

Public Report
Birmingham City Council
Report to Cabinet

Date 13th November 2018



Subject: **ESF FUNDED PURE PROJECT (PLACING VULNERABLE URBAN RESIDENTS INTO EMPLOYMENT AND TRAINING)**

Report of: **Corporate Director Adult Social Care and Health**

Relevant Cabinet Members:
Cllr Ian Ward - Leader
Cllr Paulette Hamilton - Health and Social Care
Cllr Sharon Thompson - Homes and Neighbourhoods
Cllr Jayne Francis - Education Skills and Culture
Cllr Tristan Chatfield - Social Inclusion, Community Safety and Equalities
Cllr Brett O'Reilly - Finance and Resources

Relevant O &S Chairs:
Cllr Rob Pocock - Health and Social Care
Cllr Penny Holbrook - Housing and Neighbourhoods
Cllr Mariam Kham - Learning, Culture & Physical Activity
Cllr Tahir Ali - Economy and Skills
Cllr Sir Albert Bore - Resources

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s): All-with emphasis on: Ladywood, Aston, Lozells and East Handsworth		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 005327/2018		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential :		

1 Executive Summary

- 1.1 The purpose of the report is to approve the Full Business Case (at **Appendix 1**) for the PURE project at a cost of up to £12m which is funded 50% from European Social Fund (ESF) revenue grant and 50% from existing City Council revenue budgets for Social Inclusion, Mental and Disability Support in the Adult Social Care and Health Directorate.
- 1.2 To accept an offer of ESF revenue grant of up to £6m to deliver the PURE (Placing Vulnerable Urban Residents into Employment and Training). The project will support up to 4,320 vulnerable adults and NEET (Not in Education, Employment or Training) young people with multiple and complex barriers in Birmingham, considered to be the furthest away from the labour market, into employment through a series of support interventions initially up to 16th June 2020 (18 months).
- 1.3 To note that delivery will initially be through existing delivery contracts, however Housing Related Support Services contracts will be re-procured mid-project to ensure compliance with European Commission procurement rules.

2 Recommendations

2.1 That Cabinet;

- 2.1.1 Approves the Full Business Case (FBC) (at **Appendix 1**) for the PURE (Placing Vulnerable Urban Residents Into Employment and Training) project, which will provide support to vulnerable Birmingham citizens into employment at a cost of up to £12m initially from 1st January 2019 to 16th June 2020, but potentially extended to 31st December 2021, subject to Department of Works and Pensions (DWP) approval.
- 2.1.2 Approves the City Council acting as the Accountable Body for the PURE project and accepts the offer of ESF revenue grant from DWP of up to £6m (attached at **Appendix 3**), which is being matched against an equivalent amount of City Council revenue main programme budgets in the Adult Social Care and Health Directorate.
- 2.1.3 Notes that existing European Commission compliant Social Inclusion contracts are due to expire on 30th November 2019 and these will be re-procured as part of wider Housing Related Support contracts during this period, which will be subject to a separate Cabinet report. Existing contracts for Disability and Mental Health support will be extended to their full duration of up to 30th June 2021, under existing delegated authority to the Corporate Director; Finance and Governance, and Cabinet Member for Finance and Resources and implemented jointly with the Corporate Director; Adult Social Care and Health, by which time they will have been re-procured separately from the Social Inclusion contracts.
- 2.1.4 Delegates to the Corporate Director, Adult Social Care and Health, the defrayal of expenditure consistent with the delivery of the PURE project

using existing and new procurement contracts to be re-commissioned during this project period.

2.1.5 Delegates to the Corporate Director, Adult Social Care and Health the submission of a Project Change Request (PCR) to DWP to extend the project to 31st December 2021 and to request an additional £0.5m ESF grant subject to the City Council providing an additional £0.5m of revenue match-funding funded from Adult Social Care & Health Directorate revenue budgets.

2.1.6 Authorises the City Solicitor to negotiate, execute and complete all necessary documents to give effect to the above recommendations.

3 Background

3.1 The vision and strategy to modernise Adult Social Care was approved by Cabinet on the 3rd October 2017. The vision provides a fundamental and radical shift to the way that the Council will deliver the desired outcomes for vulnerable adults and older people in Birmingham. The vision has also been informed by the October 2016 Peer Review of the authority which recommended that Birmingham should develop an asset – based approach with the voluntary and community sector to transform the City Council’s traditional Social Work model.

3.2 The desired outcomes for vulnerable adults and older people in Birmingham are that they should be resilient, exercise choice and control, live happy healthy independent lives within communities for as long as possible. The vision and strategy for delivering the key outcomes comprises of key objectives including a continued investment in prevention services.

3.3 The continued investment in the prevention aspects of the vision for adults social care was set out in a subsequent report: Putting Prevention First: Supporting the Implementation of the Vision for Adult Social Care and Health which was approved at Cabinet on 17th November 2017. Central to this vision was the continued investment in Housing Related Support Services. The investment will be further enabled through the duration of these and replacement contracts from potential grant funding sources such as European Social Fund.

3.4 The existing Housing Related Support Services for vulnerable adults (aged 16 +) meets the Council’s overall objectives by delivering the following outcomes:

- Improved health and wellbeing
- Financial inclusion and income maximisation
- Inclusion and connection with local communities
- Safety and security to live independently within own home

3.5 Putting Prevention First provides a renewed commitment by the City Council to invest in targeted prevention activity. The housing related support elements are provided by the Social Inclusion and Disabilities Contracts.

- 3.6 The timeline for the recommissioning of the Housing Related Support Services contracts as set out within the Putting Prevention First report as above; has been revised in order to benefit from this additional funding opportunity.
- 3.7 The Disabilities contracts which are due to expire in June 2019 will be extended under delegated authority by up to 2 years to 30th June 2021, this is because it is not possible to align these contracts with the Social Inclusion element of the wider Housing Related Support Services contracts, due to their complexity. It is anticipated that the new Disabilities contracts will be in use for at least the final six months of the project. Both Social Inclusion and Disability contracts were originally procured consistent with European Commission rules and this will be reflected in the re-procurement of the services.
- 3.8 The existing commissioned services are able to evidence (through a payment by outcomes methodology) how vulnerable adults considered to be the furthest away from the labour market are supported to access pathways into paid work.
- 3.9 For completeness, it must also be noted that the existing commissioned Housing Related Support Services also contribute in part to the delivery of two related Council strategies, Homelessness Prevention Strategy 2017+ and the Domestic Abuse Prevention Strategy 2018 – 2023 and this will continue with the new contracts.
- 3.10 In December 2016, the City Council submitted an Outline Application for the PURE project, followed by a full, detailed application in June 2017 in response to a funding call issued by DWP for the Greater Birmingham and Solihull Local Enterprise Partnership (GBSLEP) area under ESF Investment Priority 1.4: Active Inclusion – to help people who are more distant from the labour market and may face multiple disadvantages to tackle their multiple, complex and profound barriers to work and to move towards or into employment, or to sustain employment. The PURE project will focus exclusively on tackling these issues, in order to improve their life prospects.
- 3.11 The PURE project will engage with up to 4,320 project participants who would be considered furthest from the employment market-including citizens affected by mental, health, learning, disabilities, homelessness, domestic abuse and complex needs, substance / alcohol misuse and ex-offenders.
- 3.12 Participants will engage in pathways to positive outcome in employment and education via the methods which include basic skills and training, support for those who need pre-work assistance, money management and basic financial skills programs, volunteering opportunities to encourage social engagement and get people used to the idea of work and the opportunities it may bring them, first contact events by engaging people where they are located and feel able to access, local networks and support groups and softer personal skills such as anger management and motivation.

Project Change Request

- 3.13 This funding opportunity was initially identified in response to service redesign challenges to address the Council's key priorities of a Prevention First Strategy by providing additional support to get vulnerable groups into employment. The City Council initially applied for the ESF grant in December 2016 and requested a revenue grant of £6.5m with a project delivery date of June 2020. Due to considerable delays in the DWP appraisal process, the City Council were successful in receiving an offer letter from DWP on 5th June 2018 (attached at **Appendix 3**) for £6.0m, but to the original timescale i.e. 18 months remaining. This means that delivery of the outputs in this timescale will be challenging and will require contractors to increase their resources to deliver the PURE project within the limits of their procurement contracts.
- 3.14 The City Council intends to submit a Project Change Request (PCR) requesting a change in the delivery period to allow for a full 3 years i.e. 31st December 2021 and to increase the grant back up to the original £6.5m requested. This will enable the commissioning of further support to help meet the ESF output targets.

Governance

- 3.15 All contractors will be trained on project systems and monitoring frameworks to ensure all relevant staff are aware of expectations and audit requirements. Written guidance will be produced to back up this training.
- 3.16 The project will be governed by a strategic steering group who will direct senior managers from both the Economy Directorate's European and International Affairs team and Adult Social Care and Health Commissioning. An appropriately-skilled and experienced senior officer will be responsible for day to day management and effective delivery of the project, overseeing compliance, delivery of outcomes, financial monitoring, internal audit, data returns/claims and quality assurance. Upon signing of the grant funding agreement a full risk assessment will be produced and appropriate mitigations put in place and monitored throughout the lifetime of the project.
- 3.17 The City Council is the Accountable body for the project, which means it is responsible for receipt of ESF revenue grant and its expenditure in accordance with DWP's grant funding agreement. This includes the requirement that all contracts are awarded in accordance with European Commission procurement rules, pays the contractors based upon the methodology set out in para 7.3.4 and closely monitors the expenditure and outputs achieved. This is especially important in the first instance where the project is initially for 18 months, as in the event that the project is not extended and outputs not achieved then the Council must not be in a position where it has overpaid contractors. On-going delivery of the project will require quarterly grant claims and output information to be submitted to DWP.

Project Delivery

- 3.18 The PURE project will deliver across the whole of Birmingham with an emphasis on areas of deprivation such as Ladywood, Aston, Lozells and East Handsworth and the super output areas (with above 25 % out of work rates) where the issues to be addressed occur more frequently. The Intervention Workers and the delivery contractors will spread across the city at key locations and centres with outreach to assist the clients in their own communities.
- 3.19 The delivery contractors will deliver from their own premises and will employ Intervention Workers who assist the clients either at one of the delivery centres or outreach in the community.
- 3.20 All commissioned Social Inclusion and Disabilities contract providers were invited to participate as a match funded provider. Those organisations that confirmed their interest were then invited to support the in the bid writing, co design of the delivery model alongside service user representatives. In addition to this, the City Council will have delivery partners that will deliver bespoke wrap around services to the specific client group.
- 3.21 A PURE project mobilisation plan is attached at **Appendix 4**.

Pure Project Delivery Allocation

- 3.22 Eleven Housing Related Support providers initially expressed an interest to take part in the project as part of the successful PURE project bid submission. The opportunity was available to all providers and interested parties were acknowledged in the bid.
- 3.23 Due to the significant passage of time from the original bid to notification of award. The original cohort of providers who had expressed interest, were called together at a briefing event for a contemporary update on developments and to ratify an equitable allocation of support hours proposed to be delivered by up to 70 employment intervention workers.
- 3.24 Two providers withdrew their interest, requiring the remaining nine to consider the uptake of additional support hours within their organisations. Allocations were based on contract size and sector specific specialisms, such as mental health, learning disability, physical disability/sensory impairment, homelessness and domestic abuse.
- 3.25 Additional joint and individual meetings with the remaining eligible providers identified that they could successfully manage the uptake and redistribution of service delivery, whilst ensuring that additional revenue through the PURE project would not take the individual organisations contract value beyond 50% of their original award, thus ensuring compliance with the original procurement contracts.
- 3.26 The allocations per sector correlate to the proportion of the existing Housing Related Support budget: Homelessness (40%) Mental Health (26%) Learning Disabilities (24%) Domestic Abuse (4%) Offenders (4%) Physical Disabilities (2%).

Project Beneficiaries

3.27 The beneficiaries will be vulnerable people often from deprived areas including those at risk of and those who already are socially and economically excluded from the labour market. Target activities are for people that are vulnerable as a result of;

- Domestic violence,
- Homelessness,
- Complex needs including drug and alcohol abuse, ex-offenders,
- People with disabilities including recovering mental health issues and learning disabilities.

Project benefits

3.28 The benefits will be intensive, bespoke support to the cohorts who have multiple issues and are distant from the labour market. The personalised support will assist these people into sustainable employment, education or training.

Project Outputs

<u>ESF Outputs (for 18- month period*)</u>	<u>People Numbers:</u>
Participants in education / training upon leaving	680
Participants in employment, including self-employment, six months after leaving	880
Unemployed participants into employment (including self-employment) on leaving	560
Inactive participants into employment or job search upon leaving	1080
Participants with childcare needs receiving childcare support	1440

*Potentially extended to 3 year period.

3.29 The timetable for delivery of this project is as follows:

Milestone	Date
Original ESF PURE Grant Funding Agreement Start Date	1 st January 2018
Notification of successful bid application	5 th June 2018
Request of proposed time extension to DWP (rec 2.5)	November 2018

New Proposed ESF PURE Grant Funding Agreement Start Date via PCR (1 month early)	1 st December 2018
Commence re-commissioning of Social Inclusion and Disability contracts (wider Housing Related Support Services)	December 2018
Disability Contract extension (up to 2 years) (rec 2.3)	July 2019 – June 2021
Social Inclusion contracts expire (subject to 2 month extension)	November 2019
New Social Inclusion contracts commence	December 2019 (3+ year contract)
Current ESF PURE Grant Funding Agreement End Date	16 th June 2020
Expiry of existing Disability Contract after extension	30 th June 2021
Commencement of new Disability Contracts (latest date)	1 st July 2021
New Proposed ESF PURE Grant Funding Agreement End Date via PCR	31 st December 2021

4 Options considered and Recommended Proposal

- 4.1 **Option:** To not accept ESF funding and rely on existing City Council budgets – this is not a preferred option and would result in loss of potential revenue coming into the city of £6m. In addition 4,320 potential participants considered the city's most vulnerable citizens would not benefit from the opportunity to receive a significantly enhanced offer of support in meaningfully accessing education, training and employment.
- 4.2 **Recommended Proposal:** To accept the offer of ESF revenue grant of up to £6m to deliver the PURE project which will support up to 4,320 vulnerable people into employment through a series of support interventions at a cost of up to £12m which is funded 50% from ESF revenue grant and 50% from existing City Council revenue budgets for Social Inclusion, Mental and Disability Support in the Adults Directorate. This will support key City Council priorities to support vulnerable people furthest away from the labour market to succeed economically.

5 Consultation

Internal

- 5.1 The Adult Social Care and Health Management Team have been consulted on the project and support the recommendations.

- 5.2 Officers from Legal and Governance, City Finance, European and International Affairs and Corporate Procurement have been involved in the preparation of this report.
- 5.3 The Economy Directorate's Employment Service Team has been consulted to ensure that its delivery of other programmes is complimentary and does not duplicate existing provision, for e.g. its Youth Employment Initiative, the ESF Skills for Growth Hub Project and the ESF Progression Pathways for Adults Project

External

- 5.4 The opportunity was made available to all commissioned housing related providers and interested parties were acknowledged in the bid. A proportion of Housing Related Support Service providers initially expressed an interest to take part in the project as part of the successful PURE project bid submission. Due to the significant passage of time from the original bid to notification of award. The original cohort of providers who had expressed interest, were called together at a briefing event for a contemporary update on developments.
- 5.5 The external agencies involved in the delivery of this project have all been consulted and fully support this project. The City Council has also met with Solihull Council who have a similar ESF funded project and has agreed referral processes for the crossover between geographical boundary areas, the projects will actively ensure they do not duplicate effort or double counting of Citizens. There will be ongoing dialogue to ensure effective referral process.
- 5.6 The Vulnerable Adults Citizens Panel have been involved in the co designed the bid have been advised of the outcome of the bid and are fully supportive of the approach to mobilising its delivery.

6 Risk Management

- 6.1 A Risk Assessment has been established alongside the project delivery milestones, which is attached at **Appendix 5**.
- 6.2 A PURE project board will be established as part of the projects governance and delivery and will include representation from Economy Directorate, Finance, Commissioning and Corporate Procurement.
- 6.3 The board will report into the Vulnerable Adults and Housing Board chaired by the Service Director Commissioning, Adult Social Care and Health.
- 6.4 Delivery of the PURE project is dependent on utilising existing successfully tendered Housing Related Support Service contracts across existing delivery organisations.
- 6.5 This is a time limited grant funding stream, therefore legacy considerations are important. Learning from earlier ESF funded projects (Youth Employment Initiative and Youth Promise Plus) has been that the impacts upon the culture and outlook of employers to work with vulnerable people as employees has shifted considerably. During the life of this project, succession arrangements will be

discussed with participating employers. To facilitate this, project officers will engage with Birmingham Chamber of Commerce.

7 Compliance Issues:

7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

7.1.1 The PURE project is consistent with the Council Plan: 2018 -22 specifically Outcome 1 Priority 1: "We will create opportunities for local people to develop skills and make the best of economic growth."

7.1.2 In addition, City Council Strategies include:

- Health and Well-being Strategy 2017+
- Homeless Prevention Strategy 2017+
- Homeless Related Support Strategy 2019+
- Financial Inclusion Strategy 2016+
- Domestic Abuse 2018+

7.1.3 It must also be noted that the existing commissioned Housing Related Support Services also contribute significantly to the delivery of two related Council strategies, Homelessness Prevention Strategy 2017+ and the Domestic Abuse Prevention Strategy 2018 – 2023.

7.1.4 This project also aligns to the Housing First Pilot for vulnerable people who are homeless or at risk of being homeless; a key element of which is the provision of consistent 1:1 support, tailored as required to the individual. Research findings are that improved outcomes in relation to employment and sustained housing are achieved where consistent and responsive 1:1 support is provided where needed.

7.1.5 Birmingham Business Charter for Social Responsibility (BBC4SR) will be applied within the threshold of the Charter requirements and contract value.

7.1.6 The project aligns with strategic objectives in the Birmingham Development Plan (BDP) 2031 relating to improving health and well-being. This includes priorities of the Health and Well-Being Board and Public Health Outcomes Framework in supporting vulnerable people with mental health conditions and learning disabilities into paid work.

7.2 Legal Implications

7.2.1 The lawful receipt of grant funding depends on the adherence to the terms of the ESIF grant funding agreement, which includes (without limitation) the requirement of matched funding, and adherence to the requirements of procurement legislation, including lawful extensions and re-procurements where required.

7.2.2 The Public Contracts Regulation 72 (b) (ii) is the provision, in the particular circumstances of the case, most likely to be used to justify compliance with procurement legislation."

7.2.3 Under the general power of competence set out in Section 1 of the Localism Act 2011, the Council has the power to enter into the arrangements set out in this report and they are within the boundaries and limits of the general power of competence in Section 2 and 4 of the Localism Act 2011, subject always to the contractual and procurement constraints referred to above.

7.3 Financial Implications

7.3.1 The total PURE project is anticipated to be £12m, comprising £6m of ESF revenue grant and £6m funded from City Council main programme revenue budget from the Adult Social Care Directorate, Commissioning services. The project will support commissioned expenditure of £5.2m and management and administration staff and overhead costs of £0.8m for the initial 18 month period. The management and administration staff are anticipated to be existing employees in the Commissioning service, plus two staff from the European and International Affairs (Economy Directorate) and one from City Finance, although there may be a need for some fixed term contracts which will be funded from within the overall project. When the funding is in relation to existing posts, this will enable the project to be delivered within existing budgetary targets

7.3.2 The DWP grant offer of £6.0m revenue grant currently applies to the period 1st January 2018 to 16th June 2020. However, in order to maximise the deliverability and impact of the project, it is proposed that a PCR will be submitted to commence the project in December 2018 (one month earlier) and to extend the project completion date to 31st December 2021. In addition, the PCR will request to increase the amount of available ESF grant by £0.5m to £6.5m subject to the Council providing match-funding. This is consistent with the original grant application and in the event that it is successful, approval to accept the additional grant will be via delegated approval of the Corporate Director; Finance and Governance and the Cabinet Member for Finance and Resources.

7.3.3 The project will largely be delivered through contracted deliverers as set out in this report. The Council will enter into contracts with these deliverers which will set out the outputs required to deliver the terms of the ESF grant. The City Council will claim ESF grant quarterly from DWP in arrears based upon actual expenditure from the Council's bank account to contracted deliverers. Given the time limit of ESF grant, expenditure will have to be defrayed in advance of the project end date to be eligible and this will be made clear to deliverers in their contracts. The Council reserves the right to exit the project at any time by giving the required notice of one month to DWP. There will be no on-going revenue implications for the City Council as a consequence of this project.

7.3.4 The Council will mitigate its risk as Accountable Body through the payment mechanism and claw-back arrangements set out in the contracts with deliverers. Payments will be made to contractors quarterly in arrears at 80% ratio with the remaining 20% held back and paid the following quarter upon submission of core data requirements i.e. inputs and outputs achieved. Standard rate VAT will be incurred on the commissioned expenditure, which the City Council can recover as part of its on-going business. The Council

will include the right to claw-back grant from the deliverers if necessary in line with the provisions in the ESF funding agreement.

7.4 Procurement Implications (if required)

- 7.4.1 Both the Social Inclusion and Disabilities contracts have a clause that allows a contract modification subject to agreement by both parties. In the case of Social Inclusion, this will be extended by two months to 30th November 2019, to maximise the re-procurement period and reduce the impact on the delivery of the PURE project. The Disabilities contract is a 3 plus 2 years contract, the extension being subject to funding availability and this will expire on 30th June 2021, at which point the contract will have been re-procured in order to complete the final six months of the project. The reason why this cannot be re-procured at the same time as the Social Inclusion contract is due to the complexity of the client groups.
- 7.4.2 The Cabinet report; Tender Strategy for Integrated Prevention Services (C0218) dated 20th October 2015, delegated the extension of these contracts to the former Cabinet Member for Commissioning, Contracting and Improvement jointly with the former Strategic Director of People post.
- 7.4.3 The re-procurement process for the Social Inclusion contracts will take circa 11 months to complete. This timeframe is end-to-end including the development of the procurement strategy, going to market and a mobilisation period of 3 months. The re-procurement of the Disabilities contracts will take longer. These procurements will be carried out in accordance with European Commission procurement rules to ensure compliance.
- 7.4.4 In the event of existing eligible providers not being successful in future commissioning, financial clauses are in place, which require providers to submit robust claims for retrospective payment.

7.5 Human Resources Implications (if required)

- 7.5.1 The ESF revenue grant includes funding for seven posts to manage and administer the project. Four of the posts are in the Adult Social Care and Health, one in City Finance and two in the European and International Affairs team of the Economy Directorate as follows:
- 1 x GR7 Lead Officer to provide strategic oversight (Adults)
 - 1 x GR6 Senior EU Fund Manager (Economy Directorate)
 - 1 x GR6 Commissioning / Project Manager – Intelligence (Adults)
 - 1 x GR5 EU Compliance Officer (Economy Directorate)
 - 1 x GR5 Employer Development Co-ordinator (Adults)
 - 1 x GR4 Finance Officer (City Finance)
 - 1 x GR3 Business Support (Adults)

7.5.2 It is anticipated that for the majority of posts, existing staff will be employed on the project. These staff will be transferred as their other projects come to a finish. It may be necessary for some fixed term contracts to be used if suitably experienced existing staff are not available.

7.6 Public Sector Equality Duty

7.6.1 Please refer to **Appendix 2**.

8 Background Documents

8.1 Birmingham City Council Plan: 2018 -2022

8.2 Health and Well-being Strategy 2017+

8.3 Homeless Prevention Strategy 2017+

8.4 Homeless Related Support Strategy 2019+

8.5 Financial Inclusion Strategy 2016+

8.6 Domestic Abuse 2018+

8.7 Tender Strategy for Integrated Prevention (C0218) – Cabinet report 20th October 2015

8.8 List of Appendices accompanying this Report (if any):

- 1. Full Business Case (to be amended with refreshed milestones pending approval to accept funding)
- 2. Equality Analysis
- 3. Funding Offer Letter
- 4 Mobilisation Plan
- 5 Risk Assessment