



# Cabinet Meeting

15 April 2015

**Time** 5.00 pm      **Public Meeting?** YES      **Type of meeting** Executive  
**Venue** Committee Room 3 - Civic Centre, St Peter's Square, Wolverhampton WV1 1SH

## Membership

**Chair** Cllr Roger Lawrence (Lab)  
**Vice-chair** Cllr Peter Bilson (Lab)

## Labour

Cllr Steve Evans  
Cllr Val Gibson  
Cllr Andrew Johnson  
Cllr Elias Mattu  
Cllr Phil Page  
Cllr John Reynolds  
Cllr Sandra Samuels  
Cllr Paul Sweet

Quorum for this meeting is five Councillors.

## Information for the Public

If you have any queries about this meeting, please contact the democratic support team:

**Contact** Dereck Francis  
**Tel/Email** Tel: 01902 555835 or [dereck.francis@wolverhampton.gov.uk](mailto:dereck.francis@wolverhampton.gov.uk)  
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Some items are discussed in private because of their confidential or commercial nature. These reports are not available to the public.

# Agenda

## Part 1 – items open to the press and public

*Item No.*    *Title*

### MEETING BUSINESS ITEMS

- 1            **Apologies for absence**
- 2            **Declaration of interests**
- 3            **Minutes of the previous meeting (11 March 2015)** (Pages 3 - 14)  
[For approval]
- 4            **Matters arising**  
[To consider any matters arising from the minutes of the previous meeting]

### DECISION ITEMS (AMBER - DELEGATED TO THE CABINET)

- 5            **Troubled Families programme phase two** (Pages 15 - 20)  
[To approve the Council's involvement in phase two of the initiative]
- 6            **Promoting independence** (Pages 21 - 34)  
[To approve a policy blueprint for a new operating model for adults]
- 7            **Bilston Town Centre Business Improvement District (BID)** (Pages 35 - 40)  
[To support the progression of the BID for Bilston Town centre]



# Cabinet

Minutes - 11 March 2015

## Attendance

### Members of the Cabinet

Cllr Roger Lawrence (Chair)  
Cllr Peter Bilson (Vice-Chair)  
Cllr Steve Evans  
Cllr Val Gibson  
Cllr Andrew Johnson  
Cllr Elias Mattu  
Cllr Phil Page  
Cllr John Reynolds  
Cllr Paul Sweet

### Employees

Dereck Francis	Democratic Support Officer
Nick Edwards	Service Director - City Assets
Adam Hadley	Group Manager – Democracy
Keith Ireland	Managing Director
Keren Jones	Service Director - City Economy
Kevin O'Keefe	Director of Governance
Linda Sanders	Strategic Director - People
Mark Taylor	Director of Finance

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## Part 1 – items open to the press and public

*Item No.*     *Title*

- 1 Apologies for absence**  
Apologies for absence were submitted on behalf of Cllr Sandra Samuels.
- 2 Declaration of interests**  
Cllrs Roger Lawrence and Phil Page declared a personal interest in Item 7 (City Council Statement of Pensions Policy - discretions), in so far as they are members of the West Midlands Local Government Pension Scheme.
- 3 Minutes of the previous meeting (25 February 2015)**  
Resolved:  
That subject to the inclusion of Cllr Roger Lawrence in the list of councillors present, the minutes of the meeting held on 25 February 2015 be approved as a correct record and signed by the Chair.

4 **Matters arising**

There were no matters arising from the minutes of the previous meeting.

5 **Wolverhampton Homes Annual Delivery Plan 2015/16**

Cllr Peter Bilson asked Cabinet to receive the Wolverhampton Homes Annual Delivery Plan 2015/16 and recommend it to Full Council for adoption.

Resolved:

That Full Council be recommended to approve the Wolverhampton Homes Annual Delivery Plan 2015/16.

6 **In-House Services - Adult Social Care**

Cllr Steve Evans reported on the salient points of the proposals for the next phase of the reconfiguration of in-house provided adult services with regard to:

- Learning Disability - Duke Street residential bungalows
- Learning Disability - Community Outreach and Enablement Services
- Older People – Residential and Domiciliary Reablement
- Older People - Assistive Technology (Telecare and Carelink)
- Older People – Ekta

The reduction in the Council's Government Grant and the duty placed on local authorities to promote independence under the Care Act 2014, meant that the way the Council delivered its in house adult services could not remain the same. In response to the challenge councillors and employees had been working hard to ensure the continued provision of quality, value for money services for the citizens of Wolverhampton.

He also informed Cabinet that the Adults and Community Scrutiny Panel had carried out pre decision scrutiny on the proposals at its meeting on 10 March 2015. Overall, the Panel were supportive of the proposals and Cllr Evans summarised and acknowledged the comments the Panel had made. He concluded by stating that the proposals were not about cutting services, but were about the Council working hard to provide alternative excellent services.

Resolved:

1. That the development of an options appraisal to determine the long term use of the Learning Disability – Duke Street residential bungalows with a view to moving towards a supported housing model with personalised support be approved.
2. That the commissioning of an externalised Learning Disability - Outreach Service be approved.
3. That a joint social care and health review of Older People - short term reablement and rehabilitation resources with the creation of an integrated health and social care reablement strategy and new service model with a home based short term support focus be approved.

4. That the consultation process for the commissioning of an externalised specialist Older People - reablement home care service in partnership with health colleagues be approved. The scope of the service would be specified as part of the above review process.
5. That the development of proposals for an Older People's integrated telecare and care link offer that would be integral to a 'home first' integrated reablement approach and help to shift the balance of care to support at home be approved.
6. That a further engagement and consultation process with service users of the Ekta Day Centre and stakeholders based upon a personalised approach, including consideration of the future use of the building be approved.
7. That the outcome of the consultation process to date with regard to Learning Disability Services (Duke Street Residential Bungalows and Community Outreach and Enablement Services) be noted.

7 **Wolverhampton City Council Statement of Pensions Policy - Discretions**

Cllr Paul Sweet presented a report seeking approval to a Council Statement of Policy about the exercise of discretionary functions under regulation 60 (1) of the Local Government Pension Scheme Regulations (LGPS) 2013 and Regulation 66 (1) of the LGPS (Administration) Regulations 2007.

Resolved:

That the Wolverhampton City Council Statement of Pensions Policy – Discretions be approved and implemented from 1 April 2015.

8 **School Admission Arrangements 2016/17**

Cllr Phil Page presented, for approval, schemes for co-ordinated school admission arrangements for secondary and primary schools and admission arrangements for community and voluntary controlled schools for 2016/17.

Resolved:

1. That the co-ordinated admission schemes for secondary and primary school admissions at the normal year of entry for 2016/17 be approved and the Secretary of State be notified accordingly by 15 April 2015.
2. That the proposed admission arrangements for community and voluntary controlled schools for 2016/17 be approved.

9 **Scrutiny Review of Employability and Skills**

Cllr Phil Page thanked Cllr Ian Angus and his colleagues on the scrutiny review group for bringing forward an excellent report into Employability and Skills. He commented that the report set out a way forward to ensure local people have the skills to enable them to compete in a diverse jobs market.

Cllr Ian Angus, Chair of the scrutiny review group was in attendance at the meeting for this item. He gave a brief introduction to the report containing the findings and recommendations from the scrutiny review into Employability and Skills. The headline findings had been presented to the Wolverhampton Skills and Employment

Commission and from their feedback they found the review group's findings helpful. He also reported that the challenge the city faced was high levels of unemployment alongside low skill levels in the population. The review group report contained strategic and practical recommendations in response to the challenge but there was no magic bullet. He was confident that the recommendations provided a robust platform to meet the employability and skills challenge the city faced. In concluding, Cllr Angus thanked the members of the review group and witnesses for their contributions and the employees who provided excellent supported during the review.

Cllr Roger Lawrence also thanked Cllr Angus and the scrutiny review group for an excellent piece of work which would feed into the work of the Skills and Employment Commission who would shortly be issuing its Interim Report.

Resolved:

1. That the report of the review group be received and the following recommendations be noted:

- R1 That the Council takes a stronger role as the champion and honest broker within and across partnership forums to ensure that employment and skills outcomes are effectively delivered.
- R2. That the Council utilises its role of champion and honest broker within partnership working to generate confidence and credibility in the capability of the City to deliver against the employability and skills agenda, linking strongly with the Council's Corporate Communications Team.
- R3. That the City develops a long term cross partnership strategy for employability and skills to achieve a step change in reducing the number of the working age population with no qualifications and not in employment. The strategy should:
  - provide clarity of roles and responsibilities whilst also ensuring quality provision
  - make provision for oversight and accountability, consideration should be given to establishing a bespoke forum to maintain oversight of this agenda
  - take into account the extent of the issues facing the City and ensure interventions are scalable and closely aligned to the emerging work on the Combined Authority
  - ensure consistency of approach for young people in the City
- R4. That schools be strongly encouraged to fully engage in the partnerships in the City that are dealing with employability and skills issues to meet the reasonable expectation that schools will support young people to develop soft skills, receive careers advice and gain work experience to get work ready.

- R5. That the Council has a key role as an influencer for example specific work needs to be undertaken with Department for Works and Pensions to consider more flexibility regarding Job Seeker Allowance and voluntary work experience arrangements. This influencing role needs to extend to issues of skills and employability that relate to the combined authority.
- R6. That Partnership working needs to ensure a far greater understanding of the support available across agencies in terms of the customer journey for our residents seeking work.
- R7. That the Council and its partners implement a series of initiatives, which include:
- a) A toolkit outlining the available support for aspirant individuals in the City to enable them to access employment and enterprise
  - b) A mentoring programme for entrepreneurs
  - c) Collaborating to deliver a joined up, high quality work experience programme
  - d) A multi-agency volunteering strategy that includes employment pathways for volunteers
  - e) A clear pathway of support for young people to get work ready, including consistency relating to work experience opportunities and the development of life skills.
- R8. That the City develops appropriate business support to enable the growth and development of small and mediums size enterprises (SMEs) and should offer targeted support to budding entrepreneurs and innovators. This should build on the work of the Black Country Growth Hub and the business led forums in the city.
- R9. That the Council works closely with businesses to ensure that they recognise the value, and return on investment, to their business from training their employees and supporting career progression.
- R10. That the Council develop and effectively utilise a robust intelligence base to better understand the trends in business growth and job opportunities, future skills needs, and resident profiles. This should include specific intelligence relating to age, geography and other equality characteristics
- R11. That the Council utilises its staffing teams to gather intelligence, broker partner relationships and work closely with businesses in the City.
2. That the executive response to the review recommendations be approved.
3. That the Cabinet response be referred to the Scrutiny Board for it to track and monitor the implementation of the agreed recommendations.

10 **Adult Education Service Self-Assessment Report 2013/14 and Development Plan 2014/15**

Cllr Phil Page presented the report that summarised the results of the Adult Education Service's recent self-assessment. It also set out the main areas for development, identified through the self-assessment process, in order to achieve continuous improvement.

The Self-Assessment process had been conducted using Ofsted's (Office for Standards in Education, Children's Services and Skills) Common Inspection Framework. Overall the Adult Education Service had been judged as being outstanding. Cllr Phil Page paid tribute to the employees within the service. He also informed Cabinet of the receipt of a letter from Nick Boles, Minister for Skills and Equalities congratulating the service on its achievements.

Resolved:

1. That the Adult Education Service Development Plan 2014/15 be approved.
2. That the Adult Education Service Self-Assessment Report 2013/14 be noted.

11 **Heath Town Regeneration**

Cllr Peter Bilson presented an update report on the activity undertaken to develop a programme for the regeneration of the Heath Town estate since the last report on 11 March 2014. Approval was requested to specific proposals which would inform the development of the regeneration proposals.

Resolved:

1. That proposals on the Heath Town Regeneration Project as listed below be approved:
  - i. The revised phasing for the delivery of the project based on the revisions to the masterplan.
  - ii. Further revisions to the masterplan, subject to amendment of details considered in the report relating to the revised three broad phases of the programme and the current considerations including the inclusion of the additional General Fund sites at Alma Street, Wyrley Street and Qualcast Road.
  - iii. Delegated authority to the Cabinet Member for Economic Regeneration and Prosperity in consultation with the Strategic Director for Place to determine if the Grosvenor Street site should be included within the Heath Town regeneration scheme having considered the outcome of the discussion at Petitions Committee on 13 March 2015.
  - iv. The utilisation of the revised masterplan to develop a procurement prospectus and to procure a developer through the Homes and Communities Agency Delivery Partner Panel 2. Appointment of the development partner would be subject to a further report to Cabinet to confirm the appointment.

- v. The progression of the actions set out in the report relating to the revised three broad phases of the programme and the current considerations subject to such further reports to Cabinet or Cabinet (Resources) Panel as required following the completion of feasibility and related negotiations with the parties concerned.
  - vi. To re-house affected tenants from Chervil Rise, the block proposed for demolition, and award Band 1 priority together with the Home Loss and disturbance payments.
  - vii. To ring-fence void properties which have received Decent Homes works on the Heath Town estate for transfers as an incentive for tenants to move.
2. That further reports be submitted to consider the enabling works required, including procurement of re-routed District Heating and utilities infrastructure, demolition works, and associated mechanical and electrical works. This work relates to the proposed demolition of identified Chervil Rise and Hobgate Road buildings and would not extend to the rest of the estate.
  3. That progress made with the Heath Town Regeneration Project be noted.
  4. That the on-going discussions with Black Country Make Community Investment Company around providing access to a small site on a leasehold basis for the development of community build homes on the Heath Town estate be noted.
  5. That the requirement to fund and procure enabling works including utility separations in advance of the planned demolition be noted.
  6. That the revised project plan timescale and the communications strategy be noted.
  7. That Wolverhampton Homes' planned development of wider investment plans for the retained housing stock within the Heath Town estate be noted.

## 12 **Improving the City Housing Offer**

Cllr Peter Bilson presented a report which summarised the challenges facing the Council in improving delivery of a "fit for purpose" city housing offer across all tenures and, building on the progress to date, set out a framework for progressing this across the city.

He reported that the Council wished to improve on the housing offer in general and increase the amount of housing development taking place in the city. The proposals in the report looked at this and put forward a framework for delivery.

Cllr Roger Lawrence drew Cabinet's attention to the appendices containing a list of housing developments in the city and reported that Wolverhampton was well placed in terms of the housing development opportunities to supply housing for the next ten years. However, the Black Country Core Strategy indicated that Wolverhampton should be building to a much higher rate. The challenge was how the Council

together with its housing partners could work together to increase the housing provision.

Resolved:

1. That the proposed framework for the programme of activity to improve the city housing offer be approved.
2. That the revised governance arrangements to manage the delivery of activity to improve the city housing offer be approved.
3. That the proposals regarding the future management of the Housing Revenue Account (HRA) and review of the HRA Business Plan and Asset Management Plan be approved.
4. That it be agreed to pursue the investigation of other public sector housing delivery models.
5. That the intention to review existing employee delivery arrangements and go live with new structure from September 2015 be approved.
6. That the report be referred to the Vibrant, Safe and Sustainable Communities Scrutiny Panel on 19 March 2015.

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#### **Transportation Capital Programme - 2015/16 and Future Years**

Cllr Peter Bilson sought approval to a programme of capital funded schemes to develop and maintain the transportation network for the financial years 2015/16, 2016/17 and 2017/18, subject to available resources and annual review. The programme represented an investment in a significant level of work over the years of £15 million.

Resolved:

1. That the list of schemes for development and implementation for each part of the Transportation Capital Programme 2015/16 and future years, be approved.
2. That the Transportation Manager be authorised to proceed with development work for each scheme on the list including surveying, site investigation, options appraisal, feasibility analysis, traffic modelling, detailed design, statutory advertising and public consultation, as appropriate.
3. That the 67 schemes marked 'A' in the 'Approval' column in Transportation Capital Programme 2015/16 be approved for construction using the Council's own resources and/or the term framework contractors available to the Council, the selection of contractor to be based upon the criteria set out in the report.
4. That the Cabinet Member for Economic Regeneration and Prosperity in consultation with the Service Director, City Assets be authorised to approve construction of the 84 schemes on the list marked 'D' in the 'Approval' column in Transportation Capital Programme 2015/16, subject to the satisfactory outcome of public consultation, availability of funding and any other relevant considerations.

5. That the actions of the Strategic Director, Place and the Director of Finance in submitting bids for additional funding under the Local Highways Maintenance Challenge Fund be approved as well as the inclusion of these schemes in the capital programme subject to the successful outcome of the bids.
6. That Wolverhampton City Council acts as the accountable body for the Accessing Growth Fund.
7. That the Director of Governance and Solicitor to the Council be authorised to enter into legal agreements with Walsall, Sandwell and Dudley Councils in respect of the funding and delivery of schemes under the Accessing Growth Fund, and agree to the inclusion of the relevant schemes in the capital programme.
8. That the inclusion of the 'Managing Short Trips' programme in the capital programme be approved and the Cabinet Member for Economic Regeneration and Prosperity in consultation with the Service Director, City Assets be authorised to agree the individual schemes to be included in the programme.
9. That approval from Full Council be sought to make grant payments to Walsall Metropolitan Borough Council (MBC), Sandwell MBC and the Canal and River Trust as follows:

	2015/16 £000	2016/17 £000	2017/18 £000	Total £000
<b>Accessing Growth</b>				
-Walsall MBC - Bentley Lane	800			800
-Sandwell MBC - North Smethwick Canalside Access	630			630
<b>Managing Short Trips</b>				
Canals and River Trust -National Cycle Network 81 Route Enhancements		401		401

10. That the Director of Governance and Solicitor to the Council be authorised to serve all necessary notices in respect of the schemes listed in the Transportation Capital Programme 2015/16 and, subject to there being no unresolved objections, make traffic regulation orders as required.
11. That the Council be authorised to enter into any agreements under Section 38 or section 278 of the Highways Act 1980 necessitated by the contents of the report.
12. That the expenditure and progress made in delivering the schemes in the Transportation Capital Programme during 2014/15 be noted.

13. That the Council's considerable success in bidding for additional funding and delivering new schemes through the Local Sustainable Travel Fund, the Pothole Fund, the Local Pinch Point Fund, the Accessing Growth Fund and the Managing Short Trips programme be noted.

14 **Exclusion of press and public**

Resolved:

That in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following item(s) of business as they involve the likely disclosure of exempt information falling within the paragraphs of Schedule 12A of the Act set out below:

<i>Item No.</i>	<i>Title</i>	<i>Applicable paragraph</i>
15	Wolverhampton Interchange Progress Update and Delivery Strategy	3
16	Junction Two Programme	3

15 **Wolverhampton Interchange Progress Update and Delivery Strategy**

Cllr Peter Bilson presented an update report on the Wolverhampton Interchange project and sought approval to specific proposals to further the delivery of the project.

Resolved:

1. That the strategy to bring forward the delivery Wolverhampton Interchange Project and the influencing strategy to secure the wider project delivery be approved.
2. That it be agreed to Wolverhampton City Council (WCC) receiving grant funding of £4.5 million Local Growth Fund (LGF) monies and £9 million Local Transport Board (LTB) funding entering into a funding agreement with Walsall Council as accountable body for the Black Country Local Enterprise Partnership (LEP).
3. That it be agreed to include £17.5 million within the Council's capital programme for Interchange Phase Two funded as per the funding and expenditure profiler at table 1 in the report.
4. That the principle of WCC acting as accountable body for the Wolverhampton Interchange Project drawing down the external funding from LGF and LTB be approved and authority be delegated to the Cabinet Members for Economic Regeneration and Prosperity and Resources in consultation with the Strategic Director, Place and Director of Finance to enter into sub-agreements with Centro and Neptune.
5. That it be agreed in principle that WCC land at Interchange, as detailed on Appendix A to the report, can contribute to the project and authority be delegated to the Cabinet Members for Economic Regeneration and Prosperity and Resources in consultation with the Strategic Director, Place and Director of Finance for the execution of the appropriate land transactions.

6. That the principle of receiving Homes and Communities Agency investment into i10 be approved and authority be delegated to the Cabinet Members for Economic Regeneration and Prosperity and Resources in consultation with the Strategic Director, Place and Director of Finance to agree the principles of the investment and execute the necessary legal agreements.
7. That the continuing support of the project team in influencing partners, stakeholders, funders and decision makers to assist in the delivery of Wolverhampton Interchange be agreed.
8. That further progress reports be submitted to Cabinet as the delivery of this project progresses.

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### **Junction Two Programme**

Cllr Peter Bilson presented the report that updated Cabinet on the current position of i54 as the physical works come to a close and the Junction Two Programme, a wider area which would include i54.

Resolved:

1. That the future strategy for widening the i54 project to include the Western Extension and J2 East referred to as "Junction 2" be approved.
2. That the next steps for progressing an extension to i54 be approved.
3. That the proposed arrangement for working in partnership with Staffordshire County Council and South Staffordshire Council be approved.
4. That authority be delegated to the Cabinet Member for Economic Regeneration and Prosperity in consultation with the Strategic Director- Place to agree the Heads of Terms for a revised joint venture arrangement for the partnership
5. That the progress made in delivering the i54 project be noted.
6. That the progress made with the western extension feasibility work be noted

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# Cabinet Meeting

15 April 2015

<b>Report title</b>	Troubled Families Programme Phase Two	
<b>Decision designation</b>	AMBER	
<b>Cabinet member with lead responsibility</b>	Councillor Val Gibson Children and Families	
<b>Key decision</b>	No	
<b>In forward plan</b>	No	
<b>Wards affected</b>	All	
<b>Accountable director</b>	Linda Sanders, Strategic Director, People	
<b>Originating service</b>	Children and Young People	
<b>Accountable employee(s)</b>	Rachel King	Head of service Early Help 5-18
	Tel	01902 555955
	Email	Rachel.king@wolverhampton.gov.uk
	Emma Bennett	Service Director, Children and Young People
	Tel	01902 551449
	Email	Emma.bennett@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	People Leadership Team	23 March 2015

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## Recommendation(s) for action or decision:

The Cabinet is recommended:

1. To approve Wolverhampton's involvement in phase two of the Troubled Families initiative and agree in principle Wolverhampton's commitment to turn around 2,840 families between April 2015 and March 2020, attracting up to £5.1 million additional investment.
2. To endorse the proposed phase two service delivery to embed this work as 'business as usual' within Public services.
3. To reflect on the longer term commitment required within the city to be successful in phase two and ensure that resources are targeted at the right families in order to contribute to the citywide aim of preventing and reducing looked after children.

## **1.0 Purpose**

- 1.1 Following the national launch of the Troubled Families Programme in 2011 Wolverhampton City Council entered into a contract with Department for Communities and Local Government (DCLG) to 'turn around' 810 families by significantly improving school attendance, reducing anti-social behaviour and getting parents back into work . The clear expectation from DCLG was that Wolverhampton would achieve 100%. Work on phase one commenced in April 2012 and ended in March 2015. In February 2015 Wolverhampton successfully completed phase one of the programme by achieving the 100% outcome target. This has resulted in Wolverhampton being included in the expanded programme (phase two).
- 1.2 Phase two is a five year programme that is aimed at further embedding the 'whole family' approach to supporting families. Over the duration of the programme this work will be embedded into every day practice and become 'business as usual'.
- 1.3 In phase two, Wolverhampton City Council needs to work in an effective partnership with representatives from the police, health, housing, education, Department for Work and Pensions) DWP and the voluntary sector to ensure that over the next five years significant and sustained change is brought about for 2,840 families. Regular data exchange between partners will ensure that support is targeted at the right families and this will support the further development of the Council's Early Help Services to ensure that families are provided with the right support, at the right time and that we prevent families having to access specialist services, including Social Care and the Youth Offending Team.

## **2.0 Background**

- 2.1 The Troubled Families programme was launched by the Prime Minister in 2011. The programme is led by Louise Casey CB.
- 2.2 A Troubled Families Team, based in the Department for Communities and Local Government (DCLG) was established and was given the responsibility to co-ordinate efforts across the whole of government and to provide expert help to English Local Authorities to ensure the programme's success.
- 2.3 Government data collected in October and November 2011 estimated that £9.0 billion is spent annually on troubled families. This equates to an average of £75,000 per family each year. Of this, an estimated £8.0 billion is spent reacting to the problems these families have and cause with just £1.0 billion being spent on helping families to solve and prevent problems in the longer term.
- 2.4 In July 2012, a report was published highlighting the types of issues these families face and present. The government made a commitment to turn around the lives of 120,000 troubled families by 2015.

- 2.5 An evaluation report by the National Centre for Social Research shows that intensive intervention to support and challenge troubled families is effective in turning round their lives – a family getting intensive support and challenge is twice as likely to stop anti-social behaviour as one not getting the intervention.
- 2.6 In December 2012 the Troubled Families Team published a report which looked at the academic evidence underpinning family intervention techniques and how effective they can be.
- 2.7 Based on evidence gathered from a number of government departments that looked at worklessness, anti-social behaviour, crime, school attendance and exclusions each Local Authority was given a target number of families to turn around by May 2015. The target for Wolverhampton was 810. Wolverhampton was also given the opportunity to provide a third local criterion if only two of the national criteria were met. Local criteria included domestic violence, mental health, substance or alcohol misuse, police priority area, non-engagement with pre-school provision, child at risk of entering care, gang involvement, at risk of sexual exploitation, and criteria for preventing youth crime.
- 2.8 The contract agreed with the Council in phase one was to turn around 810 families and this attracted additional funding. The funding comprised a management fee, an attachment fee for families that were identified and a Payment by Results Fee (PBR) paid once evidence was provided demonstrating progress to work, reduced crime and anti-social behaviour, and reductions in exclusions and unauthorised absence.
- 2.9 For the three years of phase one DCLG provided £100,000 per year coordination fee, £3,200 attachment fee for each family and a potential £800 PBR. The maximum funding therefore available was £3,540,000.
- 2.10 In February 2015 Wolverhampton submitted a payment by results claim that led to the phase one target to turn around 810 families being achieved. Due to the successful completion of phase one, the Council are now involved in phase two of the programme. Throughout phase two there needs to be a focus on ensuring the resources are focussed on the right families and that we achieve significant and sustained progress with families which will raise aspirations, improve life chances and prevent the need for specialist service intervention.

### **3.0 Progressing Into Phase Two**

- 3.1 In phase one, Wolverhampton did not set up a separate 'Troubled Families' team to provide support to families. This decision was taken in an attempt to make the work more sustainable. The model of delivery was for support to be delivered within existing services, both internally and externally, and via the third sector. Organisations were given the attachment fee (£3,200 per family) to work with an agreed number of families. This model did present some challenges especially for smaller providers who did not have the required infrastructure to key work families.
- 3.2 In phase two, the reduction in the attachment fee from £3,200 to £1,000 per family means that it will not be possible to give large sums of money up-front to providers. In particular, this may impact on the capacity of some of the smaller third sector

organisations to deliver key working support. There needs to be on-going commitment to partnership working and opportunities will be explored for how the skills and experience in the third sector can be best utilised. Finance for phase two is guaranteed for the first financial year 2015/16. A guarantee cannot be provided for the following years but the funding has been profiled for five years by central government.

- 3.3 Data from phase one payment by results claims indicates that 77% of the claims were following intervention from Early Help Services. This provides a strong basis for why phase two should be a key priority for Early Help and this fits with the service vision to develop intense targeted family support. The key driver for this is to contribute to the prevention of children coming in to care by ensuring that families are provided with the right support and at the right time. A vital area for development in phase two is to ensure that help and support is targeted at the right families and in the right areas of the city. To achieve this we need to develop a better understanding across council services and other partner agencies to enable the appropriate targeting of our troubled families.
- 3.4 The ability to analyse a wide range of data is therefore critical to the success of this programme both in terms of identifying eligible families and being able to evidence outcomes. In phase one data was analysed on approximately 3,000 families to identify eligibility criteria and PBR outcomes. With the increased target for phase two requiring 2,840 families to be turned around this will require additional resource for data management.
- 3.5 To assist with the identification of phase two families the national criteria for involvement in phase two has been widened to include the local criteria that Wolverhampton identified in phase one:
1. Parents and children involved in crime or anti-social behaviour;
  2. Children who have not been attending school regularly;
  3. Children who need help; children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan
  4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
  5. Families affected by domestic violence and abuse;
  6. Parents and children with a range of health problems (including physical and mental health).
- 3.6 To be eligible for the expanded programme, each family must have at least two of these six problems. This widened criteria will enable services to identify troubled families that they have on their existing caseload and going forward, the focus needs to be on embedding this work with families and making it 'business as usual'. We need to realise public transformational change and a specific focus is required on getting health colleagues involved.
- 3.7 Further, emphasis in phase two needs to be on getting more families back into work. This requires much more than a keyworker being identified for these families. Early discussions have already taken place with employees within City Economy regarding European Social Fund (ESF) funding opportunities. Although in phase one we managed

to achieve employment outcomes for 127 families, worklessness is a central theme to this programme and we need to explore where we can improve upon this outcome.

3.8 The cost savings calculator is a tool to enable Local Authorities to identify the benefits that derive from the Troubled Families programme. It will enable us to identify changes in behaviour across the cohort of families thus reducing the need for reactive services, such as Police, Accident and Emergency (A&E), Social Work interventions and Court interventions. Costs can be attached to all of these reactive interventions. This tool will assist us in calculating the benefits of other Early Help and specialist services going forward.

3.9 Measuring the success of phase two will be determined locally and Wolverhampton are underway developing an Outcomes Plan that will evidence significant and sustained progress. The Council will need to work closely with decision makers in health, economic regeneration and schools to ensure that we fully explore all opportunities to support these vulnerable families.

#### **4.0 Financial implications**

4.1 Phase one has attracted £865,000 through payment by results (PBR) in 2014/15.

4.2 Of the PBR received, £162,000 has offset savings targets for 2014/15 on Early Help 0-5 Service, the balance of £703,000 PBR will be utilised to enhance family support and embed the Troubled Families intensive model of working across the Early Help Services.

4.3 Moving into Phase two, it is planned that funding of £162,000 will be used to support the Early Help 0-5 Service as above in paragraph 4.2, along with £328,000 to support eight additional Parent Support Advisers within the Early Help 5-18 Service to continue to enhance family support and embed the Troubled Families intensive model.

4.4 DCLG have confirmed that Wolverhampton will need to engage 2,840 families for inclusion in the five year expanded programme from 2015/16.

4.5 The amount of funding offered will be £1,000 attachment fee for each family identified plus a sustained and significant turnaround fee of £800 PBR. On this basis, Wolverhampton could attract a further £5.1 million over the five year period.  
[NM/23032015/D]

#### **5.0 Legal implications**

5.1 There are no direct legal implications arising from the report.  
[TC/27032015/D]

#### **6.0 Equalities implications**

6.1 There are 'Troubled Families' in all communities and we need to ensure that identification and progress penetrates all vulnerable groups. Long term unemployment does impact

more upon those with multiple issues and it is important that we identify where work and progress to work opportunities can be made available to these groups.

## **7.0 Environmental implications**

7.1 No significant environmental implications have been identified.

## **8.0 Human resources implications**

8.1 There will be a need to recruit an additional Data Analyst in order to manage the high level of data in phase two. There are no other human resource implications as all other staff required to deliver on this programme are already in post.

## **9.0 Corporate landlord implications**

9.1 No additional property will be required and no alterations to existing property is anticipated.

## **10.0 Schedule of background papers**

None



# Cabinet Meeting

## 15 April 2015

<b>Report title</b>	Promoting Independence	
<b>Decision designation</b>	AMBER	
<b>Cabinet member with lead responsibility</b>	Councillor Steve Evans - Adult Services	
<b>Key decision</b>	Yes	
<b>In forward plan</b>	Yes	
<b>Wards affected</b>	All	
<b>Accountable director</b>	Linda Sanders - Strategic Director People	
<b>Originating service</b>	Older People	
<b>Accountable employee(s)</b>	Anthony Ivko	Service Director Older People
	Tel	01902 555310
	Email	anthony.ivko@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	Adult Budget Development working group	23 February 2015
	Strategic Executive Board	10 March 2015

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### Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Endorse this report as the policy blueprint for a new operating model for adults.
2. Approve a formal engagement process with stakeholders and amend as necessary and delegate to the Cabinet Member Adult Services in consultation with the Service Director Older People any editorial amendments.

## 1.0 Purpose and executive summary

- 1.1 In common with councils across England, Wolverhampton City Council is facing unprecedented challenges both in terms of meeting its statutory duties in relation to Adult Social Care (ASC) and in doing so with reduced budgets and the need to make further reductions.
- 1.2 The Care Act 2014 replaces a number of pieces of primary legislation reaching back to the 1948 National Assistance Act and makes significant changes to the duties and powers of local authorities whilst also embedding personalisation as integral to all social care support. The act seeks to strengthen:
- The role that Information and Advice has in promoting independence
  - Early intervention and the need to prevent, reduce or delay needs
  - Asset based approaches and the need to build individual and community resilience
- 1.3 At the same time as the introduction of the Care Act 2014 the Better Care Fund offers opportunities to work collaboratively with Health and other partners to deliver support which improves wellbeing whilst offering savings through more effective and coordinated delivery of support.
- 1.4 In order to address the transform the social care system and address financial pressures there are three key areas of change that will be addressed as a priority:
- **Management of demand**, by developing approaches which enable those with low level to find solutions which do not require the need to provide statutory services
  - **Changing the way we work** within the social care system. For many years councils recorded activity on the basis of the number of services they provided, leaving a legacy within the culture of social care which now needs to shift to one where the role of social care is to support people to find solutions not to provide services, finding alternatives to drawing people into the world of statutory social care
  - Fully embracing a personalised approach requires existing services to be reviewed to ensure that every opportunity is taken to replace expensive services with more effective solutions with better outcomes for people
- 1.5 Recent developments within social work have redefined the role of the social worker. The work of the college of Social work and other bodies are reshaping and redefining the role of the social worker. In conjunction with the Care Act greater opportunities are available for increased diversity in the skills mix of those working in the social care arena which will enable social workers to focus on the protected activities for which they are trained and skilled.
- 1.6 In order to meet the challenges of meeting the Care Act 2014 in the context of the need to make additional savings, Wolverhampton City council now need to embrace the opportunities available to it including those within the Better Care Fund to design and implement the new operating model based on the principles outlined in this paper.

1.7 Key aspects of a new model should include the following nine elements:

- The delivery of a universal information offer, to all citizens either through internet based sources or facilitated access
- Community based support using existing community hubs, drawing on local knowledge and building community capacity
- Building community and individual resilience
- Reducing demand by maximising the use of Universal services and social capital
- Opportunities for partnerships with other agencies who have contact with people who may need support, health, police, fire service and voluntary sector etc. and using them to identify opportunities to intervene early to prevent or delay the need for statutory support
- Structures and processes which enable individuals to seek early help and support which offer solutions based within their own relationships, families and communities
- Structures and processes that identify risk both, to independence and to wellbeing which ensure statutory intervention where appropriate
- A move to having 'conversations' with people which help to resolve issues and concerns rather than assessment geared towards providing services
- Effective use of the professional workforce, redefining the social work role

1.8 In order to deliver the model four activities need to be undertaken:

- Ensure a culture change within the organisation and at all levels to recognise that the role of adult social care has changed from assessing and delivering services to one which supports individuals to meet their outcomes, often without the need for service provision.
- The development of clear access pathways for both information and advice and inter-professional referrals.
- The development of a number of community access points, where using the resources available on the Council's Information portal and local knowledge individuals can explore the outcomes they wish to meet and the resources available to them.
- Development of organisational arrangements which provide accountability for social work practice, in terms of its quality and the resource and budgetary implications of interventions.

1.9 This paper outlines the key principles underpinning the proposed new operating model. Further work will be undertaken to design and evidence a final, detailed operating model for implementation.

## 2.0 Background

2.1 Social Care is facing unprecedented change as result of a number of drivers.

### **The Care Act 2014**

2.2 The Care Act 2014 replaces much of the primary legislation dating back to the 1948 National Assistance Act. In doing so it places a number of new general and specific duties

on councils. Many of these duties have significant impact on the design of an operating model for adult social care.

- Well-being principles place a general duty on local authority staff to promote the well-being of individuals when exercising any function under part 1 of the Act
- A general duty to provide a range of preventative services that will contribute towards preventing or delaying the development of adults/carers in its area for needs for care and support and reduce the needs for support of adults/carers within its area
- Integration with the NHS where this would promote well-being or contribute to the prevention of needs in adults/carers and improve quality of life, delivered in the main via the Better Care Fund
- An enhanced duty to provide adults and carers with information about care and support arrangements, enable the accessing of this support and to independent financial advice
- Cooperation between public bodies including housing and health
- Changes to the duty to assess, with specific regard to the well-being principle and any assessment must include the adult and the carer
- A new duty to assess carers' needs based upon the appearance of need with specific provisions for the parents of children in transition and young carers transitioning to adulthood. There is also a duty to meet eligible need
- A duty to ensure that the eligible needs of self-funders are met

### **Principal Social Worker for adults**

- 2.3 Designated principal Social Workers (DPSW) were first proposed by Professor Eileen Munro in her review of child protection in 2011 which identified the importance of better communication and understanding between social workers and senior management.
- 2.4 The College of Social work sought to extend the role to include Adult Social Work. As with the Children's Principal Social Worker, the role of the principal social worker for adults also takes a professional lead across the organisation and has responsibility for:
- ensuring consistent application of the professional capabilities framework from the College of Social Work
  - setting and monitoring professional quality standards
  - developing and maintaining a professional network across Adult social work that ensures a consistent professional culture and practice
- 2.5 A key element of that transformation will be the implementation of a Care Act compliant Adult Operating Model for Social work that is clear about the role of Social Workers. This will provide the foundation for professional expectations within a multi-disciplinary setting.

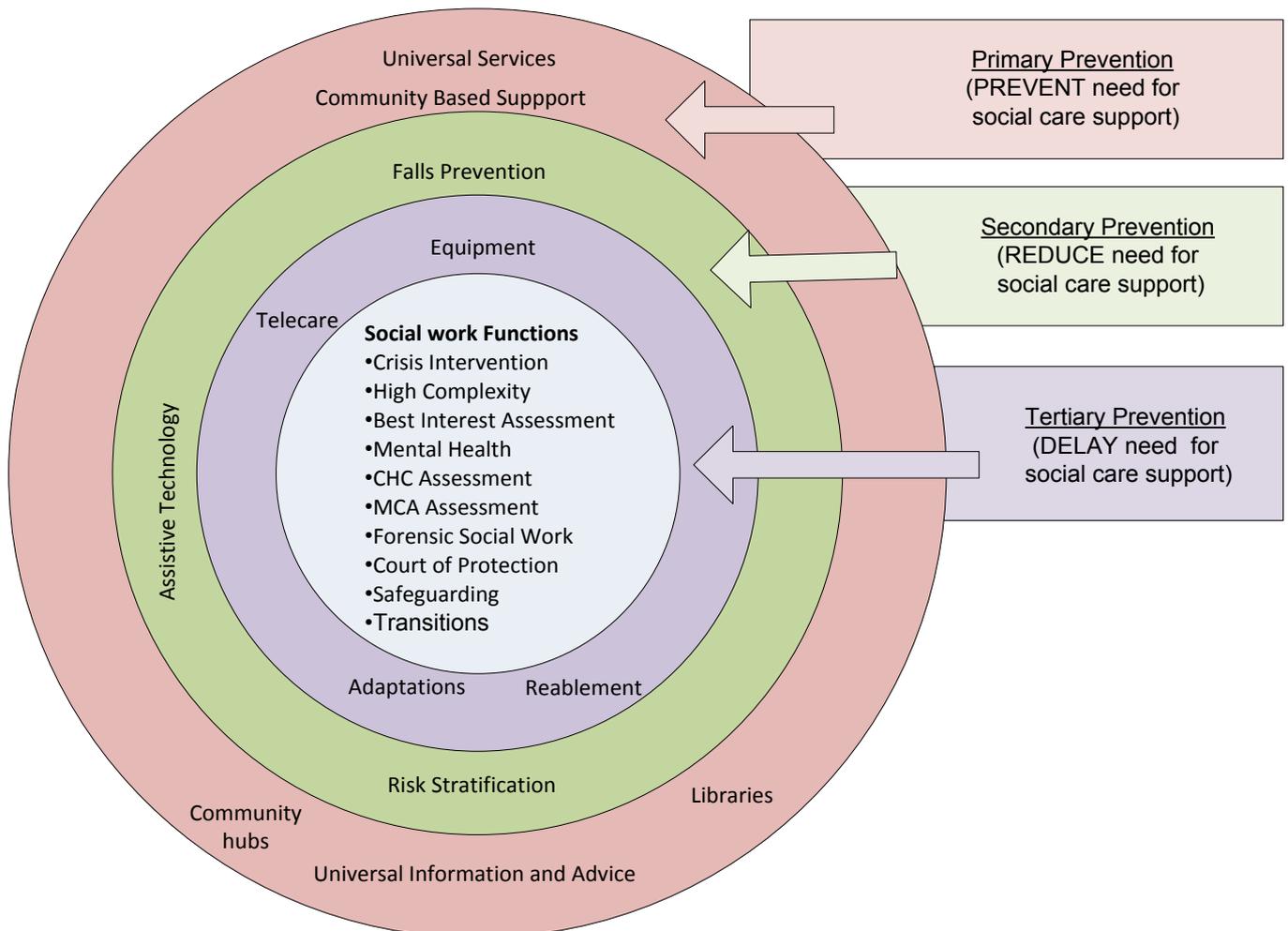
## Better Care Fund

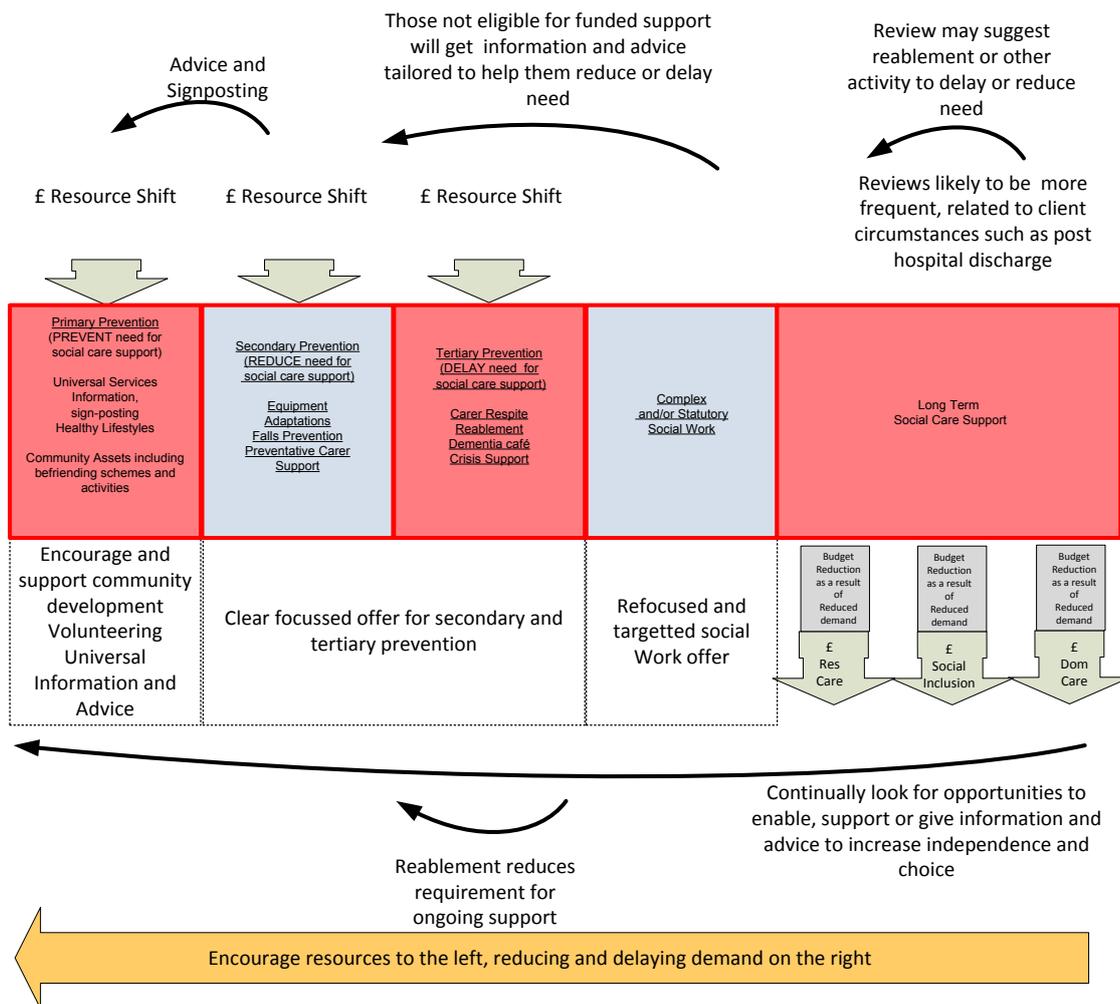
2.6 The Better Care Fund seeks to ensure transformation through the integration of health and social care and the creation of a single pooled budget which will require the NHS and the Local Authority to work more closely together to deliver support which improves wellbeing.

### 3.0 Key Aspects of the proposed new Adult Operating Model

3.1 Many of Wolverhampton's past efforts to redesign the Adult Social care service have focussed on system changes which seek to create more efficient ways of moving people through the traditional assessment and care management process with the outcome of increasing cost without necessarily improving outcomes. The new responsibilities of the Care Act 2014 and adoption of a fundamental principle to promote independence through an individually tailored, personalised approach within a new operating model with nine key features as previously described will underpin the transformation of adult social care.

3.2 The following illustrate how the new model will support people at the earliest opportunity without drawing them into statutory social care arena other than where this is necessary to meet statutory duty:





3.3 At its most basic level the model can be broken down into two elements:

- i) the first element has a focus on activities which contribute to demand management and financial sustainability, preventing and delaying the onset of needs
- ii) the second element focuses on professional social work practice for those individuals who require a statutory response including safeguarding, Court of Protection, Deprivation of Liberty Safeguards etc.

Both elements are rooted in Wellbeing and the promotion of independence.

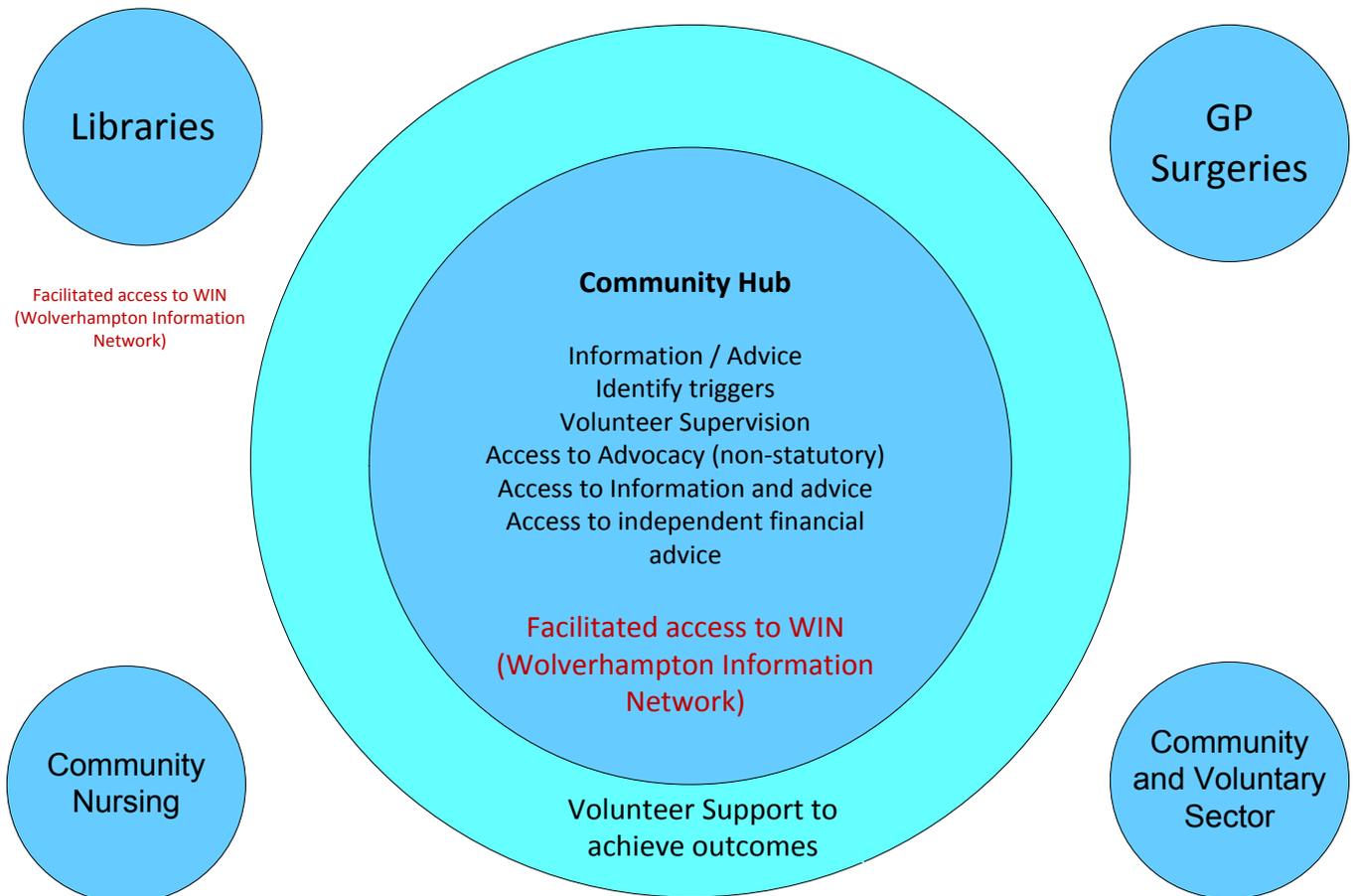
3.4 The role of the principal social worker for adults is critical for success, leading the culture change required to ensure that services are not substituted for activity to promote independence. The role will be to be responsible for the development of policy and professional practice that is consistent with the College of Social Work framework and Promoting Independence.

3.5 The new adult operating model will be asset based, working with individuals, using their own strengths and those of their community to retain or regain their independence. It is the role of social care to shape and stimulate that support, promoting community resilience.

- 3.6 Where higher intensity support is required, or where support is required as a result of statutory duty, this will be delivered in a way which assumes maintenance or recovery of their independence and choice and control over their lives. The model Looks to support people to re-engage people with their communities at the earliest opportunity reducing the need for long term reliance on social care.
- 3.7 For those who do need a statutory service, this needs to be undertaken within an organisational arrangements which are able to deliver a quality service, where professional staff are responsible and accountable for their own practice and that of those they supervise. This accountability extends to the cost of services and support provided as a result of their intervention.
- 3.8 The focus must be on the person not their disability, resulting in more asset based approaches and responses that reflect what matters to the person not the services on offer from the Council.
- 3.9 Wellbeing must be at the heart of everything we do, recognising that wellbeing must be defined by the individual and is unique to them and their circumstances.
- 3.10 Adult Social Care will become a central point of coordination, offering information, advice and guidance to ensure citizens have the tools and resources to make sense of their own care and support needs and assist them to identify appropriate support to meet those needs within their own resources or those around them.
- 3.11 The approach will be to encourage and enable individuals to seek early help and support which offers solutions based within their own relationships, families and communities thereby preventing or delaying the need for statutory services. Working in this way will maximise opportunities for primary prevention, reducing the likelihood for instance of isolation following bereavement
- 3.12 At the centre of the model is a universal information offer, to all citizens either through internet based sources or facilitated access through community resources enabling them to find solutions to their difficulties at critical points within their lives. Working in this way will maximise opportunities for primary prevention, an example of this would be that the offer of information includes that regarding healthy living and maintaining independence, reducing the likelihood of disability in later life.
- 3.13 At the heart of this approach will be WIN, the Wolverhampton Information Network; a web site which is currently in beta testing and holds a significant number of records around a wide range of topics. In its current form the site is focussed around the needs of adults, the opportunity exists and should be taken to improve the universality of the offer to include those things of interest to young people and families. In order for WIN to support people to find the information they need a model of self-assessment is being developed which is in the form of a guided search and recommendations for sources of further information and support. In this way WIN can promote secondary prevention actively signposting people to interventions which can halt or slow down the progression of disease or needs.

3.14 The use of existing community hubs offers the opportunity to embed the universal information offer within the community, capitalising on the use of these resources by the community for the community.

3.15 The following diagrams illustrate how community hubs and other community locations can be used to deliver community based support:



3.16 WCC currently has a number of access points for social care; this creates confusion and frustration for both customers and professionals alike. The model will reduce the number of access routes to social care. This would result in two access routes; the first route will be to provide a universal offer in places where people already seek information and advice, community based centres, community hubs, GP surgeries. In this way the use of local knowledge and community capacity building can be maximised. Whilst community based access points would be staffed by trained, non-professional staff they would be supported by an infrastructure, a hub which provides direct access to trained professionals including social workers, occupational therapists and welfare rights specialist who are able to provide advice and guidance or where necessary escalate the issue.

3.17 Widening the offer at first contact would be achieved by ensuring that staff have the appropriate skills to advise and provide simple items of equipment with a new assistive technology offer without the need for specialist assessment.

- 3.18 A move to having ‘conversations’ with people which help to resolve issues and concerns rather than assessment geared towards providing services, this is critical to the success of the new model. Each conversation will start with identifying each individual’s strengths rather than their deficits.
- 3.19 Those seeking advice and information will receive this at the point of first contact, however for those who need more detailed or complex information there would be the opportunity to book a ‘planning session’, lasting up to an hour, this would not be an assessment with the expectation of service provision but a more detailed exploratory conversation about the outcomes the person wishes to achieve and what personal or community assets they could utilise to do so. The result would be the production of a support plan. The possibility exists to use the facilities of WIN to book these sessions through the website.
- 3.20 The second route will be to create a single point of access for professionals who need to make a professional to professional referral, further investigation of this approach needs to be undertaken to identify if this single point of referral would be best aligned to other existing referral points for health. It is also critical that professionals making a referral are subsequently made aware of how the issue was dealt with or resolved. In some cases professional referrals may result in a de-escalation of the issue to a community based access point where this is appropriate.
- 3.21 In addition, professionals would be able to make information ‘prescriptions’ based on the concerns of the person, these would be filled initially at first contact with a ‘planning session’ if necessary.
- 3.22 The model needs to have sufficient safeguards built into it to safely and effectively identify those individuals who are at risk, or have complex needs requiring a specialist social work or other professional input.
- 3.23 The model recognises the need to build community and individual resilience so that solutions can be found that meet the needs of the individual not the services the Council has to offer. In doing so the Council needs to move from a commissioner of services to model of commissioning which stimulates and supports the voluntary and private sector.
- 3.24 It is only by managing the demand at the earliest possible stage by offering an effective solution to need that the capacity to undertake the statutory role effectively can be created.
- 3.25 The approach to providing a framework to Promote Independence is expressed in the diagram below where each outer layer reduces the demand on the central core of social work, offering solutions which are proportionate to need often within the resources the person already has or within the community.
- 3.26 This approach is the converse of the current operating model which tends to draw people deeper within the system, demanding in many cases unnecessary assessment activity and service provision with its associated cost.

Case Example: 1

Mrs Jones, a 73 year old woman has visited her GP on several occasions since her husband death, she is feeling increasingly isolated as most of her social contact was made as a couple. She isn't sure what the community has to offer her but is keen to find out, she thinks that becoming a volunteer might offer her a social outlet and help her to feel she has a role in life. Her GP advises her to use the portal WIN which has information about volunteering opportunities. Mrs Jones isn't confident about using a computer; the receptionist suggests she comes back the next day when a Facilitation Volunteer will be there to help her to find the information she is looking for. With their help Mrs Jones finds a number of charity shops who are looking for volunteers.

Case Example: 2

Mr Smith is concerned that after he had a stroke he has stopped going out, he used to have a good social life and enjoyed gardening, although he has made a full recovery from his stroke he no longer has the confidence to walk into a room full of strangers and isn't sure if he could manage to work out the bus route. He contacts his local community hub and explains that he wants to be more socially active but doesn't know how to achieve this, they discuss the things that he is interested in and using the portal identify a gardening club that are looking for new members, they arrange for a volunteer to meet him at home and support him in using the bus and meeting the members of the club for the first time.

Case Example 3:

The hub is contacted by a concerned daughter of Mrs Downton, each time she visits her mother tells her she is paying £50 to have her windows cleaned and cannot afford this. The worker at the hub has received training into how to identify possible abuse and has clear guidelines to follow. She explains to the daughter that she will make a safeguarding alert and explains what will happen next. That the information will be passed to the appropriate team to determine if a safeguarding investigation needs to be undertaken.

3.27 Supporting the activity within the community will be an effective and focussed social work service fulfilling a number of primary functions:

- As a central knowledge and skills centre, supporting community access point staff to make appropriate and informed decisions about risk and eligibility.
- Providing crisis support and enabling access to a range of short term interventions
- As a Direct Access point for professional referrals, ensuring that these receive an appropriate response Undertaking complex or statutory (protected) roles as illustrated below:
- Undertaking complex or statutory (protected) roles
  - Crisis Intervention
  - High Complexity
  - Best Interest Assessment
  - Mental Health Assessment
  - HC Assessment
  - MCA Assessment
  - Forensic Social Work
  - Court of Protection

- Safeguarding Investigation
- Transitions

3.28 Redefining the social work role is critical for the effective delivery of the new operating model for Adult Social Care.

3.29 The Social Worker has a key role from being newly qualified workers in their Assessed and Supported Year in Practice to Advanced Practitioners in supporting partnership work with Customers, families and carers, to Promote Independence, Well Being and to safeguard vulnerable adults.

3.30 Social Workers will also instrumental in supporting Customers to maximise their own potential and resources and to make best use of formal and informal support available to them via universal services and the private and voluntary sectors.

3.31 The social work role needs to have defined core tasks that are statutory responsibilities and within the new operating model those interventions are clearly defined as a core specialist service provision. A move towards increasing integration of Health and Social Care necessitates a clearly defined offer for Social Work.

- **Assessments for individuals in need and Carers** undertaking complex assessment using the unique knowledge and skill set of social work to identify an individual's needs and how best to meet those need maintaining the 'Promoting independence' focus.
- **Individual commissioning** in collaboration with the customer, identifying and accessing support services that might be short or long term and that are of best value and to manage those resources to deliver specific objectives.
- **Transition** from Children to Adult Service Provision, supporting young people through the process of change with a focus on supporting them to access appropriate support in all cases with the focus on 'Promoting Independence'.
- **Mental Health Act Assessment** for people with a Mental Health Crisis that require urgent and critical intervention with a view to being detained under the Mental Health Act to receive treatment in a hospital setting or the least restrictive alternative.
- **Mental Capacity Assessment and Deprivation of Liberty Safeguards (DOLS) Best Interests** supporting and protecting people who lack capacity and where it is in their best interests to be deprived of their liberty to safeguard them from harm.
- **Court of Protection** to apply to the court in the event that an individual lacks the capacity to make decisions about their welfare, finance or medical wellbeing in circumstances that are not an emergency—these decisions can be about contraception and medical treatment
- **Highly Complex Cases** managing complex cases that require a high level of risk management. Such cases can be demanding and cannot be safely managed by less experienced staff, these cases may be long or short term and the focus must remain

that the key driver is to support the individual to manage the risk themselves with the focus on 'Promoting Independence'.

- **Safeguarding Investigations** to manage Safeguarding investigations to protect vulnerable individuals from harm

- 3.32 In order to deliver a high quality, effective social work service it is critical to deliver a clear message of the social work offer, based on a social care model of disability; will become increasingly important as we move towards greater integration of Health and Social Care.
- 3.33 It will be necessary to prepare the workforce to practice in a different way making a culture change that moves away from assessment and care management to engaging in partnership roles with individuals, families and carers to best 'promote independence'.
- 3.34 The current changes within social care service groups are introducing small group structures where a number of staff are supported and managed by advanced social work practitioners who are responsible for the quality of work undertaken and for implementing financial controls as an individual commissioner of support.
- 3.35 Adults Budget Development Working Group is requested to formally receive this paper and agree the principles of approach of the new adult social care operating model.

#### **4.0 Financial implications**

- 4.1 The Council and Adult Social Care are faced with significant challenges both in terms of overall budget cuts within the Council and the additional requirements it faces in delivering its obligations under the Care Act.
- 4.2 The new operating model for adults will facilitate the delivery of existing savings proposals detailed in the Medium Term Strategy such as Promoting Independence target of £7 million, as well as potentially delivering additional savings.
- 4.3 The model focuses on managing demand by offering effective solutions at the earliest possible stage, ensuring better outcomes for individuals within the financial envelope available.  
[AS/02042015/X]

#### **5.0 Legal implications**

- 5.1 There are no immediate legal implications at present, but these will be addressed during the implementation stage. The model must be delivered within the context of current legislation and will assist the Council in preparing for the new responsibilities that are being proposed in the Care Act for Councils to have due regard for the well-being of citizens with responsibilities for preventive services.  
[RB/31032015/R]

## **6.0 Equalities implications**

- 6.1 Initial Equality screening has indicated that a full equalities analysis is needed due to outstanding equalities data and stakeholders meeting which has yet to be undertaken. At this stage Cabinet are asked to authorise a formal engagement process with stakeholders which may result in changes to the proposed policy blueprint

## **7.0 Environmental implications**

- 7.1 No environmental implications are expected as a result of the development of the new operating model.

## **8.0 Human resources implications**

- 8.1 Human Resource implications will be identified the implementation stage, as a result of the shift of resources within the system and changes to the skills mix of the workforce there is likely to be an impact.

## **9.0 Corporate landlord implications**

- 9.1 The new operating model for adults proposes the use of existing community assets such as community hubs and libraries. The use of these assets will provide the opportunity to embed the universal information offer within the community and will contribute to the sustainability of community based facilities.
- 9.2 Consideration will need to be given to accessibility and information technology (e.g. IT upgrades, cabling) within each of the community assets to ensure that they can fully support the proposals.

## **10.0 Schedule of background papers**

- 10.1 Care Act 2014 – Primary Legislation Department of Health (DoH)  
Care Act 2014 – Statutory Guidance DoH  
Better Care Fund - DoH

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# Cabinet Meeting

## 15 April 2015

<b>Report title</b>	Bilston Town Centre Business Improvement District (BID)	
<b>Decision designation</b>	AMBER	
<b>Cabinet member with lead responsibility</b>	Councillor Peter Bilson, Economic Regeneration and Prosperity Councillor Andrew Johnson, Resources	
<b>Key decision</b>	Yes	
<b>In forward plan</b>	Yes	
<b>Wards affected</b>	All	
<b>Accountable director</b>	Keren Jones, City Economy	
<b>Originating service</b>	Place	
<b>Accountable employee(s)</b>	Jim Cunningham	Head of Enterprise and Skills
	Tel	01902 550166
	Email	James.cunningham@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	None	

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### Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Exercise the Council's vote in support of the proposed BID Ballot in respect of the hereditaments in the Council's ownership within the BID area and to delegate authority to the Strategic Director for Place to complete and return the voting papers on behalf of the Council.
2. Should the BID Ballot be successful, authorise the Cabinet Member for Economic Regeneration and Prosperity in discussion with the Strategic Director Place and the Director of Governance to decide on appropriate Council Board representation.
3. Delegate authority to the Cabinet Member for Economic Regeneration and Prosperity in consultation with the Service Director for City Economy and the Director of Finance to:-

- Take such steps to assist in the delivery of the development and implementation of the Bilston town centre BID project.
  - Formally approve the BID Business Plan and associated documents.
  - Negotiate, agree and complete the BID Operating Agreement between the Council and the BID Company if a YES vote is secured.
- 4 If a YES vote is secured, confirm up front funding in August 2015 of an amount of £40,000 for the first quarter of the BID levy in order that delivery of BID projects and services are not delayed. The Council will be reimbursed after the levy is collected
- 5 To confirm employee recommendations to charge the BID Company £3904 per annum for the duration of the BID (five years) to cover the Council's costs associated with collection of the BID levy.

**Recommendations for noting:**

The Cabinet is asked to note:

1. The Bilston town centre BID Business plan and boundary.
2. That formal notice for the Ballot has been received therefore the Returning Officer has been instructed to organise the BID ballot in accordance with the BID Regulations (2004).

## **1.0 Purpose**

- 1.1 The purpose of the report is to seek approval to support the progression of a Business Improvement District (BID) for Bilston town centre.

## **2.0 Background**

- 2.1 A BID is a business led initiative in a defined area in this instance Bilston town centre, where businesses decide what additional improvements they want to deliver in their trading area. Businesses in the area agree on the level of funding required to deliver the projects and services that are additional to those being provided by the Local Authority and to fund them through a levy.
- 2.2 BIDs were first established in UK legislation in 2004. To date there have been over 180 successful BID ballots which include a significant number of second term ballots. BIDs are a successful model in delivering town and town centre management. Wolverhampton city centre BID has received a Yes vote. In addition, six BIDs operate within Birmingham and also in cities and towns including Manchester, Rugby, Coventry, and Stratford upon Avon, Worcester, Leamington Spa and Nottingham. The Mosaic Partnership, the consultancy that provides expert advice to the Bilston town centre BID have delivered over 65 BIDs in other UK locations including Wolverhampton city centre.
- 2.3 BIDs deliver a range of services and projects that are always additional to those already being provided by the public agencies. Most common BID projects and services include marketing, promotions and events, cleansing, safety, accessibility and business support. Businesses determine through consultation the projects and services they feel are a priority in their location to be delivered by a BID.
- 2.4 The Council understands the significant importance of having a BID in the Corporate Plan and recognises that a BID helps to achieve the objectives of re-invigorating the town centre and creating an attractive, accessible and lively town of choice for our residents and future generations who wish to make Bilston their home.
- 2.5 Within the proposed BID area of the town centre there are 244 hereditaments (properties) that would be liable for the BID levy through charging a levy based on circa 2% of business rates – within a banded levy structure. It is estimated that the BID will raise in the region of £100,000 per annum for the 5 years term of the proposed BID, generating £500,000 investment for the town centre BID area.
- 2.6 The BID can only come into force if businesses vote in favour for the BID on two counts; being an overall majority in terms of number and that majority must also represent higher rateable value than those businesses that vote No. If the vote is successful all businesses eligible to pay the levy will have to pay their respective levy.

- 2.7 Wolverhampton Council's Returning officer has instructed Electoral Reform Services to undertake the independent month long postal vote. The BID covers the cost of appointing Electoral Reform Services. The ballot runs from the 18 June until the 15 July with the result being announced by 5pm on 16 July 2015.
- 2.8 The Council owns 15 (NDR) properties within the proposed BID area which afford a rates value of £1,000 or over which therefore attracts an applied levy. Based on the banding approach set out in the BID proposals this would result in the Council's BID levy liability being £28,550. Each hereditament that is liable to pay the levy will have a vote. In respect of the 15 council properties within the BID area it is requested that delegated authority be given to the Service Director of City Economy to be the officer responsible for supporting the BID and being responsible for completing and returning the voting papers.

### **3.0 Bilston BID**

- 3.1 Since October 2014 business consultations have been undertaken within the town centre to determine what their priorities are for enhancing the town centre. A BID Task Group has been formed of businesses within the BID area that are responsible for making key decision for the BID. Members of the Task group include CeX, Robin 2 Club, Jennings Funeral Directors, Café Metro, Wetherspoons, Coffee Express, Bilston Motor Spares, Wolverhampton Homes and Workman Facilities.
- 3.2 Businesses have identified that the specific priorities for Bilston town centre are:
- Safety and security, parking
  - Town centre marketing, events and promotional activities
  - Business support
  - Improved public realm and environment

These headings set the structure for the services and projects which will be delivered through the BID. All projects and services that the BID will deliver are set out in the full BID Business Plan under each of the headings and include, additional cleansing , professional marketing, promotions and events, monitored CCTV scheme, town ambassadors, and business support to reduce business overheads through collective procurement of services such as trade waste, recycling and utilities.

- 3.3 As part of the BID process the Council has produced baseline service statements that set out the current level of service provision within the BID area for both statutory and non-statutory provision. Statements covering services includes, street cleansing, highway maintenance, car parking, events, neighbourhood wardens, street lighting, markets and Christmas decorations (a full copy of the baseline report is available on request). These allow the BID Company to understand the level of services currently in place so that it can provide services and projects that are additional. These statements are not legally binding but do provide an outline of the commitment to provision of services.

- 3.4 The creation of a new BID Company will be required that specifically delivers the services set out in the BID Business Plan. The Company will be set up following a successful YES vote. The BID Company Board will be recruited via an elected process and will be made up of representatives from town centre stakeholders covering all areas and all business sectors. Wolverhampton City Council will hold at least one seat on the Board.
- 3.5 Wolverhampton City Council will be the organisation responsible for collecting the BID levy and will incur costs due to staffing required to administer the collection. The Council will seek an annual fee of £3904 from the BID Company to cover these additional staffing costs. This fee is representative of average comparative BIDs collection costs in the UK.
- 3.6 In order that the BID company can deliver projects as set out in the BID Business Plan (April 2015) the BID director has requested that the Council agree to providing the BID company with up front funding of £40,000 in August 2015 to ensure that the BID projects can start being delivered effectively from the earliest stage. The Council as levy collector will retain the £40,000 funding as it receives BID levy payments. The timing of the BID collection will be set out in a schedule attached to the Operating Agreement and in discussion with officers it will be distinct from the Business Rates bill collection and will be sent out in December 2015 as a separate bill.

#### **4.0 Financial implications**

- 4.1 A positive vote for the creation of a BID would result in an additional levy being raised on 244 properties in the town centre. This is expected to raise £100,000 per annum over a five year period which will be managed by a newly established BID company and be invested in additional services in the town centre.
- 4.2 There are 15 Council owned properties that would be subject to a levy should the BID be established, Funding for the additional costs estimated at £28,550 will be met from offsetting savings on existing support for Bilston centre management.
- 4.3 The Council will provide an initial cash advance to the BID Company of £40,000 to fund activities in advance of the levy funds being received. This will be a short term advance which will have minimal financial implications for Wolverhampton City Council.
- 4.4 Additional software will be required to administer the levy. The cost of the software is absorbed by the Wolverhampton City Centre BID and an additional license will be issued to the Bilston town centre BID at no extra cost.  
[MF/27032015/M]

#### **5.0 Legal implications**

- 5.1 Part 4 of the Local Government Act 2003 gave local authorities the power to enable BID arrangements for the benefit of a district or those who live, work or carry on an activity in the district. The Council also has the power to make financial contributions or take action for the purpose of enabling the BID to be carried out.

- 5.2 The Business Improvement Districts (England) Regulations 2004 outlines the legal responsibilities of the Council as billing authority. The Council must approve the BID business plan, financial management, and consultation as well as providing an accurate non-domestic rates list.
- 5.3 The Council will negotiate, agree and enter into a BID Operating Agreement with the BID Company providing a Yes vote is secured in the forthcoming ballot.  
[RB/25032015/W]

## **6.0 Equalities implications**

- 6.1 The introduction of a BID within the town centre and the council's support for it will not have any negative equality implications. The BID's aims to ensure that the town centre remain and thrives as an attractive, vibrant, safe and secure town centre will ensure that the town remains accessible and inclusive for all. The BID company will need to demonstrate to all town centre businesses and levy payers that in delivering its services and projects that the town benefits.

## **7.0 Environmental implications**

- 7.1 Through the delivery of the projects and services by the BID the only intention is to positively enhance the town centre environment.

## **8.0 Human resources implications**

- 8.1 There will be the requirement to provide staffing to cover additional activities by the business rates team for the collection of the BID levy.

## **9. Corporate landlord implications**

- 9.1 The current position with respect to Council properties is set out in paragraph 2.8 above. Properties within the BID area will be assessed on annual basis

## **10.0 Schedule of background papers**

- 10.1 BID Business Plan Summary April 2014