

UPDATE ON PLANNED ACTIVITY FOR THE TRANSFORMATION CHALLENGE AWARD PROJECT

26 June 2018

Report of Chief Officer (Health & Housing)

PURPOSE OF REPORT			
To update Cabinet members on project activity for the Transformation Challenge Award (TCA) and to seek endorsement for the revised project activity as agreed by the Partnership (i.e. Lancaster City Council and Lancashire County Council)			
Key Decision	X	Non-Key Decision	Referral from Cabinet Member
Date of notice of forthcoming key decision	21/05/2018		
This report is public.			

RECOMMENDATIONS OF COUNCILLOR WARRINER

- (1) Note the proposed changes to the TCA project delivery approach.
- (2) That the General Fund Revenue Budget be updated to reflect the proposed project budget delivery changes, split across relevant financial years as appropriate, subject to there being no additional cost implications for the City Council.

1. Background

- 1.1. In October 2014, Lancaster City Council, in conjunction with Lancashire County Council, submitted an application for a grant from the Transformation Challenge Award (TCA). The purpose of the bid can summarised from the short project summary:
- 1.2. *This project will focus on addressing poor quality housing stock in the private rental sector, and tackling the underlying social and health needs of residents to deliver improved outcomes.*
- 1.3. *Bringing together public sector partners, it will ensure that every contact with communities maximises the opportunity to improve lives and reduce the impact on high-cost reactive services through:*
 - *smart data collection, analysis and risk profiling tools*
 - *work with focused populations*
 - *developing an integrated neighbourhood service offer around early help and prevention*
 - *utilising and building community strengths to reduce reliance on the public sector*

- *reducing repeat demand for services*
 - *improving community safety and wellbeing outcomes*
- 1.4. *This project will connect with several large scale public sector programmes (Better Care Together, Prevention and Early Help for Children Young People and Families, Integrated Wellness Service, Early Response and Morecambe Regeneration) through smarter use of data systems to inform strategic planning, and developing improved pathways to support.*
- 1.5. Though not explicitly stated in the bid document, the project activity was intended to be in Morecambe, based in three wards – Harbour, Heysham North and Poulton. All three areas have high concentrations of private rented sector (PRS) housing – the focus of the bid.
- 1.6. Project activity was split into two main streams – improving housing standards in the PRS and improving wellbeing, building resilience in the local community. The project document summarised how the budget would be allocated:
- Improving the quality of private rental accommodation stock (£0.2m)
 - Service mapping and re-design (£0.45m)
 - Connecting Communities (£0.4m)
 - Informed decision making (£0.15m)
- 1.7. Lancashire County Council were responsible for commissioning £1m of the budget with Lancaster City Council responsible for the remaining £0.2M. Significant organisational changes and reductions in capacity within Lancashire County Council shortly after being awarded the grant meant that developing and implementing the project was delayed.

2. Introduction

- 2.1. As a number of years has passed since the award of the funding, the project team felt it necessary to revisit the agreed projects from the original bid. On February 14th 2018, a meeting was held between the two main partners in the Lancaster District Transformation Challenge Award (TCA) project team, as well as a wider group of project partners, including Morecambe Bay Clinical Commissioning Group (CCG) and Lancashire police. The aim of the meeting was to refresh the approach of the Lancaster TCA project, to review the proposed project activity to ensure it was still relevant to the needs of the community and to the strategic priorities of the partners involved, whilst retaining the purpose of the original bid.
- 2.2. At the meeting, partners considered the current problems that affected the district, (informed by a mixture of professional knowledge and community feedback) issues that placed a strain on services and would lead to a greater impact on services in the future. This was in line with the purpose of the original bid, to identify the issues and to develop approaches to prevent individuals reaching a point of crisis and requiring interventions from statutory services. A number of issues were raised, however the key issues were defined as:
- Housing
 - Low Level Mental Health

- Adverse Childhood Experience (ACE)
- Food Poverty

2.3. These themes strongly influenced the activity planned for the project. A summary of the agreed project work follows.

3. **Agreed Project Activity**

3.1. As of May 2018, £409K has either been spent or committed from the original budget for the project. Below is a breakdown of what this money has been spent on:

Project or expenditure	Amount	Purpose
Anti-Social Behaviour Team	£112K	Jointly funded by the TCA (£112K), City Council (HRA) and Morecambe Town Council to manage ASB incidents as they arise
Housing Standards	£175K	Cost of staff for initial targeted enforcement work plus projected additional targeted enforcement staff costs to September 2019 following Selective Licensing consultation work
Project Manager	£122K	The projected cost of the Project Manager, plus on-costs up to March 2019

3.2. Following the project meeting on 14th February, a list of three overarching project work streams was agreed, falling under the following themes:

- Grassroots Development and Community Connecting
- Making Every Contact Count
- Raising Housing Standards

3.3. The outline proposed project activity within the three work streams is described below, noting that the detail of these individual projects is still to be finalised. The projected budget for each theme is also included with all activity listed under each project heading coming from the stated budget.

3.4. **Grassroots Development and Community Connecting**

Budget - £443K

3.4.1. ***Neighbourhood fund*** – Closely linked to the Community Empowerment work stream, groups will be encouraged to develop initiatives that will build resilience and help the community grow. As the community is mobilised, the seed fund will provide the start-up funds necessary for groups to become established. Such a fund will ensure a greater variety of community resources, providing opportunities for low-level support for people at risk of being socially isolated and improving the overall mental and physical wellbeing of members of the community. In addition, a portion of the seed fund will be used to explore and potentially develop a FareShare scheme for the district, to help tackle food poverty.

Timeframe: Potentially open-ended if fund is sustained through on-going fund-raising activity

- 3.4.2. **Community Empowerment** – Working on the principle of 'Nothing about us, without us, is for us' the project will look to engage the community and empower them as decision-makers. The Poverty and Truth Commission (PTC) will bring together people from the community who are experts by experience and decision makers from public bodies. This will give the opportunity for people to share their experiences of struggling with poverty with decision-makers. It is hoped that this will deepen understanding, improve perceptions and challenge stereotypes, leading to better decision making. The PTC was established in Scotland in 2008 and has transformed commissioning. This approach is a tried and tested successful way of engaging the community in influencing commissioning decisions to produce the outcomes that best help those living in poverty. The Morecambe Bay PTC will build on this work to facilitate a truly transformative approach in the district.

A series of Community Conversations will be held within three areas of the district, hosted by The Art of Hosting, designed to engage the community and harness ideas and encourage innovation. In conjunction with the Neighbourhood fund, the community will be encouraged to realise their initiatives. In addition, training will be provided to a number of professionals to enable them to become practitioners of The Art of Hosting. This will provide the district with a number of staff who are trained to host Community Conversations.

Timeframe: 12 months

- 3.4.3. **Community Connecting** - Often, people are not aware of the range of statutory and non-statutory services which could provide support and meet their needs and they may be reluctant to independently access such services without any endorsements from family, friends or professionals. Community Connectors will support people in the district to navigate the complement of local services, resulting in wide ranging benefits which will depend on individuals' needs, the guidance they are given and the services to which they are signposted or referred. Assisting people to access services and support networks will improve self-reliance and build community resilience as a whole, reducing demand for expensive statutory interventions.

Community Connectors will address issues raised by the community, such as Food Poverty, and will work to raise awareness and encourage community participation in campaigns.

Timeframe: 12 months

- 3.4.4. **Social Prescribing** – Based in GP surgeries in Morecambe, Social Prescribing will enable GPs' surgeries to refer members of the community to a range of non-clinical alternatives that can meet individual's needs. Surgeries will become a wellbeing hub, providing a space for the community. The initiative will look to reduce repeat, non-essential visits and improve health literacy. Support and training will be provided to customer-facing staff. Training will be provided for courses in social prescribing.

Timeframe: 12 months

3.5. Making Every Contact Count

Budget - £100K

- 3.5.1. **Adverse Childhood Experience (ACE)** – Identified as an issue which has a major impact on the health, wellbeing and future prospects of many in the community. Training will be provided to Head teachers and school staff to increase awareness of the impact of ACEs and identify potential issues. ACEs can lead to a number of problems in later life, such as mental illness, anti-social behaviour, domestic abuse and substance misuse. Training will be widened to other professionals and volunteers in the district who work with children.

Timeframe: 12 months

- 3.5.2. **Workforce Development** – A contingency fund will provide training, where required, to increase the skills of staff in identifying issues, and to embed an asset-based approach. Learning will be taken from the Skills for Care pilot, currently operating in the district

Timeframe: 12 months

3.6. Raising Housing Standards

Budget - £248K

- 3.6.1. **Targeted Enforcement Approach** – Following Lancaster City Council's decision to pursue an alternative approach to selective licensing in March 2018, Housing Standards will be introducing a targeted enforcement approach. Budget has already been committed to employ two Housing Officers to provide enforcement for the approach. The approach will be intelligence-led, using available data to build up a picture of existing housing stock and to target rogue landlords who provide sub-standard housing, are involved in criminal activity and ignore issues such as ASB.. Closer links with landlords will be developed through landlords' forums and residents meetings. Greater collaboration with landlords will involve information sharing and education. Some administrative/ technical resource may be required to assist the landlords' forum to become self-sustaining. In addition, training will be provided to Housing enforcement officers to equip them with the skills to identify potential issues with tenants when undertaking visits. In line with the early intervention and prevention approach, it is envisaged that some tenants will need intensive support to access the full range of help available to them and to ensure they can maintain a tenancy and not end up homeless placing further pressure of the council's housing options service. This type of support linking with the homeless prevention team is provided for within this theme.

Timeframe: 18 months

- 3.6.2. **Anti-Social Behaviour Team** – Funding has already been provided by the TCA to establish the ASB team. Landlords are expected to manage incidences of ASB in their properties as they arise. Having an ASB team assists landlords in effectively managing the problem, reducing incidences overall, which in turn will have a positive impact on the community as a whole. The ASB team have had an immediate impact in dealing with anti-social behaviour within the district. Allocation has been provided from the TCA budget to extend funding for the team for another year.

Timeframe: funding for further 12 months

- 3.6.3. **Active Lancashire project** – The project will target residents of West End, Morecambe who live in private rented accommodation, and who are currently claiming Employment Support Allowance due to their health status. The overall aim is to get individuals into employment. This will be achieved through a peer mentor model which engages participants in a range of sport and physical activity opportunities to support them on their employment journey. An 8 week co-designed programme providing a range of sport and physical activity taster sessions will be delivered to each participant to develop confidence and motivation to be regularly active.

Timeframe: initial 12 months

4. Relevance to original TCA bid

- 4.1. In order to demonstrate that the original aims of the TCA Lancaster bid are still being met, the following table shows how the new project activity is linked to the original bid:

Workstream	Project title	Link to original bid	How?
Grassroots development and Community Connecting £443K	Neighbourhood fund	Community Connecting	The original bid allocated £50,000 for community projects, to develop 'bottom up' support. The Neighbourhood fund will have £130,000 in total to encourage grassroots development throughout the district. A considerable portion of this fund will go towards addressing Food Poverty by potentially developing a FareShare scheme within the district. Current provision is based in Preston, making it difficult for groups to access.
	Community Empowerment	Service mapping and redesign Community Connecting	Facilitating Community Conversations will build up a knowledge base of what the community wants, empowering the community and bringing them into decision-making. In addition, the process will prompt members of the community to develop assets within the community, utilising the seed fund to create new groups.
	Community Connecting	Community Connecting	Community Connecting was a key aspect of the original bid. The proposed work will follow the aims of the original bid, to utilise the Voluntary, Community and Faith Sectors to connect communities to support and wellbeing services, to avoid over-reliance on statutory services.

	Social Prescribing	Service mapping and redesign Community Connecting Informed Decision-Making	Training will be provided to staff in GP practices to identify issues, and signpost people to non-clinical community groups. Through improving health literacy, this project will look to build resilience in the community, and in turn reduce reliance on services.
Making Every Contact Count £100K	Adverse Childhood Experience	Informed Decision-Making	Training and support will be provided to Head teachers and school staff to increase awareness of the impact of ACEs and identify potential issues.
	Workforce Development	Informed Decision-Making	A contingency fund will provide training, where required, to increase the skills of staff in identifying issues, and to embed an asset-based approach.
Raising Housing Standards £248K	Targeted Enforcement Approach	Improving the quality of private rental accommodation stock Community Connecting	Activity is aimed at raising standards, ensuring landlords meet their responsibilities and working with tenants to maintain tenancies and link into the wider community.
	Anti-Social Behaviour Team	Improving the quality of private rental accommodation stock Community Connecting	Assisting landlords to manage ASB issues when they arise. Ability to link 'hard to reach' tenants to the wider community.
	Active Lancashire project	Improving the quality of private rental accommodation stock Community Connecting	Working with tenants in PRS housing who are at risk of social isolation through long-term unemployment. Builds resilience and skills.

5. Project Governance

- 5.1. The Health and Wellbeing Partnership for Lancaster will continue to oversee the project. The Partnership has worked in an advisory capacity, providing project steer throughout and to assist in a more joined up approach across the relevant agencies. Specific sign-off for projects has come from the two Project Sponsors – Director of Public Health for Lancashire County Council and Chief Officer (Health and Housing) for Lancaster City Council.

6. Options and Options Analysis (including risk assessment)

	Option 1: Continue with originally agreed budget	Option 2: Introduce new project activity and revised budget
Advantages	<p>Broad remit for project work streams</p>	<p>Broad approval for agreed project activity from Health and Wellbeing Partnership</p> <p>Coherent list of projects that complement and support each other</p> <p>Project addresses issues that are most relevant to community</p> <p>Ensures greater participation from Partners</p> <p>Greater emphasis on empowering community</p> <p>Greater emphasis on innovative approaches to transforming the way services are delivered</p> <p>Greater sustainability</p> <p>Outcomes are consistent with original bid</p>
Disadvantages	<p>Considerable amount of time has passed since project activity was agreed with a large amount of staff turn-over meaning interpretation of aims of project activity and associated delivery of outputs made more difficult</p> <p>Extra budget required for targeted enforcement approach following decision not to pursue licensing</p> <p>Some proposed activity would duplicate work undertaken by other Partners in district</p> <p>Reliance on creation of posts, rather than utilising existing expertise within community</p>	<p>Greater number of projects to coordinate and evaluate</p>
Risks	<p>As a large amount of time has passed since the project started, there will have to be some re-appraisal of the original project workstreams, which would likely</p>	<p>Greater number of projects, requiring more participation and coordination</p> <p>Potential to duplicate activity if projects are implemented in</p>

	lead to re-interpretation of their aims with any unspent grant returned to the MHCLG (formerly DCLG) if can't be agreed / delivered.	isolation. Potential for grant clawback by the MHCLG (formerly DCLG), reduced by achieving same outputs as original bid, albeit through slightly revised delivery mechanism.
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7.0 Officer Preferred Option (and comments)

7.1 Option 2:

Considerable effort has gone into building a consensus with partners. There is broad agreement on the main priorities for improving health and wellbeing in the district and the best approach for this. The agreed project activity addresses a number of the underlying problems with innovative, sustainable approaches that are asset based and designed to build resilience in the community. The outcomes will be the same as the original bid - reduction in repeat demand for services, smarter ways of working with focussed populations, improving community safety and wellbeing and empowering the community to build on its own strengths.

8.0 Conclusion

The proposed project activity will still meet the outcomes as expected in the original bid but now has the benefit of addressing some of the specific issues that have arisen from community feedback and from the involvement the Health and wellbeing partnership. Clarity around the project activity should now enable delivery at a pace within the next 12 months to ensure tangible improvements to the lives of some of the most vulnerable in our district.

RELATIONSHIP TO POLICY FRAMEWORK

Healthy and Happy Communities is one of the ambitions in the proposed new council plan. The revised project activity will directly contribute to some of the outcomes under this ambition.

CONCLUSION OF IMPACT ASSESSMENT

(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing):

Diversity – Project activity looks to work with and empower people from all backgrounds

Human Rights – none

Community Safety – Extension of ASB team will have a positive impact on community safety

Sustainability – Project approaches aim to build in sustainability, encouraging greater participation from the community

Rural proofing – none

LEGAL IMPLICATIONS

Legal have been consulted and have no further comments.

FINANCIAL IMPLICATIONS

It is not expected that there will be any additional costs arising for the City Council from the revised project activity as proposed as all related expenditure will still be met from the original TCA grant award, albeit the split between the City and County Council has altered, with more of the grant now being spent directly by the City Council than was originally anticipated, e.g. for specific projects such as the ASB team as part of the overall increased allocation under the 'Raising Housing Standards' project activity theme. The proportion being directly delivered by the City Council is expected to increase to around £535K compared with the original £200K allocation.

The City Council will maintain the role of Accountable Body as per the original bid with County remaining as primary provider of related support services, such as adult social care, and so it is re-iterated that any savings / outputs as originally presented are still expected to be delivered by County Council and other partner Agencies, such as the Health Service. It is not envisaged that associated risks for the City Council in undertaking this role will significantly alter as a result of the revised project plans / delivery mechanism, therefore.

Should Members agree to proceed with Option 2 as presented, then the General Fund Revenue Budget will need to be updated accordingly to reflect the revised activity expenditure and grant funding split for the Partnership, noting that some flexibility has been built into the proposal for low level changes within specific project theme headings. With reference to the Governance arrangements referred to under section 5.1, it is re-iterated here that it will remain the responsibility of the City Council (i.e. the Chief Officer (Health & Housing) in conjunction with Resources) to determine the conditions for 'passporting' grant onto County and to ensure that the revised delivery mechanism and associated project activity / outputs remains broadly in line with the original grant funding bid to the MHCLG (formerly DCLG). For any further revisions which are deemed significant or sensitive in nature, then these will need to be reported back to Members for their consideration in the usual way and also to the MHCLG where considered appropriate.

Finally, it should be noted that the City Council has recently contacted the MHCLG to update them on progress to date including the proposed changes for the delivery of the TCA with a deadline to comment by 18 June 2018. If the City Council doesn't receive a response by this date, then it will be assumed that they are satisfied with the proposed changes to project delivery with verbal confirmation of this being provided by the Chief Officer (Health & Housing) at the meeting.

OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces:

Two fixed term Housing Enforcement posts have been established within the Housing Enforcement team to implement a targeted enforcement approach and will be funded by the TCA grant as previously reported.

DEPUTY SECTION 151 OFFICER'S COMMENTS

The Deputy s151 Officer has been consulted; as Accountable Body for the award there remains the residual risk of clawback of funds by MHCLG with the officer preferred option. This risk has been mitigated to an acceptable level given the revised proposals remain in accordance with the original successful bid, subject to formal agreement with MHCLG

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no further comments.

BACKGROUND PAPERS

Funding bid to DCLG for
Transformation Challenge Award

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