved through the procurement process and through the establishment of the CIP. In so doing, it explores how progress against the programme theory has been achieved. It identifies the mechanisms of change that are required in order for innovation to be initiated, embedded and sustained. It seeks to understand how the context in Leicestershire and in the CIP itself, has facilitated that change and explores some of the potential barriers and challenges that may be encountered in innovations programme of this kind. The findings here are based on evidence from interviews with key stakeholders, the theory of change workshops and through observation at the CIPB.

An initial review of literature surrounding commissioning and procurement practice and the evidence base for successful innovation provided some theories and an approach for the analysis.

3.2.1 Funding and commissioning practice

There is a growing literature focussed on the funding and commissioning of services that more effectively meet social needs and recognise that these are complex and inter-dependent. A series of papers by Collaborate¹² explores these issues and problematizes current transactional approaches to commissioning practice when procuring services. These tend to compartmentalise people's lives and ignore the interconnected nature of the issues they face, locking them into a transactional system that delivers a series of siloed interventions. The end result is increased demand and cost to public funds. Often, rather than working together to provide joined up solutions, providers are pitted against each other in delivering on targets (Lowe and Plimmer, 2019).

Since 2015, Collaborate have worked with places, local authorities and a wide variety of organisations across the sectors to understand what an alternative collaborative approach to commissioning looks like and have identified that successful approaches have three features.

- *Human* – 'Recognising the variety of human need and experience, building empathy between people so that they can form effective relationships, understanding the strengths each person bring and deliberately working to create trust between people'

¹² Collaborate is a social consultancy that helps services to the public to collaborate to tackle complex social challenges and the research was undertaken with Newcastle University Business School supported by National Lottery Community Fund and the Tudor Trust.

- *Learning* - ‘Funders and commissioners use their resources to enable organisations to learn and improve. They are not purchasing services with particular specifications, they are funding the capacity to learn and adapt to continuously improve outcomes in different contexts.’
- *Systems* – ‘People working in this way recognise that the outcomes they care about are produced by whole systems rather than individuals, organisations or programmes. Consequently, to improve outcomes they work to create ‘healthy’ systems in which people are able to co-ordinate and collaborate more effectively.’

With a focus on system behaviours, Lankelly Chase identify a set of core behaviours¹³ that help systems function better for people facing severe and multiple disadvantage. They identify that positive system change appears to be achieved through the presence and promotion of these behaviours at every level in the system, rather than any specific approach or methodology. They identify these as follows:

Perspective

- People view themselves as part of an interconnected whole
- People are viewed as resourceful and bringing strengths
- People share a vision

Power

- Power is shared, and equality of voice is actively promoted
- Decision making is devolved
- Accountability is mutual

Participation

- Open, trusting relationships enable effective dialogue
- Leadership is collaborative and promoted at every level
- Feedback and collective learning drive collaboration

These behaviours are of core interest to this evaluation as they point to some of the key mechanisms required to introduce and embed innovation into a system.

3.2.2. Learning from innovation

There is a rich literature relating to innovation, originating in the commercial sector and focussing on the effective diffusion of innovation. Diffusion theories have also been applied in the realm of public services, public policy and, more recently, to the transformation of children’s services (Brown, 2015; Bostock et al., 2018). Rogers, as the originator of diffusion of innovation (DOI) theory (Rogers, 1995) describes diffusion as *‘the process by which an innovation is communicated through certain channels over time amongst members of a social system’* (p. 5). For an innovation to achieve rapid and effective diffusion it must be seen to have relative advantage over the approach it supersedes; be compatible and consistent with existing practices and values; be easily communicated and implemented; be trial-able, and observable so that the results and benefits are clearly seen.

These attributes were looked for in the evidence gathered through interviews with key stakeholders and supporting documentation, alongside the series of mechanisms that need to be triggered in order for innovation to be successful. Mechanisms are a combination of new resource and the human response to it, so they describe those things that need to happen in order for people to instigate or adopt, embed and sustain the proposed change. Individuals’ responses to innovation and their decisions to adopt will be influenced by a range of factors determined by the context. For

¹³ <https://lankellychase.org.uk/our-approach/system-behaviours/>

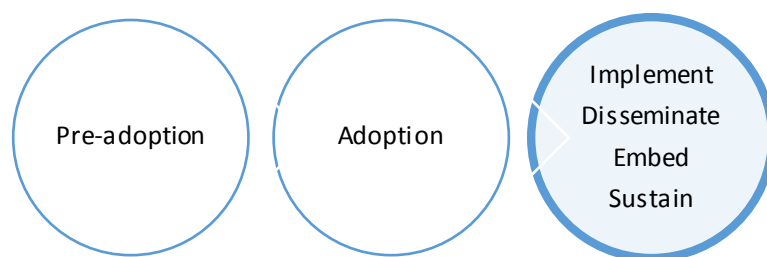
example, these may include organisational culture and values, history, hierarchy, political will and climate, availability of resources etc. All of these factors and more will influence whether individuals embrace, support, champion, sabotage or ignore the proposed initiative (Pawson and Tilley, 1997). A synthesis review exploring the adoption of innovation (Wisdom et al., 2013) identifies key mechanisms, facilitators and barriers to innovation from the literature evidenced at different levels within a system or organisation, and over different time periods including pre-adoption and adoption phases. Drawing on this approach, an ecological model was developed to structure this analysis and understand how the national context prompted innovation in the Leicestershire context and how these drivers were responded to by the Partnership and the individuals acting within it (see figure 3 below).

The analysis also explores the different stages of innovation through time, working through from pre-adoption to adoption and then anticipating a third stage in which innovation is implemented, diffused, embedded and sustained (IDES). In considering the third stage the analysis was particularly concerned with what learning about innovation can be taken forward from the pre-adoption and adoption stages into the implementation of the first delivery phase (i.e. Service Design Brief #1: Residential).

Figure 3: Understanding how contexts affect innovation



Figure 4: Three phases of innovation



3.3 Findings: Progress of the CIP against the theory of change

3.3.1 The national context and mechanisms of change in Leicestershire

Participants described a number of key factors in the national context that created the conditions for change within Leicestershire in the pre-adoption phase. Firstly, a national increase in numbers of looked after children had created insufficiency in the market generally with respect to providing good value for money placements for children. The secondary research undertaken by Barnardo's (as part of the Service Design Brief #1)¹⁴ identified contributory factors for this in a complex picture including: an increase in order children coming into care; an increase in unaccompanied asylum-seeking children needing accommodation; a more cautious workforce (due to high profile abuse cases such as Baby P in Hackney and Victoria Climbié in 2000) combined with increases in the identification and prevalence of domestic abuse, substance misuse and poor mental health in the general population (*ibid.* Appendix 3. P3). Insufficiency in the market in meeting the increased demand was driving up costs and also enabling providers to be selective in the children they would accommodate, providing fewer placement options for children with more complex needs.

Secondly, local authorities were facing increasing austerity and budget cuts (£3M, 2020) driving the need for efficiencies to meet local savings targets:

Now, we've been on a journey for the last nine years of austerity. Austerity has required us to change the way, politically, that we think and act, because we've had to make incredible savings. I think there's something like £170m for the council in that period of time and we've got another £20m unidentified and that's against growth in children's social care.

At the same time there was a strong quality improvement agenda being driven by central government through the Ofsted inspection regime but also new funding programmes and initiatives

¹⁴ Children's Innovation Partnership. *Recommendations for Improving the Sufficiency and Quality of Residential Care in Leicestershire (2019)*.

such as the DfE Innovations Programme. There was a clear agenda around partnership developing with local authorities encouraged to partner others in the improvement journey.

Nationally you had all the kind of things going on as well in terms of partnership with some of the bigger organisations. You had the notion of some authorities assisting other authorities. So that notion of that was appearing nationally as well in terms of that side of things. Interview participant 2

Meanwhile, as referenced above (3.2.1) there was a growing agenda around the use of progressive measures in public procurement to design and deliver services with purpose aligned organisations (E3M, 2020), including the use of public benefit partnerships, co-operatives, community businesses and social enterprises to provide services that meet a complexity of needs and produce better outcomes for communities. Facilitating these developments, the 2015 EU Public Contracts Regulations provided new flexibilities in procurement rules and opened up new possibilities for creativity and innovation in commissioning services to address social need. These flexibilities included market consultation with suppliers, service users and other stakeholders prior to tender, the development of bespoke processes using Light Touch procurement and using Innovation Partnerships to enable commissioning in situations where the solution is not yet known (Villeneuve-Smith and Blake, 2016).

Cumulatively these drivers in the external environment acted to provide strong impetus and readiness for change in the local Leicestershire context and prompted leaders to undertake research into new contracting models, exploring the possibilities around procurement. Leicestershire was able to test out ideas and options with the Government Outcomes Lab at Oxford University and sought advice from sector leads and academics in the field in 'exploring the art of the possible' (Villeneuve-Smith and Blake, 2016).

...the Bold Commissioners Club is a national small group of commissioners that come together through E3M as a social enterprise. They run one for social enterprises and they run one for commissioners and for people who are deemed to be bold commissioners that think out of the box come together quarterly and share ideas and practice....

Interview participant 3

These activities confirmed how the public sector could be supported to be more creative, providing both the permission and the confidence to innovate. In the event the Innovations Directive was not directly used but the new flexibilities opened up opportunities for consultation with key stakeholders (including children and young people) and the development of a relational commissioning model with the market. A two tier contracting model for procuring an innovation partner alongside a potential delivery partner therefore provided the framework for the new partnership. Leicestershire CC has been cited by these sector leads as trailblazing the way in local authority led innovation partnerships (E3M, 2020) and this demonstrated that, as well as being responsive to drivers in the national context, Leicestershire's innovative approach was also influencing and shaping it.

Interviews with informants, together with local documentation of the background to innovation, suggest that these features described in the external context acted as drivers of change by:

- Providing the *permission to innovate* to which local leaders responded by *problem solving* and *finding new procurement solutions*

- *Tolerating temporary risk and ambiguity* – enabling commissioning to happen in circumstances where the answer was not yet found and prompting the *championing* of innovation, and
- *Looking to the wider system* and systems networking to find the answers through *consultation, problem solving, co-investing and co-designing solutions*.

The end result was a positive framing and a preparedness for innovation at local level. These key contexts and mechanisms are captured in the following table 2 (and also visually represented in the figures presented in **appendix three**).

Table 2: The national context prompts readiness for change

Stage	Context	Characteristics	Key mechanisms of change		Intermediate outcomes	High level outcome
			Resource	Response		
Pre-adoption	C1: External environment influences readiness for change	Increase in LAC population National market insufficiency Contraction of LA budgets - Need for cost efficiencies Quality improvement agenda - DFE	Permission to innovate	Problem solving Strengths based approach Championing innovation	Framing for innovation Permission to innovate	Prepared for innovation
			Ability to hold risk and tolerate ambiguity			
		Innovation Directive in procurement regulations	Inter-systems networking with opinion leaders (EC3, Academics)	Confidence to innovate	Case for change	

3.3.2 The Leicestershire context and mechanisms of change

These national drivers therefore prompted recognition at local level of the need to innovate. The national market insufficiency was mirrored within Leicestershire where the reality translated into too few placements for children with more complex needs, resulting in a large number of out-of-county and high cost placements.

So the environment was there, and I've worked in other authorities where they just didn't want to know, whereas here the thinking was, 'we understand you've got to do something different. We understand, we want to invest, we want to do, we need to do; we need a long term strategy. We need to do things in a different way'. So the environment was ripe for that to happen.

Interview participant 2

It had been established that the way forward was to use the innovation concept introduced through the 2015 Public Contracts Regulations to promote purpose aligned collaboration. In reality this

meant changing the relationship with the market so that it was relational rather than transactional, developed through consultation and collaboration. To this end, it was decided to procure an innovation partner using a 'light touch' regime which introduces flexibility in designing a procurement process whilst also adhering to the principles of transparency and equal treatment. As opposed to a service provider, the innovation partner would co-invest in finding joint solutions through co-design, co-production and co-delivery (Villeneuve-Smith and Blake, 2016). The key to this lay in first articulating the results that Leicestershire wanted to achieve before working out a procurement process that would enable them to get there, drawing on the new flexibilities:

...and that was probably the turning point to realise that we could do something different... a complete lightbulb moment - 'don't get hung up on a directive, think about the solution that you want to procure and don't use procurement as a barrier, believe in the art of the possible, and use an open procedure to create what you want to create, and it is possible'."

Interview participant 3

Interview informants described how important the partnership element was, so that both parties were investing in its success and the prospective partner was required to demonstrate absolute commitment to the process:

So [we] really wanted the co-investment side of it, just because I think the notion was that obviously we haven't got loads of money to do development work and research work ... so if somebody was going to come in they'd need to come in with that kind of investment. And I think probably to show that they were really committed to wanting to make it work, and obviously investing is one way to really evidence that commitment really.

Interview participant 3

The capability and willingness of Barnardo's to make that upfront investment into the partnership was seen as key to its success and has led to increased resources and efficiency.

In the local context the key mechanisms of change were identified as follows:

- *A reaching out to the market* that prompted new approaches to *problem solving* and the *co-creation of solutions*
- The development of a *relational approach* as opposed to a transactional model has provided a positive *framing for innovation*, and
- An approach of *partnership working* has resulted in purpose aligned collaboration and co-investment.

These mechanisms continue to operate through adoption and IDES¹⁵ stages as the CIP returns to the dialogue with the market with subsequent service designs and as the work of the partnership through co-investing and collaborating continues.

Few barriers to the innovation were identified in the Leicestershire context and participants described challenges associated with the 'how' rather than the underlying rationale for the innovation. The ability to tolerate uncertainty for a period of time meant that these challenges were not insurmountable.

There wasn't a huge amount of objection to the overall idea and the concept, the barriers were, "Because it's a different way of doing things, how are we going to do the procurement,

¹⁵ Implement, Diffuse, Embed, Sustain

how are we going to measure the numbers?” All of those bits were the barriers. Interview Participant 4

The intermediate results include a procurement solution and increased market engagement, the development of an ongoing relational commission model, shared vision and pooled investment and increased resources. These are captured in the table below (and also visually represented in **appendix three**).

Stage	Context	Characteristics	Key mechanisms of change		Intermediate outcomes	High level outcome
			Resource	Response		
Pre-adoption Adoption IDES	C2: Operating environment (system) readiness for change	Rising costs Market insufficiency/inflexibility Complex needs of children	Reaching out to market	Problem solving Co-creation	Effective procurement Market engagement	Innovation Effective commissioning
		Transactional relationship with local market	Relational approaches	Framing for innovation	Relational commissioning model	Market sufficiency
		Public sector and VCS relationship at systems level	Partnership working	Collaboration Co-investment	Shared vision Pooled/Increased resources	Improved efficiency

Table 3: The local context and mechanisms of change

3.3.3 The Partnership context and mechanisms of change

The context of the CIP itself was an important determinant in whether the innovation was successfully adopted and sustained and some key characteristics proved strong facilitators for the change programme.

A key theme to emerge consistently from the interview data was strong leadership from the top down, starting with political support from local lead members.

You have to have what I would call the planets in alignment, and that means that your DCS [Director of Children’s Services] has to be strong, has to be in a sense untouchable. You then have to have the chief executive aligned behind that person and then you have to have, at the very least, the lead member and preferably the leader of the council behind that. If everything is dependent on just one individual, it’s not going to work. If you don’t have that alignment, it won’t work because they won’t all be pulling in the same direction. Interview Participant 5

The leader and deputy leader, the chief executive, the treasurer, were prepared to support this concept, so we went about establishing it. Interview participant 1

A clear governance structure has been essential to this, with a dedicated Board to drive developments including representation from the Lead and Deputy Lead Members for Children and Families who provide oversight, constructive challenge and also a conduit to Cabinet. Transparency and accountability have been vital in communicating the work of the CIP but also in ensuring that there is strategic alignment. Achieving this meant that the innovation was championed bilaterally across the various departments required to make the programme work.

Equally important, was the sharing of that vision and alignment between the two partner organisations in order to ensure the mutual investment in solutions:

When we're working together we can definitely see the benefits of the strategic leadership being across both organisations so that then 'unblockings' can happen. We've learnt to be able to have a very open and honest dialogue when we have got something. Interview Participant 3

Strong leadership was characterised by the willingness and ability to divest authority down through multi-layers of organisation through which decision making can occur and resources utilised. This required people who were prepared to lead and be accountable at all levels.

So having those components is really important; someone who's got a vision, drive, properly prepared to push the boat out a little bit in terms of challenging to people to do it, but then people who work as part of a team, who are working with you to do it.

Trust your managers, facilitate them to get on, create an environment to do the business, but think about that more strategic side of things Interview Participant 2

The dedicated structure of the CIP and having clearly defined resources and roles within it, combined with the authority to act, proved important in communicating commitment to the partnership from both parties but also internally within the respective organisations. This was key in providing clear permission to innovate.

I think other lessons that need to be learned is that we're now moving to a stage which is more advanced but also is more risky, you must have a dedicated team for this stage and it must have the licence to act, by which I mean it does not always have to keep coming back and asking, 'Can we do this? Can we do that?' So, it needs to have the authority to act and it also needs the authority to pull on resource ... make the decisions you need to make and to call on the resource that you need to have when you need it. Interview Participant 6

Equally important as structure was having the right social climate for innovation – one that welcomes change and challenge and could tolerate risk for a period time. Interviewees described that where this was in place, strong organisational networks provided opportunities for co-production and strengths based approaches to problem solving.

I think the main points that I would say to them (other LA's considering this route) is that don't even bother if you haven't got strategic governance buy-in. If your authority is too risk averse to think that they would want publically to be saying we've now got a voluntary organisation that sits side by side our children's services and supports in practice, then it's not something that you should be (considering) ... Interview Participant 3

A key mechanism for the successful adoption of innovation identified in the literature was an organisation's ability to learn (Wisdom et al., 2013; Collaborate, 2019) and this is dependent on its absorptive capacity. This arises from a strong foundation of pre-existing knowledge and skills which supports confidence in learning and adapting. It was clear from the testimony of key stakeholders that both partners brought this to the CIP but Leicestershire, in particular, viewed the expertise that Barnardo's brought as a key benefit of the partnership. The commitment to partnership learning was enacted through the ongoing monitoring and evaluation activities that were embedded into the fabric of the change programme so that formative learning was accumulated and absorbed.

Emerging clearly through the interview data was that stakeholders from both organisation saw the CIP as providing a framework for change for children, and commissioning for shared values was a key driver throughout the innovation partnership process (Villeneuve-Smith and Blake, 2016). The norms and culture of the respective partners provided the backdrop for a shared value base and client focus and this was apparent in both language and attitudes, providing the impetus to find joint solutions.

So some of it is more what we talked about at the start, a lot of it is around the basis and values and culture of the organisations and working together, which drives the strategic partnership as much as the rules of engagement. Interview Participant 7

I think really at the heart of this is a very, very shared value base, and again I do think Barnardo's deserve huge credit for this, because they're coming in, and we're sometimes having conversations around pieces of work we're going to do... Barnardo's approach to it is about best outcomes for children of Leicestershire, and I think that's made it then very easy for us to work really cooperatively with them, because there's a shared understanding that this is about the best outcomes for children. Interview Participant 7

These key mechanisms were evident in the adoption phase of the innovation programme and will be important to test for and monitor through to the IDES phase, as the programme of work develops and diffuses through to practice and service delivery on the ground.

In the context of the CIP the key mechanisms of change were identified as follows:

- *Strong political support and leadership* from the top down have brought clear *strategy* to the innovation programme, resulting in effective *influencing, alignment and the championing* of innovation bilaterally and through the multi-layers of the partnership.
- The change programme was *well resourced* and this provided a *dedicated structure* and a *strong framing for the CIP*, providing key stakeholders with *permission to innovate*.
- *The absorptive capacity* of the CIP was predicated on strong *pre-existing knowledge and skills brought by both partners*. This prompted a culture of *continuous learning* through the partnership, embedded through formal monitoring and evaluation activities.
- *A positive social climate* supported the *vision* of the innovation and *good organisational networks* from each partner led to a 'can do' approach in finding *joint solutions*
- This was underpinned by a *shared value base* that focussed the collective energy on *achieving the best outcomes for children*

Whilst the CIP was well resourced, this was not without cost to both partners and has proved resource intensive, necessitating the ability to relocate and reallocate resources swiftly at times. Given the iterative and emergent nature of the work programme, this proved an important element of co-investment that needs to be planned for from the outset so that inadequate resourcing does not represent a barrier or stall the progress of innovation partnerships.

The intermediate results of the strong CIP context were cross organisational collaboration, increased resources through co-investment, new funding for projects for children and the production of the first Service Design Brief # Residential. These are captured in the table below (and also visually represented in **appendix three**).

Stage	Context	Characteristics	Key mechanisms of change		Intermediate outcomes	High level outcome
			Resource	Response		
Adoption IDES	C3: CIP	Political support Leadership Governance	Strategic alignment	Influencing and aligning Championing innovation	Cross organisational collaboration	Innovation adopted
		Resourced	Dedicated structure Framing	Permission to innovate	Adopting embedding innovation	Improved resources and efficiency
		Absorptive capacity Evaluation	Pre-existing knowledge and skills Monitoring impact	Learning and adapting	Organisational learning	
		Social climate Norms, values, culture	Organisational networks Value base / client-child focus	Co-creation Strengths based approaches	New opportunities Increased revenue and resources New projects Service Design Brief 1#Residential Commercial focus	Improved outcomes for children Placements for children

Table 4: The Partnership context and mechanisms of change

3.3.4 The Individual context and mechanisms of change

This section of the findings analysis explores how the features of the context have prompted individuals to respond to and adopt the innovation. The qualities of leadership featured strongly in shaping and driving responses and interviewees described a delicate balance to be achieved in getting individuals on board. Whilst being directive was necessary at times, this could also raise resistance and therefore be counter-productive. Rather, it was more effective to *sell* the vision, enabling individuals to be involved in something they could believe in, and this was more possible in a strong social climate focussed on achieving outcomes for children. Senior stakeholders gave

examples of other contexts in which this had not been the case and where culture over-ruled strategy:

I've been in authorities where I knew exactly what we needed to do...the building blocks were there to do it... a strategy for them to do it. Never went anywhere. I mean it was welcomed and then got lost, because you hadn't got people who were prepared to drive that.

Interview Participant 2

In contrast, the leadership within the CIP was described as 'enabling and open' and engaged in a positive dialogue that enabled everyone to be involved. Nevertheless, there were examples of where leading innovation was challenging and one of these lay in the pace of change and managing expectations:

So there are some people who don't really get this and still think it's a bit, "It hasn't delivered a lot yet, has it?", all of that, so I'm working in my organisation still to make sure they're on board with this, because the pace of it probably isn't what they thought it would be, but I'm confident the pace is the right pace.

Interview Participant 7

This confidence was key in providing those finding the way forward with the permission, time and space to innovate: to problem-solve, make mistakes and try again, to co-create and identify joint solutions and this at times meant holding risk and uncertainty. When provided with that permission, people responded with tenacity and persistence and participants described how often progress could be ascribed to a particular individual who was not thwarted by obstacles and would not give up. This was particularly the case around some of the challenges in finding a contractual model that worked for both parties and made creative use the flexibilities within the regulations:

She was really positive, you sometimes get [professionals] who would only come up with the reason that you can't do something and then don't come up with a solution, and she'd sit there and say, "I don't think we can do that", but then she'd go away, think about it, read about it, research, "I've found a way we can do this", that was really, without her, and without that attitude, this probably wouldn't have happened. And it often is with these types of things, it is down to the behaviour of individuals.

Interview Participant 4

Other examples included the ability to tolerate the length of the research and co-design process involved in the delivery of Service Design Brief # 1: Residential. This was a partnership process involving primary and secondary data collection as well as consultation with children, young people and staff as key stakeholders in the service solution. Whilst a necessarily lengthy and iterative process for the co-design team to undertake, the CIPB were also sensitive to the pressure to meet delivery targets, underscoring the importance of planning in sufficient time for research and participation processes.

That's the solution that we've come up with and that was largely borne out of working backwards from the asset solution and thinking about the problem differently. And that has taken a lot of time. And it's really difficult because you're not delivering, all throughout that year you're not delivering, and how do you get people to hold their nerve, hold their nerve, and hold their nerve, because until today, we hadn't actually shown them what the full solution is.

Interview Participant 6

These provide examples of the ways in which human behaviours shaped the success of the partnership in the first year. Key mechanisms such as 'trust', 'transparency' and 'honesty' frequently arose within participant accounts of how change has happened and were testament to the strong relationship that developed between the two partners. This was achieved through various means,

not the least of which was the location and the embedding of a Barnardo's lead into the local authority. This increased the visibility of the partner organisation and enabled them to develop the right connections, seek opportunities for collaboration, understand the culture and social climate and have creative conversations with people in communicating the value and benefit they brought:

If you're not in there doing the business with them, you're a stranger, an outsider. And if you meet them once a month in a meeting, you go away and work and come back, that's fine, but you won't have that connectivity. Interview Participant 8

But based on my previous experience, the whole premise of establishing the partnership is relationship management, it cannot be done any other way; people have to see you. You have to make personal relationships with people in order for them to trust you and to do business with you. Interview Participant 6

This has been key to the partnership relationship and Leicestershire have responded with openness and transparency, inviting the Barnardo's lead to be part of the Children and Families Directorate Management Team. This required an honest relationship with both partners being open to difficult conversations and to challenge and also required trust and sensitivity around the sharing of information. Both parties' achievement of this enabled the local authority to draw on the national expertise of Barnardo's in the role of critical friend and symbolised the sense of a learning partnership rather than a traditional commissioner – provider relationship.

Overall, I think it's just embrace it, if you're going to do it you need to be properly invested in the partnership, like having [Barnardo's] here physically in the authority to embed it, being part of doing DMT, and just being really, really involved with the authority, and then the authority having that trusting relationship and trusting that Barnardo's are here as a partner rather than as a provider. And I think as soon as you get that embedded then it goes back to what we were saying about it being a 'win win', everybody benefits from it. Interview Participant 9

And actually for Leicestershire that's another really good thing about the partnership with Barnardo's, they've done a lot of things before somewhere, whereas some of them might be completely new to Leicestershire as an authority, and you can look at other authorities and how they've done it, but chances are you don't have a relationship with somebody there that you can get full honest and upfront, people might sell it as being really good, but they might not tell you about all the challenges that they've encountered because they might not want to come off in a bad way potentially. Interview Participant 7

In interviews participants attributed this achievement to the leadership style, personal attributes and skill exercised by the Barnardo's leads. These were described as bringing expertise without judging or leaping to ready-made solutions but rather in thinking through problems as equal partners whilst retaining an independent identity.

I've been really fascinated by the style of the Barnardo's leaders, and I do think that is worth pulling out, because whilst I've talked about our openness and our transparency, and that is good, it's important, part of that was easy because we're working with these people who weren't coming in and having any arrogance or any more knowledge, the way they've behaved has made it easy for us to go, "Come in and be transparent", and I do think it's a style where... there's something really skilful in the way they behave when they're coming into the organisation, so they almost immediately are behaving as if they're part of us, which I'm fascinated at how well they've done that, without it having any intimidating impact on us. Interview Participant 7

The key mechanisms evident in this context were significantly focussed on the human behaviours brought to and operation within the partnership and these can be summarised as follows:

- *Strong leadership skills* provided individuals with *permission to innovate by holding risk and uncertainty* and allowing people time. Individuals responded by *taking responsibility* and demonstrating *persistence and tenacity* in problem solving.
- *A strong relational approach within a positive social climate* characterised the development of the CIP from its inception and this was enacted through a consistent *physical presence* of the Barnardo's leads, resulting in *connectivity* and increased opportunities for *collaboration*.
- Individuals brought strong *personal resources* to the programme including specialist *knowledge and expertise* and this increased the *courage and confidence to innovate*.
- *Human behaviours exercising listening, empathy and transparency* and demonstrating a *shared value base* were met with increased *trust and collaboration*

A key theme emerging at this level was the importance of individual relationships and while these have been key to the success of the partnership in the first year this raises challenges for sustainability if individuals who have been significant drivers of the programme leave or are replaced. The importance of human behaviours was also pronounced and, whilst leaders have provided strong examples within the central partnership team, they may be less visible to those implementing change programmes and delivering services on the ground. This raises challenges for the modelling of those behaviours as the innovation is diffused through the organisation and highlights the importance of communicating both the vision of the innovation partnership and its successes.

In the early stages, particularly the people who aren't directly involved, so you're fine with assistant directors, heads of service and service managers, but once you get down to team managers and more frontline they're not as comfortable with it because they don't quite know how it's got to that point. This is probably a communications problem, maybe we should have done more to feed it down, but I think it's the same with everything, people that haven't been as close to it perhaps aren't quite sure what's going on, and not as comfortable. Interview Participant 9

I think for it to be a success in different ways, so it's got to deliver something, change something, in order for the organisation to see, "We knew it was happening", it needs to start communicating across the whole council, and celebrating that more for it to be seen as a corporate success I guess. Interview Participant 4

The intermediate outcomes at individual level where these mechanisms were operating effectively included leadership enacted at all levels, individuals taking responsibility, continuous learning and co-created solutions. The mechanisms described above are captured in the following table and in appendix three.

Stage	Context	Characteristics	Key mechanisms of change		Intermediate outcomes	High level outcome
			Resource	Response		
Adoption IDES	C4: Individual level	Leadership	Permission to innovate Tolerating risk and ambiguity	Persistence and determination Personal responsibility	Leadership at all levels Accountability	Achieving innovation
		Relational approach Social climate	Dialogue Location and visibility	Connectivity Seeing opportunities	Effective procurement	Right service
		Human qualities and behaviours	Honesty and transparency Constructive challenge Value base Modelling	Trust Collaboration Confidence / courage	Continuous learning	Workforce
		Personal resources	Individual knowledge and expertise	Investing and engaging		Resources and efficiency

Table 5: The context for individuals and mechanisms of change

Section 4: Summary and Conclusions

4.1.1 Summary

“You can make it work if you’ve got the right culture and you’ve got the right chemistry, if people trust each other and they’re focused on the same journey and the same purpose”.

Interview Participant 5

The innovation programme in Leicestershire was prompted by strong drivers in the external environment – both compelling change in the commissioning of services for children, and providing the confidence to do so. These were responded to with a clearly articulated vision and case for change in Leicestershire, driven by strong leadership and accompanied by political support from local Members. Having a clear structure for governance guaranteed appropriate scrutiny and accountability and made the innovation highly visible to the system.

Whilst not adopting the Innovations Partnership Directive directly, the new freedoms within the 2015 Public Contracts Regulations regarding market consultation i.e. using ‘light touch’ procurement

and the development of bespoke solutions, were used creatively to capture the principle of commissioning where the answer was not yet known. This was achieved by ‘thinking out of the box’ in designing a two tier contractual framework to procure a design partner with provider potential. This innovation saw the development of a new relationship with the market based on consultation and collaboration, breaking out from the constraints of transactional commissioning models. Whilst early days, this marked the beginnings of system change in the development of market sufficiency and the commissioning of services that meet the complex needs of children and communities.

In addition to establishing the partnership, in its first year CIP activities generated some £1.9m of new income for projects that will improve outcomes for children and these represent unanticipated benefit arising from the partnership. Following research by a Design Team led by Barnardo’s involved key stakeholders in identifying challenges and finding solutions, the first design brief has been completed. The process has resulted in the business case for Service Design #Residential being approved by Cabinet. The new service will include an Assessment and Resource Team to support the most vulnerable young people, a Hub resource including three highly supported assessment beds and three additional multi-functional properties providing double-occupancy accommodation and support for young people.

The evidence in the first phase of this evaluation demonstrated that the innovation programme and CIP share many of the key features of *Human Learning Systems* in new approaches to commissioning described by Collaborate (Lowe and Plimmer, 2019). A clear vision and strategy enabled individuals and departments to align with the change programme and this has been reinforced by the dedicated resource of the CIP. Equally important was the ability of leaders to tolerate risk and uncertainty in the short term, providing time for consultation and for solutions to be found. This created a ‘permissible error’ culture where space was given for individuals to problem-solve and try out solutions. Participants in the evaluation described how individuals had responded with tenacity and persistence in finding solutions to seemingly intractable problems.

The procurement of a Design Partner in Barnardo’s brought the investment of new resources and expertise to the change programme. This strengthened confidence and supported a culture of continuous learning. A common value base and a shared vision of change for children underpinned and consolidated the relationship between the two organisations whilst also recognising the value in retaining their independent identities and agendas.

Essential to the success of the partnership in year one was the level of commitment Barnardo’s demonstrated through considerable up-front investment. Its expertise and broad service base combined with its size and agility in being able to deploy staff and management resources was key to this and might put similar innovation partnerships beyond the reach of smaller, more niche organisations.

An embedded model whereby the partner organisation lead is physically located within the CIP team was highly effective in increasing Barnardo’s presence and visibility through developing relationships, communication networks and influence. Being ‘in the right place at the right time’ provided opportunities for ‘change conversations’ to happen; generating new ideas, finding solutions and supporting trust and collaboration.

4.1.2 Moving from Adoption to IDES (Implementing, Diffusing, Embedding and Sustaining Innovation)

As the change programme unfolds, new elements will be introduced into the Adoption phase (funding opportunities and service design brief opportunities, for example) whilst others move through to the IDES phase (such as Service Design# Residential).

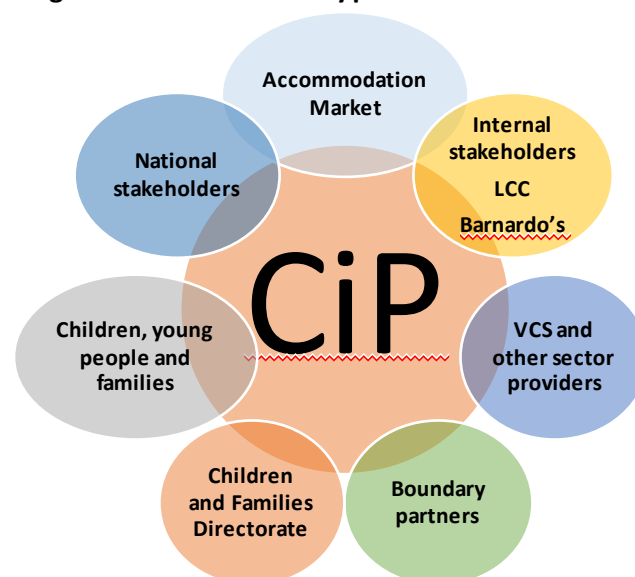
The above analysis identifies key mechanisms that will be need to be triggered as it does so and this may be more challenging as the innovation diffuses through different elements of organisation and also reaches system partner organisations. The diffusion of innovations theory (Rogers, 1995) suggests that the vision and strategy must continue to be clearly articulated and communicated in order for the relative advantage of the change programme to be seen and for close monitoring and evaluation to demonstrate its benefits.

Evidence from stakeholders suggested that the CiP developments and achievements needed to be more clearly communicated bilaterally within the council to other functions not directly involved which might also use the learning and expect to observe system changes as a consequence of the innovation programme in the longer term.

This is also the case for the wider programme stakeholders (see figure 4 below): those organisations and agencies from all sectors that collectively make up the system or service landscape which the CiP is seeking to impact, including health, education, police, targeted services and the voluntary and community sector. These stakeholders also include the communities and children that the system serves. It will therefore be important to ensure a clear communication strategy to reach those will inevitably be impacted by the innovation programme and seek their engagement in a shared vision for communities and children in Leicestershire.

The work of Lankelly Chase focussed on systems behaviours also suggests that the key elements of *Perspective, Power and Participation* (see 3.2.1) must be accounted for and that communication must therefore be bi-directional. This requires the development of forums for active participation and engagement in the programme so that there are clear feedback mechanisms and clear channels of communication back to the programme holders.

Figure 5: Communicating the vision to boundary partners and the wider system



The CIP and innovation programme have to date been marked by persuasive human behaviours driving change, motivated by a shared value base and bringing openness, trust, confidence and expertise. A challenge as the innovation diffuses is to find ways for these behaviours to be modelled both bilaterally and through multi-layers of organisation so that individuals buy into the vision and understand their role and the value and contribution they bring. This will involve leaders at all levels who take individual responsibility and can secure staff alignment through co-ordinated strategies for engagement and active participation.

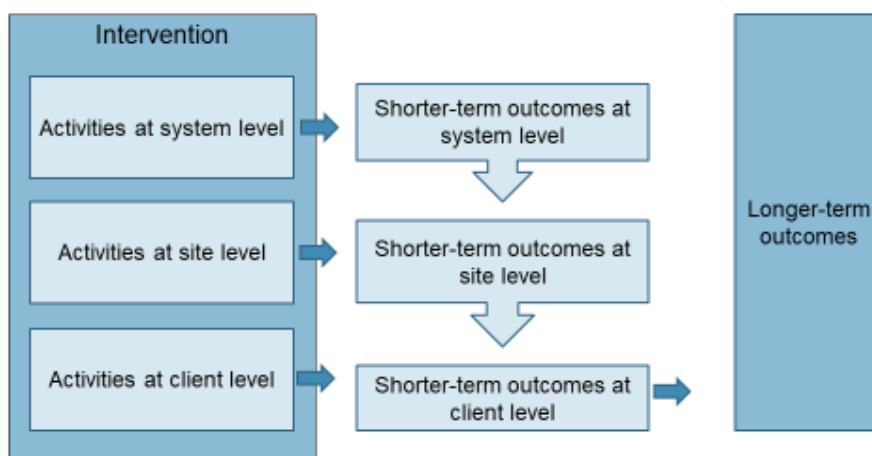
4.1.3 The next steps in evaluating impact of the CIP

As the new Service Design #1: Residential is operationalised it is increasingly important to put in place a range of monitoring activities to evaluate changes to the system including impact on children’s outcomes and their experiences of new services. The data costs and placement data collected by Machinable as part of the service design research provides a baseline for measurement.

Through the theory of change development, the CIP stakeholders identified the emergent and iterative nature of the programme and the need to monitor unforeseen system changes or unpredicted outcomes. It is important to continue to capture these, however the impact of the programme is also measurable and theory of change tells us where in the system to look for the desired outcomes for children (see figure 5 below).

Figure 6: Monitoring system change and outcomes for children

A complicated Programme Theory for a Multi-level Intervention



Funnell and Rogers, 2001 p.77 Fig 5.1

It is recommended that theory of change is used as the vehicle for designing a comprehensive monitoring and evaluation framework for capturing progress at each of these levels over the lifetime of the CIP. Developing outcomes chains for each design brief within the theory of change will provide a comprehensive framework for monitoring activities, mapping and assessing progress against key performance indicators and evaluating change. This should now be worked up in detail for the next phase. It is recommended that the theory of change is revisited and reviewed regularly with key stakeholders and boundary partners in order to capture the dynamics and impact of system level change.

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Appendix one: Interview schedule and participant list (by role)

Phase one stakeholder interview schedule

Role

- Could you explain your role in the partnership and the aspects of the partnership that you are most closely acquainted to?
- At what stage in the development of partnership did you become involved?

BAU as baseline

- How does the partnership deviate from business as usual in terms of
 - 1) Commissioning and procurement practice
 - 2) Working closely with other organisations
 - 3) Other?
- What is the vision? What will the CiP achieve? [in terms of care placement strategy]
- In what sense do you see it as being innovative?
- How will it achieve whole systems change?
- What issues does it address? [Market sufficiency issues re: good quality residential placements, high costs, inadequate supply?]

Resources

- What have the resource implications of the partnership been for your organisation? Have these been higher or more consequential for one partner than another?

Process

- How successful was the pre-procurement market engagement exercise? Why? What did this achieve?
- What was different about the tender process?
- How have you experienced the process of developing the partnership? E.g. negotiation of roles, responsibilities, objectives, contribution etc.?
- What is different about this process?
- What factors are key in enabling the successful delivery of the partnership?
- What factors have been barriers? What have been the challenges?

Partnership

- What does your partner bring to this? What do you bring?
- What makes this partnership work? What are the characteristics that make it successful? [structure, process, location, resources, expertise, partner alignment, political support, high influence – mechanisms like trust, collaboration, flexibility, working relationships, vision, determination etc.]

Progress

- What has already changed in the system as a result of the partnership, and how?
- Have there been any negative outcomes?
- Have there been any unintended outcomes that you didn't anticipate?
- From your perspective what benefits/advantages does the partnership bring?
- Whilst there are clear winners in this partnership – can you identify any potential losers?

Looking forward

- Is there a sense of shared vision that you can describe, or does this feel different for each partner? Is there a real sense of being 'purpose aligned'?
- What are the next steps as you see them? Are there any particular challenges that will need to be overcome in the near future?

What advice would you give to other LAs or vol orgs undertaking a similar endeavour?
Anything else to add?

Participant List - interviews (by role)

Assistant Director, Children's Social Care, LCC Children & Family Services
Assistant Director, Children's Services, Barnardo's
Assistant Director, Business Development, Barnardo's
Children's Innovation Partnership Project Manager, LCC
Deputy Cabinet Member, LCC
Commercial Specialist, LCC
Director, Children and Family Services, LCC
Director (Ex), Children and Family Services, LCC
Director, Commercial Services & Innovation, Barnardo's
Head of Commercial Services, LCC
Head of Service, Commissioning & Planning, LCC
Lead Member for Children, Families, and Safer Communities, LCC
Regional Director, Barnardo's
Service Designer, Barnardo's
Service Manager, Commissioning Support, LCC
Solicitor, Contracts and Procurement, Legal Services, LCC

Heads of Service and other senior representatives for the following additional departments attended workshops: Early Help and Safer Communities, Social Work, Practice Excellence, SEND and Children with Disabilities, First Response, Children in Care, Education Sufficiency.

Appendix two: The Design Brief Process

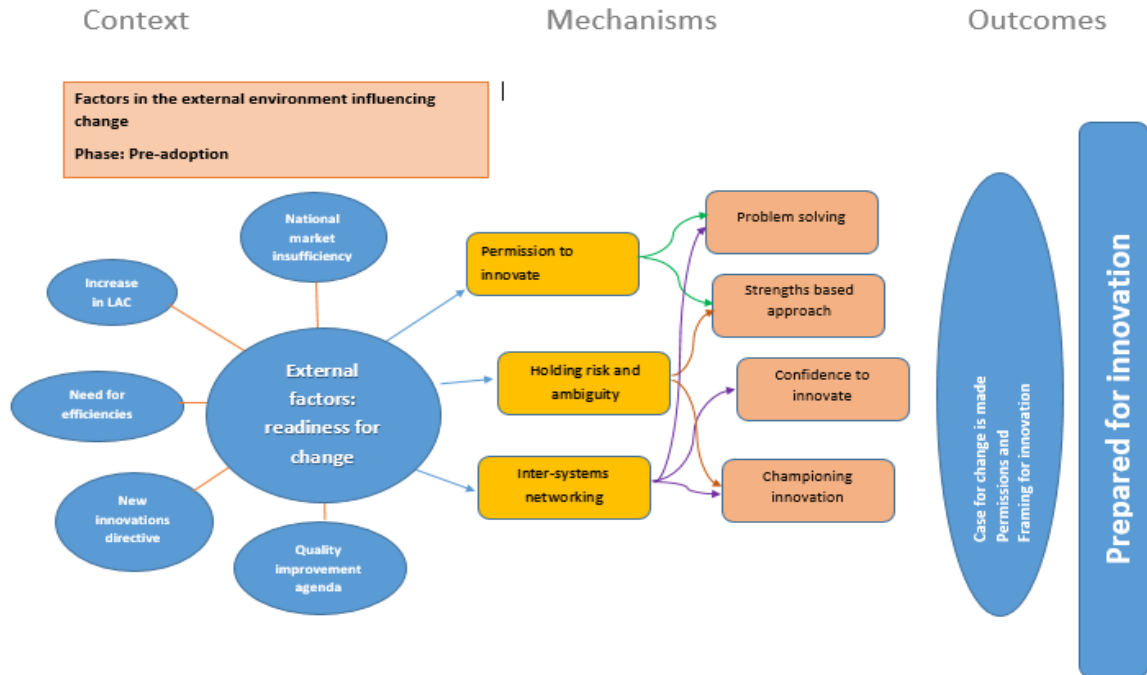
The CIP is managed through a Collaboration Agreement and then delivers through the following process:

- 1) A Design Brief is developed by the Council outlining the work area, scope and the challenges to be addressed by the Design Team
- 2) A Design Team is identified which includes experts and innovators from the Council and the Partner.
- 3) A Work Package is developed by the Design Team outlining the proposed service delivery model, anticipated outcomes, Key Performance Indicators (KPI's) and costs
- 4) The Children's Innovation Partnership Board (CIPB) considers and approves the Work Package
- 5) The Work Package Service delivery model is agreed, complying with one of the following options:
 - i. The Partner delivers services
 - ii. The Partner sub-contracts all or part of the services
 - iii. The Partner co-delivers services with the Council
 - iv. The Council procures the services from another third party provider
- 5) Service Contract is issued
- 6) The Work Package is delivered and the contract managed

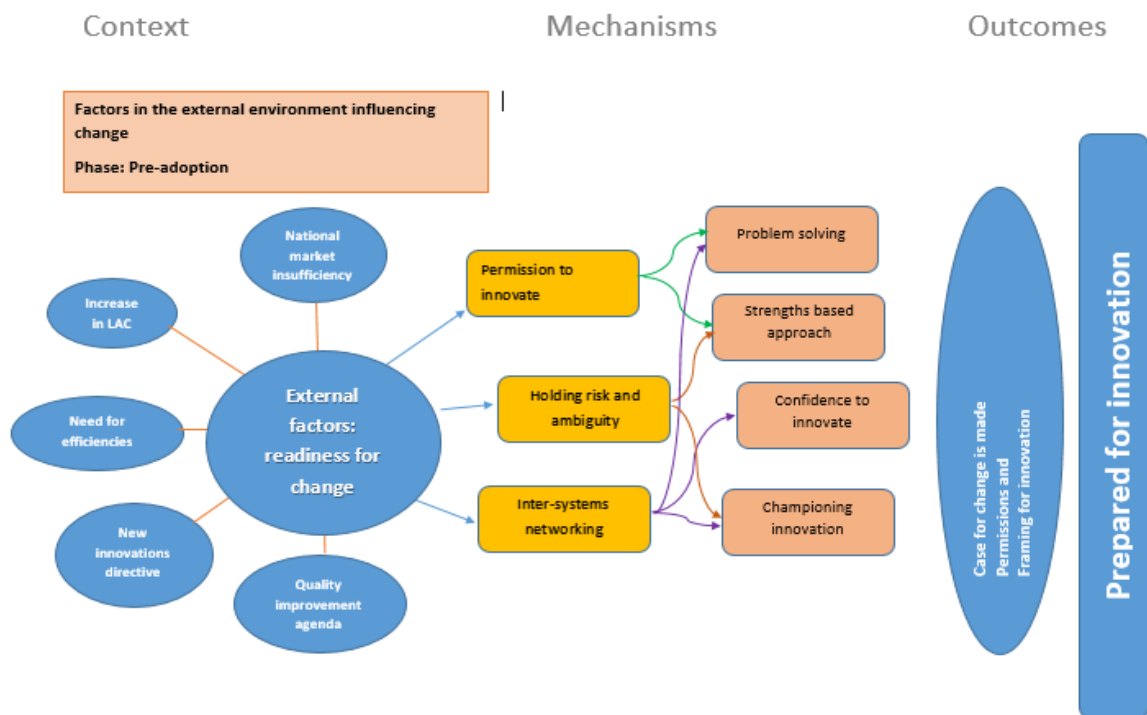
The process is anticipated to be a cycle of Design Briefs and Work Packages to address new and emerging challenges within the scope of the Care Placement Strategy

Appendix three: The contexts and mechanisms of change

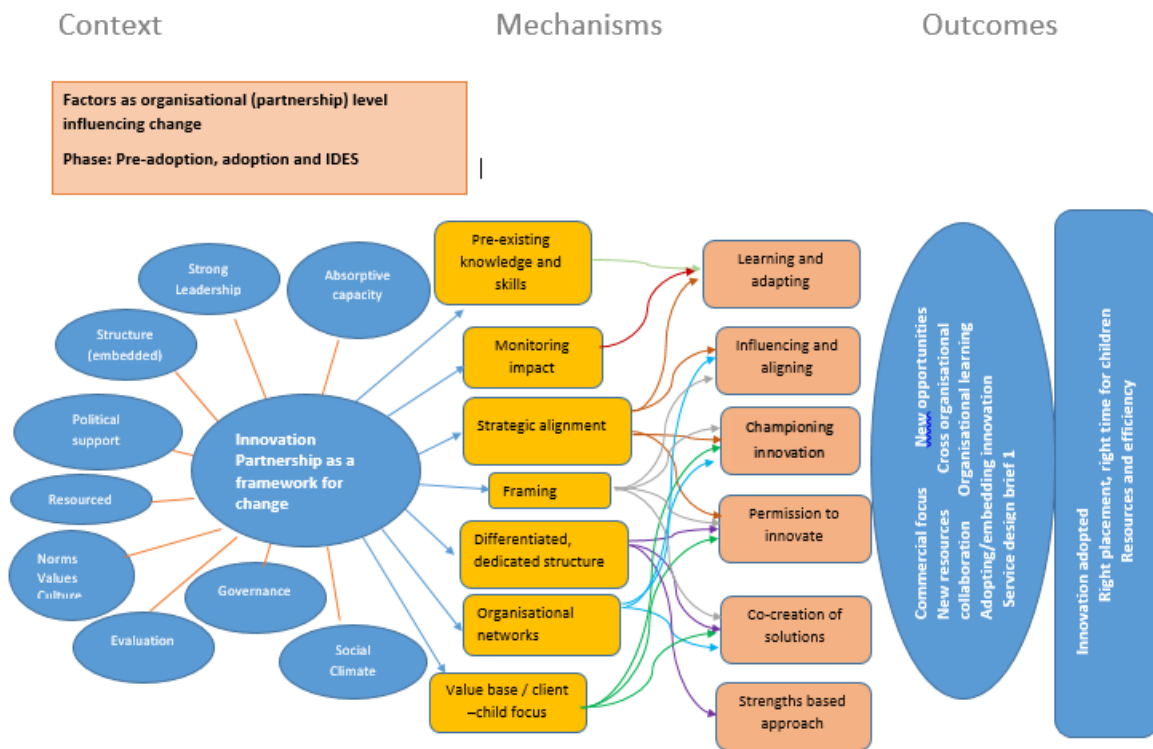
3.3.1 The national context prompts readiness for change



3.3.2 The local context and mechanisms of change



3.3.3 The Partnership context and mechanisms of change



3.3.4 The Individual context and mechanisms of change

