

# Cabinet (Resources) Panel

## 13 September 2016

<b>Report title</b>	Pathway to Support Programme	
<b>Decision designation</b>	AMBER	
<b>Cabinet member with lead responsibility</b>	Councillor Val Gibson Children and Young People	
<b>Key decision</b>	No	
<b>In forward plan</b>	No	
<b>Wards affected</b>	All	
<b>Accountable director</b>	Linda Sanders, People	
<b>Originating service</b>	Children and Young People	
<b>Accountable employee(s)</b>	Andrew Wolverson	Head of Service – Early Intervention
	Tel	01902 551272
	Email	Andrew.wolverson@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	People leadership Team	01 August 2016
	Strategic Executive Board	23 August 2016

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

The Cabinet (Resources) Panel is recommended to:

1. Approve expenditure of £789,000 for the Pathways to Support Programme received from the Department of Communities and Local Government.
2. Approve the commissioning intentions of:
  - Tendering think family champions
  - Providing match funding to voluntary and third sector organisations to work with families at the earliest opportunity
  - Support adult focussed services to review their policies, procedures and processes to be 'think family' through a small grants scheme

3. Agree to delegate authority to the Cabinet Member for Children and Young People and Resources, in consultation with the Strategic Director for People and Director of Finance, to approve the award of a contract to provide Think Family Champions and the small grants for the Pathway to Support Programme when the evaluation process is complete.

## **1.0 Purpose**

- 1.1 This report sets out the commissioning intentions for the Department of Communities and Local Government (DCLG) funded Programme, Pathway to Support. Under the Children's Trust Board partnership the City of Wolverhampton Council was successful in securing DCLG a one-off Transformation Challenge Award of £789,000 to discover new ways to work at an early intervention level with adult services. This grant supports the principles of the recent re-design of Early Intervention and in particular the aim of providing the right support, at the right level and the right time.
- 1.2 The Pathway to Support project aims to enable children and young people to receive support at the earliest possible time, preventing the need to escalate to specialist services including becoming looked after, by enabling families to work together to manage difficulty and crisis at the earliest point. The Project Board includes representatives from adult service providers including Domestic Violence, Mental Health, Learning Disability with Children and Young People, West Midlands Police and the voluntary sector.

## **2.0 Background**

- 2.1 The transformation of City of Wolverhampton Council's Children's Services has been on-going since April 2014. Details of the transformation were outlined in the Cabinet report 11 November 2015 and a follow up report in 24 February 2016.
- 2.2 The report detailed a whole system transformation, focusing on improving the outcomes of children in Wolverhampton. Cabinet agreed to support the overarching aim of Early Intervention and Prevention being to safely prevent family breakdown and thereby reducing the number of children being taken into care. The Pathway to Support programme shares this overarching aim and was recently transferred to the Early Intervention service so that it is embedded into the principles of the new service re-design.
- 2.3 Wolverhampton has seen a continued reduction in the number of Looked after Children, but this still continues to be higher than our comparators. The Pathway to Support programme is working to reduce that number through early intervention, partnership working and targeted services. It has a particular focus on working with adult facing services. The initiative in Wolverhampton is to maximise the role of adult-facing services in identifying and initiating appropriate support for the children of their clients through a whole family assessment, where the children's needs fall below the thresholds for the Council's Children's Social Care or Early Intervention and Prevention Services.

- 2.4 Services that become involved with adults with children currently have a fragmented approach to identifying and addressing the triggers associated with escalating problems resulting in the child becoming looked after including:-
- Domestic violence
  - Criminal behaviour
  - Alcohol/drug misuse
  - Mental health
  - Unemployment / low pay
  - Deprived areas
- 2.5 Intervention generally starts at a higher level of need and we want to identify triggers at a lower level contact where the involvement is as a result of adult behaviour and the professional / worker identifies children within the household e.g. an adult in prison or receiving mental health services.
- 2.6 Identifying triggers at a much earlier stage will prevent families needing high intensive support addressing the challenge of crime reduction, early mental health issues, homelessness, health issues and deprivation and preventing children becoming looked after. This work is part of the 'Think Family' practice.
- 2.7 Think Family**
- 2.7.1 Think Family practice and philosophy means helping parents/families secure better outcomes for their children through more effective and better co-ordinated interventions by adults', young people's and children's services.
- 2.7.2 Think Family means reforming systems and services provided for vulnerable children, young people and adults to secure better outcomes for children, by co-ordinating the support they receive from children's, adults' and family services. Services of all types – statutory, voluntary and independent – may all come into contact with families at risk of poor outcomes. The implications of Think Family are far reaching and extend to both universal and targeted services working with adults, young people, children and families and working across all sectors.
- 2.7.3 There are a range of different service models which support this approach. These include enhanced multi-agency working between adults' and children's services, the identification and referral of families and individuals at risk, joint services responsible for meeting both adult and child outcomes (mental health or substance misuse services for example)
- 2.8 Think Family and Troubled Families (locally known as Families in Focus)**
- 2.8.1. There is an increasing appetite both locally and nationally to ensure that public services are working together as effectively as possible to achieve sustained change for families who are involved with multiple services. Getting our work with these families right will lead to better outcomes for the families and better use of public funds.

2.8.2. Think Family approach helps to provide responses to the most vulnerable families and reduce inter-generational cycles of poor outcomes. This is intertwined with the Troubled Families (Families in Focus) programme which has a target of turning around 2840 families by 2020. Outcomes are family based and include reducing worklessness, reducing domestic violence, improving school attendance, reducing parents and young people involved in criminal behaviour, improving the health of parents and children. To achieve the payment by result, a think family approach is essential.

### 3.0 Issues

3.1 The Corporate Plan makes clear within the Stronger Communities Priority the need to promote a '*whole family*' approach across the council to demonstrate and achieve positive sustained change. Whole Family is included within the objectives; Safeguarding People in Vulnerable Situations and Strengthening Families where children are at risk.

3.2 Ofsted (2013) reported there is an existing issue with the integration of services. They said, "Most adult mental health and drug and alcohol services were not proactive in helping families to access early support and they did not give enough consideration to identifying young people who might be taking on inappropriate caring responsibilities for parents or siblings".

3.3 The Care Act 2014 introduces a number of reforms to the way that care and support for adults with care needs are met. It requires local authorities to adopt a whole system, whole council, whole-family approach, coordinating services and support around the person and their family and considering the impact of the care needs of an adult on their family, including children.

*'The intention of the whole-family approach is for local authorities to take a holistic view of the person's needs and to identify how the adult's needs for care and support impact on family members or others in their support network.'*<sup>1</sup>

3.4 The provisions for young carers included in the Care Act 2014 are intended to link with provisions in the Children and Families Act 2014. This is to provide a clear framework for local authorities to take a whole-family approach to assessing and supporting adults and young carers and deliver support in a coordinated way.

3.5 Whole family working is not a new concept and there is already a considerable focus on whole family approaches in some services. This duty placed on local authorities to consider the impact on family members and their support network, makes it essential to learn from these approaches and develop them further within adult social care.

3.6 Implementing whole family practice depends on breaking down professional barriers and achieving changes in culture, so that all practitioners see their clients in the context of their family and are willing to work with other service providers to help ensure better outcomes for a number of family members where this is in their own client's interest. This needs leadership and commitment across a wide range of local

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<sup>1</sup> Paragraph 6.65 Care and Support Statutory Guidance. Issued under the Care Act. DH 2014

partnerships and a workforce change programme to ensure the skills, referral arrangements and service protocols are in place and operating 'on the ground'.

#### **4.0 What we want to achieve**

- 4.1 The overall aim is to improve early support to children in families where the adults experience domestic abuse, learning difficulties, mental ill health, and/or substance misuse by providing the right support at an early stage by the right services, at the right level, at the right time.
- 4.2 Pathway to Support will empower services who would not normally initiate support for their clients' children to: recognise the children's needs; understand how to get help from children / young people – focussed agencies; encourage the family to take up the support on offer; and be involved in the Team around the Family.
- 4.3 Adult facing services will embed the use of the city's Early Help Assessment and associated processes in their day to day work.
- 4.4 Contribute towards the Families in Focus Programme outcomes.

#### **5.0 Commissioning Intentions**

- 5.1 To address the issues highlighted, the Pathway to Support Project Board are proposing to work with adult service providers to access support for children who are secondary to the service provided to the adult in the household. The commissioning intentions are also designed to support innovation and collaboration with partners, voluntary organisations will be actively encouraged to participate within the process. Work has already begun with the recently commissioned befriending service.
- 5.2 **The Befriending Service** is a new jointly funded project between Public Health and Pathways to Support working with health providers to offer a service that will reach out to vulnerable women, including young women or women who repeatedly have children removed from their care. The project will support them to access contraception and sexual health services and other support to address the underlying issues leading to pregnancy or those issues contributing to the risk of a child being taken into care. The contract for the service was awarded to NACRO in March and the service, which is publicised as Wolverhampton SWITCH (Supporting Women in the Community and Home) began in June 2016. To date the project is already working with 24 women.
- 5.3 **Think Family Champions** - to support adult-facing organisations and services to identify and respond to the needs of their clients' children; support initiating early help assessments; pick up and share good practice from Strengthening Families Hubs and elsewhere. The Think Family Champions will not be case holders / managers. They will facilitate the development of relationships between the adult facing services they are supporting, Strengthening Family Hubs, and their host organisation.

- 5.4 **Match funding**– Match funding will be available to support applications from voluntary and community organisations to provide low level family support to these families. Match funding will only be considered for projects with at least a three year life span.
- 5.5 **Support to review and update policies, processes and practice** within an adult facing service to bring them into line with agreed partnership Think Family approaches in the city. Help will be available to enable adult facing services to review and update policies, processes and practice. The reviewer/s will work with the governance structures, managers and staff teams in an organisation to identify any changes needed, overcome barriers to embed Think Family working in the organisation through a solution-focused approach.

## 6.0 Timescales

	Match Funding Small Grants	Policy, Process & Practice Review Small Grants	Think Family Champions Tender
CRP for approval	14 Sept 2016	14 Sept 2016	14 Sept 2016
Tender/ small grants advertised	18 Sept 2016	18 Sept 2016	18 Sept 2016
Deadline tender/ small grants submissions	Monthly submissions until Dec 2016	30 Oct 2016	30 Oct 2016
Evaluation	Monthly Jan 2017	Mid Nov 2016	Mid Nov 2016
Contract award/ notification	Monthly. Final date Jan 2017	Dec 2016	Dec 2016
Contract start date	January 2017	January 2017	January 2017

- 6.1 The Project Board members will oversee the small grant process with support from the City of Wolverhampton Children’s Commissioning. The tender process will be overseen by Children’s Commissioning.

## 7.0 Procurement Process

- 7.1 The procurement process for the match funding and policy reviews will be a small grants process and applications will be evaluated against a criterion set out in the guidance at **appendix 1**.
- 7.2 The procurement process for Think Family Champions will be an open tender process, whereby any provider interested in delivering this service may submit a bid. The opportunity will be advertised in the Official Journal of the European Union (OJEU) and Contracts Finder. The tender process will be carried out via the Council’s e-tendering. The evaluation will be on the basis of the most economically advantageous tender, taking

into account social value criteria. The precise evaluation methodology is under development.

7.3 The evaluation team will comprise of;

<b>Think Family tender Process</b>	
<b>Name</b>	<b>Job Title</b>
Andrew Wolverson	Head of Service – Early Intervention 01902 551272
Kush Patel	Children’s Commissioning 01902 5503543
Lisa Raghunanan	Strengthening Families Partnership Manager 01902 553945
Haley Macmichael	Category Manager – Procurement 01902 554129

<b>Small Grants Process</b>	
<b>Name</b>	<b>Job Title</b>
Lisa Raghunanan	Pathway to Support Project manager 01902 553945
Satinder Kaur	Pathway to Support Manager 01902 553147
Steve Dodd	Youth Organisation Wolverhampton 01902 328985
Kathy Cole Evans	Domestic Violence Forum 01902 550052
Jo Truselle	West Midlands Police 101 Ext: 8713288
Nikki Mihajlovic (for financial evaluation only)	CWC Finance Manager 01902 552158

8.0 **Financial implications**

8.1 The Council has received one-off funding of £789,000 for Pathway to Support from DCLG. The table below shows how the grant will be allocated:

<b>Project</b>	<b>Budget £000</b>
Whole Family Champions ( tender)	280
Small Grants Process	100
Match funding	250
Befriending Service ( service in place)	64
Project Support cost	95
<b>TOTAL</b>	<b>789</b>

[NM/18072016/C]

## **9.0 Legal implications**

- 9.1 The tender process will comply with the Contract Procedures Rules section 135 of the Local Government Act 1972 that govern the making of contracts for and on behalf of the Council
- 9.2 The details of the contract referred to in recommendation 3 will need to be reported via an Individual Executive Decision Notice.

[Legal Code: TS/30082016/D]

## **10.0 Equalities implications**

- 10.1 The tendering and small grants process will give due consideration to protected characteristic groups.

## **11.0 Environmental implications**

- 11.1 There are no environmental implications arising from this report

## **12.0 Human resources implications**

- 12.1 There are no human resources implications arising from this report.

## **13.0 Corporate landlord implications**

- 13.1 There are no corporate landlord implications arising from this report.

## **14.0 Schedule of background papers**

- 14.1 11 November 2015 Cabinet Meeting - Children Services Re-design  
24 February 2016 Cabinet Meeting - Children Services Re-design.

**PATHWAY TO SUPPORT' MATCH FUNDING SCHEME**  
**APPLICATION GUIDANCE NOTES**

**Please read this eligibility document carefully before completing and signing the Proposal Form.**

The City of Wolverhampton Council, as Lead Organisation for a city-wide partnership project called 'Pathway To Support' (funded through the Department of Communities and Local Government Transformation Challenge Award), is inviting organisations to submit proposals to a Match Funding scheme as part of the Pathway To Support project which aims to enhance 'Whole Family' working in the city (the other facets are: Think Family Champions; and support to review policy & procedures to embed a Whole Family approach) and contribute to reducing numbers of Looked After Children by preventing family needs from escalating out of control.

**What is the fund about?**

The 'Pathway To Support' (P2S) Match Funding scheme has been set up to encourage and enhance applications by local organisations to external funding sources for projects which seek to provide support for families alongside adult-facing services which aim to support families by meeting the needs of the whole family at the earliest possible stage. The scheme will add a partnership stamp of approval to these applications as well as added financial value and extended potential.

P2S Match Funding is seeking to facilitate applications which will provide support, alongside adult-facing services, to families in which one or more of the adult carers is being supported in relation to one or more of the following triggers:

- Domestic violence
- Substance misuse
- Mental health
- Learning Disability

Services that support adults currently face a range of challenges in this regard include: identifying the presence and needs of any children in the family; bringing in relevant support for all members of the family so that these needs don't escalate to a point where they require statutory interventions from Children's Social Care integrating services for their clients and their children – organisations need to 'be proactive in helping families to access early support' and 'give enough consideration to identifying young people who might be taking on inappropriate caring responsibilities for parents or siblings' (Ofsted 2013).

P2S is seeking to enhance support at low levels of need – needs that do not require the lead being taken by Children's Social Care or Strengthening Families Hubs. It will do this by using existing contact with families resulting from the needs of the adult(s) with parental/caring responsibilities for children.

## What are we looking for?

Proposals that:

- ***Are for match funding to support applications for external funding (i.e. funding from sources outside of Wolverhampton)***
- Voluntary and community organisations that can demonstrate a good understanding of the needs and networks in the local area
- Support work with families in Wolverhampton in which adults experiencing the triggers outlined on page 1 have caring responsibilities for children
- Will provide low level family support that improve wellbeing of the whole family and therefore the children
- Are for projects with at least a three year life span
- Show innovation in working with adult services on a 'whole family approach.'
- Support families at an early stage and level of need by using opportunities brought about by contact with adults in relation to the triggers on page 1 and prevent the need for statutory safeguarding interventions
- Result in savings to health and social care whilst improving client outcomes
- Clearly show how they represent a development in current practice within the adult-focussed service that can become embedded as "usual practice".
- Represent good value for money.

## Expected outcomes

***The overarching strategic outcome is for 'Pathway to Support' to contribute to a reduction in the number of looked after children.***

The Match Funding element of P2S aims to achieve the following outcomes:

- More low level support is offered to, taken up, and valued by families
- Families are more able to understand and meet the needs of their children
- Families feel more in control of their situation
- Better and more sustainable outcomes for families
- Adult-facing services input brings about enhanced outcomes for the adults due to the Match Funded support being available for the whole family

## What is the area of benefit?

These grants are solely for the benefit of the City's residents, and all funded project activity must take place within the City boundaries.

## How much is available?

Each project can apply for up to £50,000 of Match Funding. You must demonstrate how the Match Funding will support your organisation money to bring in the external funding.

If you have a very innovative project that requires matched funding, the panel will consider bids over £50,000, with an upper limit of £100,000. If you are considering, a bid up to this higher value, you will need to contact the project manager who will advise on the viability of the higher value bid.

**PLEASE NOTE, HIGHER VALUE BIDS WILL NOT BE CONSIDERED WITHOUT PRIOR CONSULTATION WITH THE PROJECT MANAGER.**

Match Funding will be set aside to support external funding applications for which the results will be known within 6 months (unless specifically agreed otherwise). If an application for external funding is successful, the Match Funding will be committed to the applicant. If the application for external funding is unsuccessful, it will be re-allocated to another Match Funding applicant.

Any unallocated funds after the closing date will be reassigned to other areas of activity identified within the project.

### **Types of activities the funding can support**

Match Funding is available for **innovative low level family support provision** to support whole family working alongside adult-facing services. *This does not include funding full-time or part-time Family Support Workers.*

Match funding applicants will also need to demonstrate how their application helps to meet an identified gap in provision. This could be done through developing an application with one or more adult-facing services (please contact [Satinder.Kaur@wolverhampton.gov.uk](mailto:Satinder.Kaur@wolverhampton.gov.uk) or call Satinder on 01902 553147 for a list of adult-facing services that have signed up to be part of P2S) working with adult parent /carers who experience one of the triggers on page 1, or through identification of need based on the applicant organisation's own experience.

### **What doesn't this fund support?**

- Organisational core costs unless on a proportionate basis that is a direct result of the funded project
- Social events, social trips, outings, visits
- Political or religious activity or contributions towards public appeals
- Expenditure outside the grant period or use of funds not authorised by the City Council
- Purchase of land or vehicles and special needs equipment for individuals
- Building repairs or maintenance or replacement or purchase of non-essential equipment
- IT equipment is low priority; should fit-for-purpose recycled equipment be available through the City Council, it will be approved instead of new equipment and project funding adjusted accordingly, so we can make the best use of available resources.

### **What are the conditions of funding?**

Funds are subject to availability and governed by a Grant Agreement with the City of Wolverhampton Council. This agreement will include delivering against your specified outcomes and evaluation plan.

Funding will be released every 4 months (by negotiation this could be payment in advance of delivery). However, continued payment will be based on successful project delivery and satisfactory monitoring.

### **What is the process for receiving and processing submissions?**

First, applications will be assessed against the eligibility criteria with one of the following outcomes:

- accepted for consideration by the Assessment Panel
- accepted for consideration with minor changes which can be complete within 1 week
- returned with feedback on larger changes required and asked to resubmit
- rejected

All accepted projects will be forwarded to the Assessment Panel for decisions within one month. Recommendations from the panel will then be forwarded for approval by City of Wolverhampton Council as the lead body for the P2S project.

Due to the need to get the project underway without delay, there will be no appeals process, but feedback will be given on unsuccessful projects.

If P2S Match Funding is committed to an application for external funding that is subsequently unsuccessful, the amount set aside will be re-allocated to another Match Funding application.

### **How to apply**

Proposals are invited from *suitably experienced organisations* which can deliver the outcomes detailed. Proposals must be submitted on the submission form provided and forwarded to Satinder Kaur at [Satinder.kaur@wolverhampton.gov.uk](mailto:Satinder.kaur@wolverhampton.gov.uk) **no later than 3:00pm 07 December 2016.**

**The panel will be assessing proposals on a monthly basis until mid-December 2016, with expected contract services to start January 2017.**