

Report to: EXECUTIVE CABINET

Date: 27 April 2022

Executive Member: Councillor Bill Fairfoull – Deputy Executive Leader

Reporting Officer: Tony Decrop – Assistant Director (Children’s Services)

Subject: SUPPORTING FAMILIES GRANT

Report Summary:

This report provides an update following the confirmation of continued funding from the **Supporting Families Programme Grant**, its amount and the proposed financial allocation of monies. Early Help Services are currently funded from TMBC core budget funding and other grants, one of which is Supporting Families, which is the subject of this report.

The government have confirmed the continuation of this grant for a further 3 years with £1,194,683 being allocated for 2022/2023. This is an increase in previous years, of £390,600 and it is proposed to continue to fund existing services with an opportunity to develop and expand further services.

The Strengthening Families Programme grant currently funds the following services and posts as set out in the table (appendix A) and as described in section 3.

The report sets out proposals to agree the spending for the continued Supporting Families Grant, which has been allocated to the Local Authority via Greater Manchester Combined Authority (GMCA) (Earned Autonomy) for 2022 to 2025.

The Supporting Families Programme grant is a continuation of the established grant Tameside has received for 8 years as identified in previous reports.

Recommendations: That Executive Cabinet be recommended:

- (i) To continue to fund the current arrangements with Action Together, Domestic Abuse services and HomeStart.

Provider	Amount per year	Type of Arrangement
HomeStart	£50,000	Service Contract
Action Together	£65,000	Grant Agreement
Domestic Abuse Services	£152,443	Services Contract

- (ii) To agree to the extension of the Inspire Family Intervention service contract delivered by Jigsaw for a further 6 months till 30 September 2022, then this contract will cease.
- (iii) The current commissioned Family Intervention service provided by Jigsaw, Inspire services is put out to tender for a 2.5 year period

Year 1(6 months) Sept 2022 – March 2023	£108,000
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Year 2 April 2023 – March 2024	£216,000
Year 3 April 2024 – March 2025	£216,000

- (iv) To approve spend of £207,358 budgeted from the Supporting Families grant that will be used to obtain more resources to support wider service delivery and strategic leadership to build capacity within Early Intervention over the next 3 years on fixed term contracts as outlined in 3.32.

Corporate Plan:

Supporting low income households, particularly low income families with children links to all of the priorities within the Corporate Plan which are impacted upon by Covid.

Policy Implications:

The proposal aligns to the Councils key policies in supporting the most vulnerable families in our community

Financial Implications:

(Authorised by the statutory Section 151 Officer & Chief Finance Officer)

GMCA announced on 10 February 2022 that Tameside Council would receive £1,194,684 for the Supporting Families Programme grant for 2022/23; an increase of £390,601 from the 2021/22 funding allocation. The funding allocation for 2023/24 and 2024/25 is still unknown; however GMCA have indicated the funding allocation should remain at a similar level.

The Supporting Families Programme, previously known as Troubled Families has been established since 2015. A number of posts have been in existence for some years; however this report details a number of new posts to be created. The spend plan for 2022/23 is within the overall grant allocation and is included in Appendix A.

Legal Implications:

(Authorised by the Borough Solicitor)

This report provides the proposals for utilising the funding from the Supported Families Programme Grant to continue to fund existing services and increase staffing support within the Council.

The project officers are working on the basis that the grant has been agreed for a further three years although currently the amount of the grant has only been provided for year one and so assumptions have been made for years two and year three. Therefore, it would be advisable to review whether the commitments being sought in the recommendations should be for the full three years as with Action Together just for the one year. Finance may wish to comment on this to advise whether there is sufficient funding for the three years.

The ongoing provision of the services are being achieved via grant agreements, new procurement exercises or extensions to current contractual arrangements. The project officers need to ensure that the use of grant agreements is appropriate, as grant agreements are not able to specific service provision in the way that contracts are able.

Advice and support should also be sought from STaR procurement which provides procurement advice to the Council to ensure that compliant processes are undertake where the provision of existing services are being extended or terminated and that compliant procurement exercises are followed with all

relevant issues being addressed including staffing issues and Transfer of Undertakings Protection of Employment Rights Regulations (TUPE)

With regards to the proposals in relation to Council, staffing provisions advice should be sought from Human Resources to ensure that appointments are made to appropriate contracts given that the roles appear to be reliant on external funding and therefore it is likely that fixed term contracts would be appropriate in these circumstances. Project officers also need to take advice on any potential redundancy implications even if fixed term contracts are being used to ensure sufficient reserves are retained.

The Council has many competing duties – to deliver a balanced budget, to deliver services efficiently and effectively, to actively reduce inequalities. Accordingly, going forward such reports need to be far clearer about how it is delivering or achieving these statutory duties and delivering the Council's priorities, what success looks like (reducing inequalities), how this compares/benchmarks across UK (value for money) – there needs to be clear qualitative measures.

Risk Management:

The Council officers will work closely with commissioning to ensure that the grant is spent in accordance with any conditions attached and ensuring the delivery of services is in an effective and cost effective way

Background Information:

The background papers relating to this report can be inspected by contacting Lorraine Hopkins, Head of Early Help and Early Years



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1 INTRODUCTION

- 1.1 In November 2021, the government announced as part of the spending review that the Supporting Families Programme grant funding will continue for a further 3 years – 2022 to 2025
- 1.2 The Council will receive next year's grant as a single allocation of funding through the Greater Manchester Combined Authority (GMCA) in line with the existing agreement between GMCA and Department for Levelling Up, Housing and Communities (DLUHC). The level of funding Tameside can expect to receive in 2022/23 is **£1,194,683**.
- 1.3 The level of funding for the subsequent 2 years has not been confirmed. However, it has been indicated through GMCA that at this stage as the programme continues to expand the 23/24 and 24/25 funding will be similar if not above this year's investment
- 1.4 The **Supporting Families Programme** grant allocation has been an integral part of Tameside's ambitious Early Help Offer and is one of several programmes and interventions that are embedded in our holistic Successful Family centred approach to service delivery.
- 1.5 The **Supporting Families** Programme grant has been a key driver within Tameside in terms of our successful family approach and public service reforms. Over the years the Council used the grant to focus on working with partners and families to embed new ways of working, align resources and ensure sustainability.
- 1.6 Funding has been received for a number of years and since 2017 GMCA have earned autonomy and allocate the budgets to each of the 10 Local Authorities
- 1.7 Tameside have utilised the Supporting Families Programme grant since 2014 to fund services and posts both internally and externally to support the development of the Early Help offer across the Borough.

2. CONDITION OF GRANT

- 2.1 Payments will be made by the Greater Manchester Combined Authorities (GMCA) to the Local Authority as a single allocation for the 2022 – 2023 financial year

3. PROPOSED ALLOCATION OF STRENGTHENING FAMILIES FUNDING 2022 - 2025

- 3.1. **Action Together - is the infrastructure organisation for the voluntary, community, faith and social enterprise (VCFSE) sector in Oldham, Rochdale, and Tameside.** This is a continuation of the existing grant award agreement of **£65,000** to be paid annually until 2025 to Action Together. There is no increase to this payment from previous years. Action Together are the voluntary and community sector support agency and have an established role supporting the third sector. It is proposed to continue the current grant arrangements which fund Action Together, to coordinate and work across the Voluntary sector in providing support around the Early Help offer in each neighbourhood. This is a full time post that is collocated and aligned to the Early Help Access Point as outlined in the funding plan. This support's capacity building in the 3rd sector and enabling partners and families to realise the potential of the community, faith and voluntary sector as key deliverers of services. This has been very successful with support and advice for professionals and families in accessing local, neighbourhood services, therefore supporting sustainability and reducing demand on more costly intensive services.
- 3.2 **HomeStart – a one to one early intervention peer support programme for families with children under 5 years.** The Supporting Families grant currently pays a contribution of

£50,000 per annum for this programme via the Public Health Directorate. The Peer Support Service has moved from a grant to a contract, commencing from 1 April in 2022 for 3 years agreed at Strategic Commissioning Board August 2021. It is intended to continue to contribute £50,000 funding from Supporting Families Programme grant towards this contract advice has been sought from STaR procurement to ensure that this is undertaken compliantly

- 3.3 HomeStart Oldham, Stockport and Tameside (HOST) is a long-standing partner of the Council with a unique, tried and trusted peer support model, with a successful track record of grass roots community volunteering, valued by volunteers and professionals alike.
- 3.4 HomeStart provides one-to-one peer support for families via a team of dedicated and supervised volunteers, who visit families for a couple of hours per week and tailor support to meet the individual needs of the family. The trusted relationship that is developed between a parent and volunteer often leads powerful change within the family, as well as enabling the family to grow in confidence for accessing the wider community and universal early years offer. The Tameside Peer Support Programme will support families with children aged between 0-5 years. The families supported through the Peer Support Programme, may be families who have recently stepped down from Family Intervention Services, or families who need early support to prevent needs from escalating. As such families support should be either in Level 1 or 2 of the help, harm model outlined in the Early Help Strategy.
- 3.5 HomeStart has been a significant partner in the development of the Early Help Offer, regularly attending panel meetings and providing a crucial pathway and intervening early to prevent family breakdown. They have adapted their service delivery and aligned to new ways of working, including asset based and relational approaches using Signs of Safety methodology. HomeStart are champions and deliver interventions supporting early attachment, infant feeding, child development and school readiness, which all have strong evidence of effectiveness and return on investment.
- 3.6 **Domestic Abuse** - Supporting Families Programme grant has contributed to funding domestic abuse services since 2019 and it is intended to continue to contribute in total annually **£152,443** to the following services: Bridges (**£41,500 per year**); Childrens Independent Domestic Abuse Advocates (**£80,100 per year**) and Women's Centre (**£26,843 per year**) .Advice has been sought from STaR procurement to ensure that an appropriate procurement route has been followed. .
- 3.7 Bridges allocation – this is a resource for women and their family to access services to support families experiencing Domestic Abuse
- 3.8 Childrens Independent Domestic Abuse Advocates allocation – To continue the provision of 2 full time Children's Independent Domestic Violence Advocates. This service provides interventions for children experiences domestic abuse.
- 3.9 Women's Centre allocation – To continue to fund a key worker to deliver accessible, local services across each of the four neighbourhoods in Tameside for families to access where they are experiencing Domestic Abuse.
- 3.10 **Single Point of Access (SPOA) £55,070** – To continue to contribute funding for multi-agency mental health team which are collocated within the Early Help Access Point (EHAP) and the Multi-agency Safeguarding Hub (MASH).
- 3.11 The SPOA is a Child and Adolescent Mental Health Services (CAMHS) team which is part funded with Health core funding through the grant. The funding allocation is paid direct to Pennine Care and funds two part time workers to be based in the Early Help Access Point to support referrals at the earliest point.

- 3.12 All referrals come through the multi-agency request for service in line with the MASH and EHAP, taking referrals in this way ensures there is access to good quality multi-agency information ensuring that the child/young person receives the most appropriate support that best meet their individual needs at the point of referral.
- 3.13 **Strengthening Tameside's Approach to Repeat Separation (STARS) £76,081** - This was a two year pilot part funded from a Greater Manchester Combined Authority innovation grant which has now ceased. It is now intended to extend this pilot supported with funding through the Supporting Families Programme grant and Early Help core budget to continue with the approach and continue to fund two staff within the team.
- 3.14 The aim of the pilot was to: improve the quality of life for the child and family, by providing coordinated intensive early help support to pregnant women (and their unborn babies) subject to a pre-birth assessment, who have at least one child removed previously; and ultimately reduce to number of repeat child removals across the borough'.
- 3.15 This is an innovation project supported through Greater Manchester with Salford and is evidenced as a cost saving approach.
- 3.16 The data to date has evidenced some significant impact with 17 families engaged in the service. 11 babies have been born and 8 remain at home.
- 3.17 Based on Greater Manchester costs, this gives us an estimated saving to children's of £421,408 by supporting families to remain at home and not go into the cared for system. *(these costs are based on GM cost of a child living in care per year @£52,676)*

3.18 **Family Intervention Services – Commissioned Service**

- 3.19 Currently Jigsaw Housing Association are commissioned via a contract to provide family intervention through their 'Inspire' team. This has a value **£216,000** per annum.
- 3.20 Advice from STAR procurement in has been taken in relation to the current the current procurement arrangements with Jigsaw. Jigsaw have had extensions yearly to the contract for 4 years due to funding previously being allocated on a yearly basis. It is proposed that now allocation of grant has been secured for 3 years, this will now go out across the market through tender process with a new updated specification for 3 year period. This is in line with procurement advice .
- 3.21 The provider has received notification of the intentions and are currently working with commissioning and STaR procurement aligning with the procurement timeframes. The provider has also agreed to continue to provide the current provision for a period of 6 months whilst the procurement exercise is undertaken so as to ensure the continuation of the service.

3.22 **New Posts**

- 3.23 It is proposed to establish additional posts funded through the increased grant to build support and capacity across Early Intervention. It will be necessary to recruit to fixed term contracts for the posts for three years funded through the Supporting Families Grant. If further funding is not secured the fixed term contracts will terminate.

1.0FTE Senior Parenting Worker	New	37,800
0.83FTE EY SEND Coordinator	New	36,558
1.0FTE Assistant Director	New	133,000

- 3.24 To fund an **Assistant Director post for Early Help and Partnerships** within the Children's Directorate to provide greater strategic leadership and management for the service along with being a member of the wider senior leadership team.
- 3.25 To establish a **Parenting Senior role**, as identified within the financial plan, to support the implementation and roll out of the parenting offer and support partnership engagement and sustainability.
- 3.26 The parenting offer has significantly increased in Tameside with the introduction of a number of new programmes to include Riding the Rapids and Reducing Parental conflict.
- 3.27 The demands on capacity to deliver parenting programmes has increased, with more referrals through the Early Help Access point being received.
- 3.28 This role will include building capacity within the team to support training and delivery of all evidence based programmes supporting Tameside's approach to early intervention. This will be implemented through a 'Train the Trainer' approach.
- 3.29 It is proposed to establish an **Early Years (EY) Special Educational Needs & Disabilities (SEND) Coordinator role**, as outlined within the financial plan, within the Children Centre team to focus on babies and children 0 – 3 years.
- 3.30 This role will support, signposts and work closely with health colleagues, early year's teams, voluntary sector, leisure providers to ensure the right provisions are available and accessible for families with babies and toddlers under statutory school age.
- 3.31 This role will be a key navigator to ensure that early years children and their families access services they need at the very earliest opportunities, interventions are identified so children will access statutory education with appropriate support and plans.
- 3.32 Evidence as outlined in the document '1001 critical days' is that when a child reaches the age of 2 years, this can be too late. These 1,001 days are a critical time for development, but they are also a time when babies are at their most vulnerable. Some babies have a disability diagnosed and some have a developmental need identified. This is likely to develop into a special educational need once they enter compulsory education if earlier support and special provision are not made.

4. RECOMMENDATIONS

- 4.1 As set out on the front of this report.

APPENDIX A

Post	New/Existing Post	2022/23 (£)
1.0FTE Service Unit Manager		73,369
1.0FTE Analyst		36,851
1.0FTE Parent Co-Ordinator		33,947
1.0FTE STARS Senior Family Intervention Worker	*	40,430
1.0FTE STARS Family Intervention Worker		34,651
2.5FTE Family Intervention Workers		85,278
1.0FTE Project Officer	*	33,944
1.0FTE Business Support Lead	*	29,992
1.83FTE Family Information and Guidance Officers	*	52,497
1.0FTE Senior Parenting Worker	New	37,800
0.83FTE EY SEND Coordinator	New	36,558
1.0FTE Assistant Director	New	133,000
Young Carers acting-up		2,075
Total Staffing Costs		630,392

* posts are currently established but funded from another grant which will cease 31/03/22

Description		2022/23 (£)
Contract to support Domestic Abuse, Homestart, and Family support		479,443
License and Software		7,000
Training		10,000
Supervision for STARS		1,000
Printing and mileage		3,000
Total non-pay expenditure		500,443

Total Expenditure		1,130,835
Total Income		(1,194,684)
Funds remaining to be allocated		(63,849)