

Report of:	Erik Scollay - Director of Adult Social Care and Health Integration Mark Adams - Director of South Tees Public Health Councillor Dorothy Davison - Executive Member for Adult Social Care and Public Health
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Submitted to:	Executive - 13 April 2021
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Subject:	Changing Futures Funding Opportunity
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Summary

Proposed decision(s)
<p>That Executive approves:</p> <ul style="list-style-type: none"> • A formal submission on a South Tees partnership basis with Middlesbrough Council as the lead organisation; • Subject to the bid’s success, approval to receive the grant funding on behalf of the South Tees partnership and distribute it amongst the partner organisations; • That the Director of Public Health (DPH), as the named lead for the South Tees partnership, in consultation with the relevant Executive Member, receives delegated authority to allocate future funding for Changing Futures, up to £150k per intervention/decision and to approve costed delivery plans relating to the programme, via the Governance and Steering Board that will be formed if we are successful. • That the Director of Public Health (DPH), as the named lead for the South Tees partnership, receives delegated authority to sign the bid on behalf of Middlesbrough Council as lead authority for the Partnership.

Report for:	Key decision:	Confidential:	Is the report urgent? ¹
Decision	Yes - it is over financial threshold and affects more than two wards	No	Yes - the deadline for submission is 6 th May 2021 and there is a significant amount of partnership work involved to develop the bid.

¹ Remove for non-Executive reports

Contribution to delivery of the 2020-23 Strategic Plan		
People	Place	Business
<ul style="list-style-type: none"> Tackling crime and anti-social behaviour head on 		<ul style="list-style-type: none"> Winning investment and creating jobs Creating positive perceptions of our town on a national basis

Ward(s) affected
All wards are affected by this proposal.

What is the purpose of this report?

1. To provide an update on the Changing Futures funding opportunity and to seek approval for a formal submission on a South Tees partnership basis with Middlesbrough Council as the lead organisation.

Why does this report require a Member decision?

2. This decision is a key decision, affecting all wards in Middlesbrough and with financial implications over the key decision threshold of £150,000.

Report Background

3. Following Middlesbrough's award of approx. £4.5m funding for Project ADDER, the government has announced £46m from the Shared Outcomes Fund for a new programme: Changing Futures – aimed at changing systems to support adults experiencing multiple disadvantage. It is being led by the Ministry of Housing, Communities & Local Government (MHCLG).
4. The programme will work in partnership with up to 15 local areas to test innovative approaches and improve outcomes for people experiencing multiple disadvantage, including a combination of: homelessness; substance misuse; mental health issues; domestic abuse and contact with the criminal justice system.
5. People in this situation are among the most vulnerable in our local communities, experiencing entrenched disadvantage and trauma. They come into repeated contact with our police, criminal justice and emergency response services without receiving the support they need to break the cycle – generating significant costs to the public purse without seeing improved life outcomes.
6. Changing Futures invited expressions of interest from pioneering local partnerships who want to work with government to drive lasting system change and better outcomes for adults experiencing multiple disadvantage. By working together in local areas and across government, the programme aims to change systems, change services and change the futures of the most disadvantaged adults in our community.
7. Despite having several existing lot of cross-over with Project ADDER, Next Steps Rough Sleeper funding and other government grant initiatives, we are still eligible to bid.

MHCLG are looking to work with areas that have significant, existing partnership work to address multiple disadvantage, therefore, it presents an opportunity to support these and the other workstreams that we are already undertaking - notably the integrated vulnerable persons' service model.

8. There is a particular focus on submissions demonstrating the following:
 - a. Addressing the needs of the whole person;
 - b. A system-wide approach;
 - c. Trauma-informed practice;
 - d. Meaningful lived experience input in the design and ongoing delivery;
 - e. Additionality, evidence based and targeted – not substituting universal, statutory or mainstream (existing) services.
9. Two meetings were held to explore the most feasible geographical basis for the bid. Consensus was reached that, although a Tees-wide bid would have been preferable, there was insufficient existing partnership approaches in relation to the topic areas. Having weak evidence of this would have harmed the EoI submission, therefore, it was agreed to proceed on a South Tees footprint.
10. Middlesbrough Council took the lead, as MHCLG stipulated that it had to be an LA that they had the grant agreement with, in order to distribute the funding throughout the partnership on their behalf.
11. The Expression of Interest (EoI) was submitted on behalf Middlesbrough and Redcar & Cleveland Councils, along with a variety of partner organisations across a South Tees partnership. This has not been attached as an appendix due to its commercially sensitive nature at this stage, given that Changing Futures is a competitive bidding process.
12. The South Tees (ST) EoI was successful and we were able to claim a development grant of £15k that is enabling us to appoint a bid co-ordinator. The appointed lead is working with all organisations within the ST partnership and co-ordinating the development of a costed delivery plan to ensure the formal bid is submitted on time. They are providing dedicated capacity to carry out the partnership-wide engagement and meet the challenging timescale of 6th May 2021 for submission (as of mid-March, this has just been extended from the original 26th April 2021 deadline) at no cost to the council/ST partnership.
13. If successful, MHCLG guidance stated that they expected two year grants to total approx. £1.5m - £4.5m per area. However, MHCLG have just extended the length of the programme through until 31/3/24, thanks to a partnership with the National Lottery Fulfilling Lives fund. This will ensure additional funding for successful areas, which will be based on the proposed, costed delivery plan submitted. Delivery is expected to commence in June/July 2021.
14. If successful, we would seek to apply the Middlesbrough Council corporate 8% management fee to the funding as the grant recipient. It is also within scope to recruit strategic lead capacity with the funding to oversee the programme.

What decision(s) are being asked for?

15. That Executive approves:

- a. A formal submission on a South Tees partnership basis with Middlesbrough Council as the lead organisation;
- b. Subject to the bid's success, approval to receive the grant funding on behalf of the South Tees partnership and distribute it amongst the partner organisations;
- c. That the Director of Public Health (DPH), as the named lead for the South Tees partnership, in consultation with the relevant Executive Member, receives delegated authority to allocate future funding for Changing Futures, up to £150k per intervention/decision and to approve costed delivery plans relating to the programme, via the Governance and Steering Board that will be formed if we are successful.
- d. That the Director of Public Health (DPH), as the named lead for the South Tees partnership, receives delegated authority to sign the bid on behalf of Middlesbrough Council as lead authority for the Partnership.

Why is this being recommended?

16. Successfully attaining a Changing Futures area status presents an opportunity to attract significant external funding to Middlesbrough and the wider South Tees area, which will benefit a wide range of our population, including extremely vulnerable groups. The delegated authority to the DPH request is being made within the context of creating a South Tees Partnership Governance and Steering Board, should we be successful. This group will include key representatives from commissioning/procurement, finance, HR and social care, as well as appropriate partner organisations representation. Decisions regarding delivery plans, interventions, recruitment and procurement processes will be agreed within this group.

17. The benefits of being Changing Futures programme area include:

- a. The funding could have a significant positive impact on the lives of local people impacted by multiple vulnerabilities;
- b. The timing is extremely welcome given the challenges outlined in the 'Report Background' and the following, current and critical issues relating to the last two years:
 - i. Highest levels of drug related deaths on record;
 - ii. Highest levels of alcohol related deaths on record;
 - iii. Unprecedented number of domestic homicide reviews;
 - iv. Significant increases in those in temporary accommodation and with acute housing issues;
 - v. Impact of the COVID-19 pandemic.
- c. It will benefit the integrated service model which brought together domestic abuse, homelessness and substance misuse services from 1st April 2021, aiming to better address the complex vulnerabilities faced by some of our residents. Changing Futures status will help us to complement this approach with additional capacity and maximise the benefits of this new model with significant external investment in key areas of specialist support.
- d. The issues associated with multiple vulnerabilities impact on a wide range of health outcomes and service provision, including demand on children's services, primary and secondary care, and adult social care. Improved outcomes will translate to further benefits across key areas of health and social care.
- e. Stakeholder consultation is not formally required in order to approve the receipt of this funding, however, co-production of the interventions with the South Tees

partners, VCS, local service user community and 'experts by experience' will form a key part of the programme.

- f. Both Changing Futures and Project ADDER support the recent Middlesbrough Council Health Scrutiny Panel's examination of opioid dependency, which recommended that this topic was to become a long-term, standing agenda item due to its level of impact and complexity. Multiple partner organisations have been invited to the panel over the last year in order to promote a whole-system approach to tackling this 'wicked problem'.
- g. In addition to the funding, being a Changing Futures programme area would ensure that we benefitted from:
 - i. Having direct links with the MHCLG and other key, government departments with our local findings/outcomes influencing national decisions;
 - ii. Being part of a network with other Changing Futures areas to gather and share best practice;
 - iii. Being provided with additional, specialist support from other organisations involved in the Changing Futures national programme, including Making Every Adult Matter (MEAM).

Other potential decisions and why these have not been recommended

18. Retaining the status quo and not accepting this funding would deny Middlesbrough/South Tees the opportunity for significant investment and improvement in services for some of our most complex and vulnerable residents. Addressing these complex vulnerabilities and tackling the underlying social determinants of poor health in this group, including issues such as criminal justice, employment and positive relationships, provides the potential to transform local lives. The negative impact that these issues have on the wider community and the area as a whole can be significantly mitigated by investment at this scale.

Impact(s) of recommended decision(s)

Legal

19. There are no identified legal implications in relation to delivering Changing Futures. This has been discussed with relevant Legal and Democratic Services officers, including them having oversight of the EoI.

Financial

20. There are no formal match funding requirements from the Council and full project management costs have been built into the draft proposal. There would be a draw on corporate staff time to contribute to the project, therefore, the 8% for council overheads has been fully applied to the costed delivery plan in order to cover this support. Furthermore, MHCLG has indicated that Changing Futures areas will not be subjected to redundancy liabilities. Their current expectation is that any potential redundancy costs will be built into the final year funding requests and covered by the associated grant settlement.
21. As the final proposal is at an early stage and remains corporately sensitive (given the competitive nature of the process), no formal commitment of match funding from partners has yet been made. However, we are aware of and are discussing funding streams which meet this criteria and have the potential to be utilised. This approach would only be pursued following Executive approval to proceed with Changing Futures. The Council would not be subject to any financial liability for uncommitted match funding, should this

not transpire, as the any posts/activity would be amended/reduced proportionately in order to be fully covered by the external funding.

22. Whilst there is the real potential that this programme of work will make the national case for an increased baseline funding for this agenda, this cannot be guaranteed and, as such, all interventions will need to be designed with a clear exit strategy in place. Specific consideration will need to be given to:
- a. Hosting arrangements and liability for posts - any post hosted by the local authority could be initially recruited to a maximum of two years, on fixed term contracts.
 - b. Continuation of service pathways beyond the initial funding – consideration will need to be given to how successful ways of working from the project are embedded within future commissioning intentions and existing service pathways across the South Tees partnership.
 - c. From the outset we will be clear on the need for Changing Futures to create a legacy. We are going to propose a mixture of roles, interventions and service elements to enable some to be self-sustaining (following initial investment) and others to be built into future service developments if they are proven to deliver successful outcomes.
 - d. Interventions where system savings can be identified would be flagged at the outset, however, we would retain a pragmatic view regarding the ability of these savings to become either “cashable” or reallocated to this programme.
 - e. Ongoing research and evaluation throughout the programme is embedded in and funded through the national programme. Nationally funded support will be provided from MHCLG to support local pilot areas in exit strategy arrangements and embedding successful practice.

Policy Framework

23. Approval of the recommendations will not affect any part of the Council’s Policy Framework.

Equality and Diversity

24. An Equality Impact Assessment (EIA) has been completed. This has found that the proposal does not negatively impact on any protected groups nor is it likely to have any negative impacts as a whole.

25. The EIA is attached to this report at Appendix i.

Risk

26. No significant risks that would negatively impact on the strategic risk register have been identified. Several related risks relating to the forthcoming integrated service model will be positively influenced by Changing Futures, including ensuring enhancement of delivery capacity and specialisms within the staffing model.

27. Please see attached DRAFT Risk and Issue register/log at Appendix ii.

28. Further to receiving approvals all risks will be uploaded to and managed through Pentana.

Actions to be taken to implement the decision(s)

29. The costed delivery plan will be further developed to ensure that the recommended decisions enable Changing Futures to be successfully delivered. This will be overseen by the DPH/Changing Futures Governance and Steering Board throughout the lifetime of Changing Futures.

Appendices

30. Appendix i - Impact assessment

31. Appendix ii - Draft Risk and Issue Register

Background papers

32. No background papers were used in the preparation of this report.

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