

## Report of Commissioning and Market Management

### Report to Director of Children & Families

Date: 13th March 2017

**Subject: European and Big Lottery funded Building Better Opportunities: Approval of the Leeds and Bradford Stronger Families Programme**



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

### Summary of main issues

- 1.1 As set out in the 2016/17 Best Council Plan Update, the council has an ambition for Leeds to have a strong economy and to be a compassionate city, tackling poverty and inequalities. In 2015/16, activities contributing to these aims included helping more than 4,600 people make the transition from benefits into work and improving employment outcomes for individuals with complex needs.
- 1.2 In March 2017, the Council received notification of the award of £3.5m to deliver a project known as *Early Intervention for Families at risk of becoming troubled families* from the Building Better Opportunities Fund over two years. Match funded by both the European Structural and Investment Fund (ESIF) and Big Lottery but managed by the Big Lottery, this injection of funds creates an opportunity for Leeds and Bradford to deliver preventative early intervention support to families to address barriers to employment and support them in their journey back to work at a faster rate than would otherwise be possible in the current financial climate.
- 1.3 This project will be implemented across Leeds and Bradford over the next two years to support a minimum of 1081 unemployed individuals within family settings across the two cities. The project is targeted at families who without intervention may become troubled families but currently do not meet the criteria for support under the national Troubled Families Programme. It aims to help those with multiple barriers move closer to the job market and into sustainable employment.

- 1.4 This project is to be led by Leeds City Council but delivered in partnership with the City of Bradford Metropolitan District Council, 22 third sector delivery partners and three non-delivering strategic partners across Leeds and Bradford. Approximately £3m of the £3.5m is to be awarded to third sector providers on a grant basis to deliver key worker support and a range of specialist interventions to support families to address the issues which act as a barrier to moving towards the job market.

## **Recommendations**

The Director of Children & Families is asked:

1. To approve expenditure by the Council as Lead Partner for the Building Better Opportunities Programme, totalling approximately £3,500,000 over two years (2017-2019).
2. To agree to enter into partnership agreements with third sector organisations to award on a grants basis funds totalling approximately £3m to deliver the programme over a period of two years, subject to satisfactory performance.
3. To note that the Head of Commissioning and Market Management is responsible for the implementation of these decisions within the timescales proposed by the Big Lottery.

## **1 Purpose of this report**

- 1.1 The report sets out the background information and proposed delivery arrangements to deliver a project known as *Early Intervention for Families at risk of becoming troubled families* from the Building Better Opportunities Fund over two years across Leeds and Bradford. The project is being led by Leeds and authorisation is sought for the Council to lead on the delivery of this 2 year programme and to award funds totalling approximately £3m over two years to 22 third sector partners.

## **2 Background information**

- 2.2 In late 2015 Leeds City Council submitted a stage 1 bid for the Building Better Opportunities Fund which is made up of match funding from the Big Lottery and European Social Fund but is managed by Big Lottery. The bid was submitted on behalf of a partnership including City of Bradford Metropolitan District Council and a number of third sector partners who expressed an interest and ability to deliver the outcomes of the programme. The project title is '*Early Intervention for families at risk of becoming troubled families – Bradford and Leeds.*'
- 2.3 In late spring 2016 we were informed that our bid was successful at stage 1 and we were invited to submit a stage 2 bid being the only partnership from the Leeds and Bradford locality successfully invited to submit a stage 2 bid. The deadline for the stage 2 bid was 7<sup>th</sup> November 2016 and required considerable development work with potential providers, key stakeholders and families. In February 2017 we received confirmation that our stage two bid has been accepted and we have been allocated a total of approximately £3.5m to deliver the programme across Leeds and Bradford over two years however news of the funding award was embargoed until 24<sup>th</sup> March 2017.
- 2.4 A total of four projects are being delivered under the Building Better Opportunities Fund in the Leeds City Region during this round of funding. These are
- Early Intervention for families at risk of becoming troubled families – Leeds and Bradford
  - Early Intervention for families at risk of becoming troubled families – Calderdale, Kirklees and Wakefield
  - Early Intervention for families at risk of becoming troubled families – York, Craven, Selby and Harrogate
  - Marginalised and Vulnerable New Migrants
- 2.5 The project is based on 3 key principles identified in the project brief from Big Lottery as prevention, early intervention and early remedial treatment. The aim of the project is to reach those families who do not yet meet the threshold for more intensive services, such as the Troubled Families Programme known in Leeds as Families First.
- 2.6 Leeds has successfully delivered its Families First programme in partnership with third sector providers and this funding allows us to build upon these strong

partnerships to deliver the project with a strong whole family approach which will enhance the early help offer to children and families across Leeds and Bradford.

- 2.7 Although the project title is *Early Intervention for families at risk of becoming troubled families* we have called our partnership Stronger Families.

### **3 Main issues**

#### **3.1 Project requirements**

- 3.1.1 All participants on the project must be unemployed or economically inactive with a particular focus on those who are most at risk of social exclusion. The project is aimed at families who require early intervention and preventative support to remove or reduce barriers to employment and progress their journey towards the job market. Barriers can include but are not limited to parents and children involved in anti-social behaviour or criminal activity, children who do not attend school regularly and parents and children with mental health issues.
- 3.1.2 A target for the project was set by Big Lottery of working with at least 865 people across Leeds and Bradford however we have committed to a stretch target of 25%. Therefore the target across the two years is to work with 1081 participants across the two local authority areas. We have agreed that a notional split of 55% to 45% will be applied meaning over the two years a minimum of 595 people in Leeds and 487 in Bradford will be supported.
- 3.1.3 Targets set by Big Lottery are further broken down into the number of men and women, number of people unemployed and economically inactive, number of people with disabilities and number of people from ethnic minorities the project must work with.
- 3.1.4 Outcomes measured by Big Lottery for the project include the number of people who move on to education and training, the number that move onto employment and the number who move onto job searching with targets set for each of these.

#### **3.2 Leeds / Bradford Delivery Model**

- 3.2.1 This partnership consists of Leeds City Council, City of Bradford Metropolitan District Council, 22 third sector delivery partners and 3 strategic partners who will not deliver but support the partnership.
- 3.2.2 An officer from City of Bradford Metropolitan District Council worked alongside officers from Leeds City Council in developing the stage 2 bid.
- 3.2.3 In order to inform the stage 2 bid a wide range of stakeholders were consulted and a Project Board established including representation from both Leeds City Council and the City of Bradford Metropolitan District Council, delivery partners, independent strategic partners and key stakeholders.
- 3.2.4 The delivery model agreed includes a range of key worker providers who will support participants through their journey to work and a range of specialist interventions which can be drawn upon as and when needed. These specialist interventions are varied but are broken down into the three broad categories of

health and wellbeing (including mental health), financial inclusion and employability support.

- 3.2.5 In addition to key working and specialist intervention services two key worker organisations will lead operational hubs, one in Leeds and one in Bradford. The operational hub will help co-ordinate referrals into each locality, support the interface between key working and specialist intervention and help share and implement good practice across both Leeds and Bradford.
- 3.2.6 A key principle of the model has been to ensure a wide and varied partnership which utilises the breadth of knowledge and experience held across a range of third sector partners who can offer specialist interventions to meet a range of needs through personalised approaches. Secondly we have sought to ensure as much of the funding as possible is spent on direct service delivery which will help families remove barriers to employment and enable participants to move towards the job market.
- 3.2.7 In order to effectively manage this programme of work the bid has included provision of approximately £400k over two years to recruit a central team including a project manager, contract management resource, quality and evaluation, finance and audit and administrative support. Also to be provided is provision for a parent support worker.

### **3.3 Identification of Delivery Partners**

- 3.3.1 The bid is very much delivered as a partnership which is being led by Leeds City Council. Prior to the stage one submission a competitive exercise was undertaken with support from procurement colleagues to identify organisations who demonstrated the skills, knowledge and experience required to support a bid of this kind.
- 3.3.2 Organisations were asked a number of questions which included details regarding their organisations aims and objectives, a number of pre-qualification questions covering areas such as health and safety and safeguarding policy and practice, details of contracts delivering similar projects and the organisations understanding of working with families with multiple barriers to employment.
- 3.3.3 This led to the identification of 22 delivery partners and 3 strategic partners who supported Leeds City Council and Bradford Metropolitan District Council in then developing the stage 2 bid.
- 3.3.4 A further competitive exercise was then undertaken to identify specific roles within the partnership including the role of hub co-ordination, one in Leeds and one in Bradford, key working and specialist interventions.
- 3.3.5 Both the exercise to identify delivery partners and the exercise to formally identify the roles of the partners were competitive exercises undertaken using the Yortender system and with the support of procurement colleagues to ensure a clear, fair and transparent process.

- 3.3.6 Support has also been sought from colleagues in legal services in drafting an appropriate Partnership Agreement which includes relevant terms and conditions and sets out the roles and responsibilities of each delivery partner as required by Big Lottery.
- 3.3.7 Barca have been selected to deliver the operational hub in Leeds and Barnardos have been selected to deliver this in Bradford. In total 12 organisations will deliver key working and 12 will deliver a variety of specialist interventions.

### **3.4 Next Steps**

- 3.4.1 The Council will sign the agreement with Big Lottery to deliver the Leeds and Bradford Building Better Opportunities Programme. This was required to take place before 22<sup>nd</sup> March 2017.
- 3.4.2 A Partnership Agreement will be put in place with all delivery partners that clearly sets out all roles and responsibilities, monitoring and financial arrangements to be signed by all partners.
- 3.4.3 Led by the Project Manager governance structures which were proposed in the stage 2 bid will be put in place. This includes a project board with representation from Leeds City Council, Bradford Metropolitan District Council, deliver partners, strategic partners and other key stakeholders including DWP.
- 3.4.4 The partnership aims to be a restorative partnership which facilitates a high support and high challenge approach and ensures the sharing of best practice from across the partnership in order to achieve the best possible outcomes for children and families.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 In order to inform the stage two bid significant consultation took place with a range of stakeholders including Housing Services, food banks, clusters and mental health professionals. Consultation was also undertaken directly with vulnerable families through an exercise managed by Voluntary Action Leeds who are one of the strategic partners on the bid
- 4.1.2 Briefings on the contents of this report have been held with the Executive Member for Children and Families and the Executive Member for Employment, Enterprise and Opportunity in January 2017.
- 4.1.3 Ongoing discussions throughout the process has taken place with organisations who are leading on other bids across the Leeds City Region to share best practice and with colleagues within Leeds City Council who have experience of delivering European funded projects.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 The stage 2 bid submitted was required to specifically address our approach to equalities in how the project is managed and run. There is also a specific target

within the project outline as to the number of participants from ethnic minorities we are expected to work with over the two year period.

- 4.2.2 An equality impact screening was completed in February 2017. This assessment confirmed that due consideration has been given to all equality groups. This will continue to be monitored throughout the delivery period through ongoing contract management, quality assurance and the sharing of best practice across the partnership. In addition many of our delivery partners are community based organisations who work within diverse local communities.

#### **4.3 Council Policies and Best Council Plan**

- 4.3.1 The proposals set out in this report complements the ambitions set out in the Best Council Plan 2015-20, specifically to 'promote sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses' with a specific focus on helping families address issues acting as a barrier to employment.
- 4.3.2 The project will also support the outcomes contained within the Leeds Children and Young People's Plan 2015-2019 – from good to great. The project will support the development of a restorative city by working with whole families to address barriers to employment such as child attendance at school or anti-social behaviour therefore contributing to the obsessions, outcomes and priorities set out within the plan.

#### **4.4 Resources and value for money**

- 4.4.1 In the current financial climate of reduced resources to deliver key priorities the ESIF programme is a significant source of external funding which can support the authorities early help offer.
- 4.4.2 By utilising a whole family approach and focus on early intervention and prevention the service will aim to support families to address issues before they require more intensive and costly intervention.
- 4.4.3 Competitive exercises were undertaken to establish the final lists of delivery partners and financial submissions from partners scrutinised and benchmarked to maximum outputs for the funds available.
- 4.4.4 This bid includes dedicated finance, contract management and quality assurance resource to ensure outcomes and expenditure are monitored throughout the life of the project to ensure value for money.
- 4.4.5 Due to the funding arrangements imposed by BBO and the manner in which funding must be drawn down the exact amounts to be paid to each partner are subject to an element of change however the figure within this report represents the estimated total amount to be paid to delivery partners.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 Advice has been sought from colleagues within procurement and legal units throughout the process.

- 4.5.2 There are no other significant legal issues relating to the contents of this report, which is subject to Call-In.

## **4.6 Risk Management**

- 4.6.1 There are risks involved in taking part in this programme and, specifically for the Council as the Lead Partner. There are potential reputational and contractual risks to the Council, as the Lead Partner we are required to meet the funding requirements which are complex and resource intensive. However, the partnership includes a wide range of organisations that are experienced in meeting a variety of funding requirements and close contact has been maintained with other organisations leading bids across the Leeds City Region and colleagues within the authority who are delivering European funding to share experiences and best practice. Support is also available from a Big Lottery funding advisor when required.
- 4.6.2 Evidence based claims must be made to draw down funding from Big Lottery on an ongoing basis therefore it is important that the Project Manager and those functions providing project support including contract management and finance are able to clearly monitor performance and progress against targets set on a regular basis. This will be clearly reported to the project board which will include delivery partners and key stakeholders.
- 4.6.3 In addition, close working with colleagues in procurement and legal services will ensure that the Partnership Agreement and any other contractual documentation are appropriately drafted to clearly state roles and responsibilities and ensure any risks are minimised.

## **5 Conclusions**

- 5.1 The Council has ambitious plans to promote sustainable economic growth and improve the wellbeing of local residents which includes helping more people into work and reduce reliance on benefits. The Council is also committed to working restoratively with families to ensure children and young people live in safe family environments wherever possible and to improve outcomes for all children and families. The Building Better Opportunities Programme jointly funded by the European Structural & Investment Fund and Big Lottery creates an opportunity for Leeds to delivery against local priorities at a much faster rate in the current financial climate.
- 5.2 In February 2017, as part of an open and competitive process, the Council was announced as the successful applicant to deliver a local programme across Leeds and Bradford that will, over the next two years, support circa 1081 unemployed individuals within families to address barriers to employment, to move closer to the job market and into sustainable employment. Working in partnership with the City of Bradford MDC and a range of third sector providers across the two cities, the partnership will be able to help vulnerable families to move closer to the job market through the provision of a dedicated key workers and a range of specialist support providers.



- 5.3 A key feature of this delivery model is the number of providers forming the partnership who have a range of experience, skills and specialist expertise. This will allow us to address a wide range of barriers to employment in a flexible and responsive manner. The range of third sector providers across the two cities including national, regional and local providers re-enforces the strength of the partnership and providers have already clearly stated a commitment to sharing best practice across the partnership which will further enhance the support offer to children and families across Leeds and Bradford.

## **6 Recommendations**

The Director of Children & Families is asked:

- 6.1 To approve expenditure by the Council as Lead Partner for the Building Better Opportunities Programme, totalling approximately £3,500,000 over two years (2017-2019).
- 6.2 To agree to enter into partnership agreements with third sector organisations to award on a grants basis funds totalling approximately £3m to deliver the programme over a period of two years, subject to satisfactory performance.
- 6.3 To note that the Head of Commissioning and Market Management is responsible for the implementation of these decisions within the timescales proposed by the Big Lottery.

## **7. Background documents<sup>1</sup>**

- 7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.