

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 14th February, 2020

TIME: 10.00 am

VENUE: Council Chamber, 2nd Floor, Bolton Town Hall, Victoria Square, Bolton, BL1 1RU (Access via Albert's Hall Entrance)

SUPPLEMENTAL AGENDA

6. **GMCA Revenue Budget Update 2019/20 (to follow)**
7. **Troubled Families Funding** 1 - 8
Report of GM Mayor, Andy Burnham.
8. **GMCA Culture Fund 2020-2022** 9 - 14
Report of Cllr David Greenhalgh, Portfolio Lead for Culture.

12. **EXCLUSION OF THE PRESS AND PUBLIC**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

PART B

Additional Agenda Item

15. **GMCA Culture Fund 2020-2022 Proposed Portfolio** 15 - 18

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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Membership 2019/20

District	Member	Substitute Member
Bolton	David Greenhalgh (Con)	Martyn Cox Con)
Bury	David Jones (Lab)	Andrea Simpson (Lab)
Manchester	Richard Leese (Lab)	Sue Murphy (Lab)
Oldham	Sean Fielding (Lab)	Arooj Shah (Lab)
Rochdale	Allen Brett (Lab)	Sara Rowbotham (Lab)
Salford	Paul Dennett (Lab)	John Merry (Lab)
Stockport	Elise Wilson (Lab)	Tom McGee (Lab)
Tameside	Brenda Warrington (Lab)	Bill FairFoull (Lab)
Trafford	Andrew Western (Lab)	Catherine Hynes (Lab)
Wigan	David Molyneux (Lab)	Keith Cunliffe (Lab)

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
 Governance & Scrutiny Officer: Governance and Scrutiny
 ✉ sylvia.welsh@greatermanchester-ca.gov.uk

This agenda was issued on 10 February 2020 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

Date: 14th February 2020
Subject: Troubled Families Funding
Report of: GM Mayor, Andy Burnham

PURPOSE OF REPORT

The report provides an update on the position of the Troubled Families funding for 2019/20 and 2020/21.

RECOMMENDATIONS:

1. GMCA are recommended to agree the allocation of Troubled Families funding for 2019/20 to all GM districts in line with the previously agreed process.
2. GMCA are recommended to note the announcement of a further years funding for the Troubled Families Funding for 2020/21.
3. GMCA are recommended to support a similar process for managing the 2020/21 allocation of Troubled Families funding through the GM Reform Investment Fund in line with the devolved arrangements agreed with Government.

CONTACT OFFICERS:

Andrew Lightfoot – GMCA

Jacob Botham – GMCA

Background

1.1 In April 2017 GMCA received a report that set out details of an agreement with MHCLG that Greater Manchester would re-profile its remaining allocation of Troubled Families funding (c.£35m) through the GM Reform Investment Fund. Within this report was the recommendation that:

'Local Authorities will receive the remainder of their allocation of funding (including what would have been the payment by results and subsequent STG and attachment fees) on a phased basis once clear investment plans have been developed which demonstrate the transformation required to ensure sustainability.'

1.2 Each Local Authority subsequently produced a three year investment plan in 2017, which has been refreshed and reviewed on an annual basis. In practice receiving the Troubled Families funding through this 'earned autonomy' arrangement has provided GM Local Authorities with a greater level of certainty of funding. It has also increased the focus on how this funding is used to achieve service transformation, move towards more sustainable delivery models and align to GM's shared ambitions on public service reform. This latest investment plan refresh has provided an opportunity for reflection around the overall impact of the TF funding since it was agreed that GM would receive this funding through the Reform Investment Fund, which is summarised in this report.

1.3 MHCLG's Troubled Families Unit have also recently confirmed that the Troubled Families programme will be funded for an additional year in 2020/21. They have confirmed that the overall level of national funding for the Troubled Families Programme for the next financial year is equal to this year's allocation. In practice this means that Greater Manchester Local Authorities will collectively receive an additional £10,722,320 in funding assuming we continue to deliver on the requirements of the programme. Further details of the funding arrangements for 2020/21 are also included in this report.

2019/20 Troubled Families Funding

2.1 All GM Local Authorities submitted a refresh of their investment plans by the end of December. Following a review of the plans a report was shared at a one off meeting of the Reform Investment Fund panel and with the Director for the Troubled Families Unit on 8th January which highlighted some of the evidence around the impact of Troubled Families Funding. The key findings are summarised in the Appendix however overall there is evidence that:

- Alongside local investment TF funding has been a vital source of funding in helping areas to realise their ambitions for early help services,
- The 'Troubled Families' way of working is now part of a mainstream approach rather than a separate programme in all areas,
- GM has collectively been able to meet the performance and evaluation requirements of the national Troubled Families programme whilst operating under the devolved arrangements through the GM Reform Investment Fund,
- The investment plans demonstrate a good balance between investment in service transformation and capacity to work with families and are helping GM districts shift to more sustainable delivery models,
- There are positive examples of investment from troubled families funding helping Districts to shift towards GM Unified Public Service model.

- The GM Audit of Troubled Families that was introduced when GM moved into the new devolved funding arrangements, is proving effective in ensuring that there is accountability at the local and city-regional level for delivery of the programme. The latest audits produced a positive overall assurance rating from all districts with no limited or low-level assurance ratings identified.

2.2 Based on the information Troubled Families Unit have now confirmed that there are the necessary assurances in place for them to recommend to ministers that funding for 2019/20 is released to GM. It is anticipated that this funding will be paid to GM in February noting that Troubled Families funding is traditionally paid towards the end of the financial year. The amount Local Authorities can expect to receive has been previously shared and is included in the table below. These allocations were based on the original formula used by MHCLG to work out how many families each Local Authority would be expected to work with over the course of the programme.

Troubled Families Funding Allocations 2019/20

District	Final TF Phase 2 Allocation of Families	Total Funding Paid upfront in 17/18	Total Investment Funding paid in 17/18 following submission of Investment Plans	Funding available in 18/19	Funding available in 19/20	Total Troubled Families Funding available until 2020
Bolton	2,794	£670,000	£726,824	£559,988	£559,988	£2,516,800
Bury	1,297	£496,500	£580,367	£431,717	£431,717	£1,940,300
Manchester	8,023	£2,016,000	£2,875,326	£1,960,937	£1,960,937	£8,813,200
Oldham	2,289	£949,000	£479,015	£572,493	£572,493	£2,573,000
Rochdale	2,272	£670,000	£590,072	£505,164	£505,164	£2,270,400
Salford	2,810	£763,000	£1,065,836	£733,182	£733,182	£3,295,200
Stockport	1,903	£572,000	£784,864	£543,968	£543,968	£2,444,800
Tameside	2,088	£675,000	£613,044	£516,378	£516,378	£2,320,800
Trafford	1,213	£373,500	£589,592	£386,104	£386,104	£1,735,300
Wigan	2,541	£977,000	£506,626	£594,787	£594,787	£2,673,200
GM Total	27,230	£945,000	£2,342,988	£939,306	£939,306	£5,166,600
GM Funding		£9,107,000	£11,154,553	£7,744,024	£7,744,024	£35,749,600

3.0 Impact on Families in Greater Manchester

3.1 As of the 10th January 2020 Greater Manchester had identified 34,705 families as part of Troubled Families, this is over the original target of 27,230. Based on the success criteria for the programme GM has collectively managed to achieve successful outcomes for 24,589 families, which is 90% of our target of 27,230 families and remains on course to have achieved a successful outcome with 100% of it's target by the end of 2019/20. In addition evidence from GM's own evaluation indicate that 62% of families that are supported through the programme avoid escalation to statutory intervention through Children's Social Care suggesting that the troubled families investment is helping many families to access support they need before issues escalate.

4.0 2020/21 Troubled Families Funding

4.1 In addition to the arrangements for 2019/20 the Troubled Families Unit have now confirmed that GM can expect to receive the allocation of funding for 2020/21 through the same devolved arrangements through the GM Reform Investment Fund (see attached letter). In practice this

means that assuming GM Local Authorities continue to meet the performance and assurance requirements of the programme they will continue to operate outside of the national payment by results model and can expect to receive a full allocation of funding for 20/21.

4.2 The level of funding is broadly in line with the level our allocation for the period 2017-20 and estimates that were provided to Local Authorities several months ago. The allocation of funding GM Local Authority can expect to receive for 2020/2021 is shown in the table below along with the additional allocation of families that each Local Authority will be expected to support.

GM Troubled Families funding allocation for 2020/21

	Original Allocation of Families	New Allocation of Families for 2020/21	New Total	Attachment	Success	Service Transformation Grant	Total	% of funding allocated to each area
Bolton	2,794	643	3,437	£ 139,751	£ 514,096	£ 451,473	£ 1,105,320	10.26%
Bury	1,297	298	1,595	£ 64,874	£ 238,648	£ 209,578	£ 513,099	4.76%
Manchester	8,023	1,845	9,868	£ 401,297	£ 1,476,232	£ 1,296,408	£ 3,173,938	29.46%
Oldham	2,289	526	2,815	£ 114,492	£ 421,176	£ 369,871	£ 905,539	8.41%
Rochdale	2,272	523	2,795	£ 113,642	£ 418,048	£ 367,124	£ 898,814	8.34%
Salford	2,810	646	3,456	£ 140,552	£ 517,040	£ 454,058	£ 1,111,650	10.32%
Stockport	1,903	438	2,341	£ 95,185	£ 350,152	£ 307,499	£ 752,836	6.99%
Tameside	2,088	480	2,568	£ 104,438	£ 384,192	£ 337,393	£ 826,023	7.67%
Trafford	1,213	279	1,492	£ 60,672	£ 223,192	£ 196,004	£ 479,869	4.45%
Wigan	2,541	584	3,125	£ 127,097	£ 467,544	£ 410,591	£ 1,005,232	9.33%
GM Total	27,230	6,263	33,493	£ 1,362,000	£ 5,010,320	£ 4,400,000	£ 10,772,320	100%

4.3 Final details of the requirements that will underpin the funding arrangements for 2020/21 will be incorporated into a Memorandum of Understanding that will be developed over the next few months in consultation with the Troubled Families Unit. The terms are expected to be similar to those that are already in place under the current arrangements and further details will be shared with all GM Local Authorities in due course.

5.0 Conclusions

5.1 There is positive evidence of the impact that Troubled Families funding has had in improving the support offer available to many vulnerable families in Greater Manchester, particularly those that need early help. There is also evidence that receiving the funding through the Reform Investment Fund has helped provide greater certainty of funding whilst also helping to align this investment with broader ambitions described in the White Paper on Unified Public Service for the People of Greater Manchester.

5.2 That is not to say that there are not areas for improvement and during 2020/21 there will be a particular focus on the following areas:

- Responding to evidence from the GM evaluation around particular issues where data suggests there is a challenge in terms of sustainability of impact,
- Using evidence to identify specific families where despite support offered on paper at least they continue to face challenges,
- Responding to particular issues around consistency that have been identified through the local audits of the programme,
- Ensuring districts continue to capture the views of families and put them at the heart of ongoing service improvement,
- Continue to focus on how the troubled families investment can compliment the ambitions set out in the GM Unified Public Service Model most notably around the workforce, the

opportunities for alignment with other transformation plans / funding and shared accountability and leadership around early intervention and prevention.

Appendix: Summary of Investment of Troubled Families Funding

Workforce – There is significant evidence that ‘whole family’ working is well established and understood across many frontline workers across a good range of organisations working with families. Similarly strength /asset based approaches to working with families is increasingly the ‘norm’ in GM rather than the exception or something novel. Troubled Families funding has enabled GM districts to invest in and accelerate workforce development programmes whilst also investing in the capacity of Local Authorities to support staff in partner organisations.

Addressing local priorities for families – There is strong evidence from the investment plans of how Troubled Families funding has been used to invest in additional capacity to address particular issues experienced by families. Examples include investing funding in specialist Domestic Abuse, Mental Health and debt support or in dedicated resources designed to work with young people that have been excluded from school.

Growing capacity of partner organisations and communities to support families – In addition to providing training for partner organisations there is evidence that Local Authorities have invested in the capacity of their own services to directly support staff in partner organisations (particularly schools and Housing Providers) to be able to support families earlier and more effectively. This direct support has been vital in increasing the capacity to work with more families and increasing opportunities for earlier intervention at a neighbourhood level. This is vital in ensuring that targeted early help (mostly Local Authority) services are not overwhelmed by demand and can operate at a sustainable level. As a proxy measure GM districts point to the significant increase in early help assessments over the last few years and the increasing level and quality of work undertaken by partner organisations. Some districts have invested in dedicated resources to provide a quality assurance function that considers the quality and impact of early help. In addition we are seeing increasing evidence of how TF investment is being used to bolster community based resources to support families including the VCSE sector.

Analytical capability and capacity – Investment in analytical resources has been a consistent feature of Troubled Families investment. This has helped fulfil the requirements of the national evaluation for the programme whilst also helping to produce GM and local evaluations of Troubled Families/early help. This has in turn enabled greater reflection and continuous improvement of delivery. The Troubled Families database that has been built over recent years has also become the basis for work on risk stratification and predictive analytics that a number of GM authorities are pursuing in order to better target help and their resources.

A Place-based approach and geographical alignment – Responding to demand at a neighbourhood level and having geographical alignment of services across organisations is at the heart of the vision for GM public services. In many areas early help services have been at the forefront of this shift. The greater certainty of funding for early help as a result of Troubled Families funding has helped accelerate this process and plans to move towards place-based working has been a common feature of the investment plans since 2017.

Shared financial resources – The Troubled Families investment plans include examples of how GM Local Authorities have sought to align the Troubled Families funding with other funding including health transformation funding, mainstream funding and public health budgets. This approach is important in securing the commitment of the partnership to deliver on the requirements of the programme but also in securing support for the idea that a strong early help offer is everyone’s responsibility. More recently GM Local Authorities that have received DfE funding for

implementing the Stockport Family 'Team Around the School' model have highlighted how the TF investment plans will align and complement this investment. Whilst there is still progress to be made in this area the TF investment planning process has had a positive effect on prompting this approach to investment in early intervention.



Ministry of Housing,
Communities &
Local Government

**Ministry of Housing, Communities & Local
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Date: 6th January 2020

Dear Andrew,

The Troubled Families Programme was due to end in March 2020, but it is testament to the hard work of the teams across Greater Manchester and the outcomes families have achieved, that it will now continue. We are now commencing work with new Ministers, local government and your partners to scope out the future direction of the programme in the light of this Government's manifesto commitment to 'improve the Troubled Families programme'.

In the meantime, this letter gives detail of the funding available to Greater Manchester to continue delivery of the current Troubled Families Programme in 2020/21 as announced yesterday. We really appreciate colleagues' patience and continued commitment to the programme in advance of the budget being confirmed. We hope this additional year of funding will help you go further and faster in achieving Greater Manchester's early help vision for families.

The overall funding allocation for the Troubled Families Programme for the next financial year is equal to this year's budget, enabling us to provide outcomes payments for another 92,000 families. Extending a fixed term, outcomes-based funding model for a further year has been challenging but we have endeavoured to stay true to core programme principles including the need for a focus on service transformation.

We are pleased to confirm that Ministers have agreed to continue the devolved arrangements for Greater Manchester subject to the agreement of an updated Memorandum of Understanding (MOU) to cover the additional year of funding. The budget for your area has been calculated in exactly the same way as for areas operating within the Payment by Results framework, however it will be paid in accordance with the terms of the updated MOU. The funding envelope for all areas has been calculated as follows:

- Up front attachment fees will be the same as this year, at 5% of your five-year allocation.
- Service transformation grant is increased to 40% of your five-year allocation¹, to support a greater focus on transformation. This means areas will receive double their usual annual amount.
- Ministers are still strongly committed to Payment by Results as a key element of the programme and so, funding for successful and sustained outcomes will remain the same at £800 per family and capped at 23% of your current five-year allocation.

Thank you again for your support for the Troubled Families Programme. We look forward to working with you over the coming year, it is due to you and your teams that we go into the next financial year on such a positive footing.

Best wishes,



Nick Burkitt

¹ The five-year allocation of service transformation grant does not include 'troubled families coordination grant' made available to early starter authorities prior to the national roll out of the programme in April 2015.

Date: 14 February 2020

Subject: GMCA Culture Fund 2020-2022

Report of: Cllr David Greenhalgh, Portfolio Lead Leader for Culture and Alison McKenzie-Folan, Portfolio Lead Chief Executive for Culture

PURPOSE OF REPORT

To seek GMCA approval on organisations to be funded from the new GMCA Culture Fund 2020-2022, which will support delivery of the Greater Manchester Culture Strategy and Greater Manchester Strategy.

Further details are included as a more detailed report, considered in the confidential part of the agenda due to the information relating to the potential investments by GMCA and subject to GMCA approval.

RECOMMENDATIONS:

GMCA are requested to:

- Agree a budget of £8.6m over 2 years from April 2020 for the GMCA Culture Fund to fund the balanced portfolio of applications detailed within the Part B item of this report.
- Agree the list of organisations detailed within the Part B item of this report to be funded by the GMCA Culture Fund and the report made public within two months of this meeting.
- Delegate the GMCA Treasurer, in consultation with the Portfolio Chief Executive and Leader for Culture, to enter into grant funding agreements with the organisations, and for the amounts, lists in Part B of this report
- Agree that a report will be presented to GMCA over the following months that will set out a new sustainable approach to funding of GM's culture organisations from 2022.

CONTACT OFFICERS:

<u>BOLTON</u>	<u>MANCHESTER</u>	<u>ROCHDALE</u>	<u>STOCKPORT</u>	<u>TRAFFORD</u>
<u>BURY</u>	<u>OLDHAM</u>	<u>SALFORD</u>	<u>TAMESIDE</u>	<u>WIGAN</u>

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Marie-Claire Daly, GMCA (Marie-Claire.Daly@greatermanchester-ca.gov.uk)

Risk Management – see paragraph

Legal Considerations – see paragraph

Financial Consequences – Revenue – see paragraph

Financial Consequences – Capital – see paragraph

Number of attachments included in the report:

One – The Year in Review

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		Yes
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		
GM Transport cttee	Overview & Scrutiny Committee	

1 BACKGROUND

- 1.1 The GMCA Culture and Social Impact Fund (CSIF) was launched in 2017 and began funding from April 2018, building on the success of AGMA's Section 48 scheme. The new portfolio saw increased GM investment via GMCA of £7m over two years go to 28 organisations, 11 of which had not received GM Culture funding previously.
- 1.2 In 2019, GMCA published its first ever Culture Strategy, 2019-2024, that set out the following ambition;

By 2024, Greater Manchester's cultural offer will reflect the diversity of our people, who feel empowered to share their stories with the world, improving their wellbeing and increasing the prosperity of our businesses and the attractiveness of our places.

The Greater Manchester Culture Strategy aligns well with recently released Arts Council England's 10-year strategy, Create.

- 1.3 The first year of the GM Culture Strategy (2019-2020) is being delivered by GMCA's Culture and Social Impact portfolio and using investment from Arts Council England and National Heritage Lottery Great Place project funding and leveraged match funding for Great Place. This paper proposes investment decisions to support the new approach to cultural investment to support the Cultural Strategy, between April 2020 and March 2022.
- 1.4 In October 2019, GMCA agreed that there should be a call for applications for the GMCA Culture Fund for the period 2020-2022. GMCA also agreed that the GM Culture Fund budget should also:
- Continue to support Social Impact organisations through ring-fenced budget of £460,024 p/a. for 2020-2022
 - Support programme management cost for the 2020-2022 portfolio at 2018-2020 levels of £70,000 p/a.
 - Within the funding envelope for the GM Culture Fund, create a strategic budget of £270,000 p/a which will be ring-fenced to support activity that cannot be delivered by a single organisation, eg Town Of Culture, Creative Improvement Districts, Yellow School Buses, Culture and Health and Culture and Ageing.
 - In reaching final recommendations about the portfolio of grants to award, consider a flexible approach will be needed to consider the issues of balance (across art form, geography and sustainability of the whole GM cultural ecosystem) and overall resources available. As part of this process, GMCA agreed to consider limiting the amount of funding any single cultural organisation can receive to no more than 15% of the Greater Manchester Cultural Fund subject to understanding the impact on the viability of any organisation affected.

2. INTRODUCTION

- 2.1 Engagement with the arts in Greater Manchester lags behind other cities and regions. In London, 68.4% of the population engage with culture. In Greater Manchester, engagement stands at 60.1%, behind Liverpool and Birmingham city regions.
- 2.2 The first year of the GM Culture Fund (2018-2019) saw an increase in the number of organisations funded and a consequent increase in the number of GM residents engaging with these cultural organisations; starting to address the gap in GM resident engagement when compared with national and comparative city regions.
- 2.3 GMCA launched a call for applications for the 2020-2022 GM Culture Fund in November 2019. 103 applications were received, well above the number received in the previous funding round. Of the applications received, seven were determined to be ineligible. The total financial ask of all eligible applications was £13.6m over two years, almost double the £7m funding allocation for the current 2018-2020 programme.
- 2.4 It was notable that the call for applications generated an increased number of applications from districts with little or no GMCA Culture funded organisations previously. It was also notable that, through appraisal there were a significant number of high scoring organisations bidding for GMCA Culture Funding.
- 2.5 Seven applications were deemed ineligible. The remaining 96 applications were appraised and given an aggregated score against elements that allowed organisations to evidence management and proposed delivery against the four criteria agreed by GMCA, namely:
 - Contribute to the recognition of Greater Manchester locally, nationally and internationally to attract new investment, new visitors and new talent to Greater Manchester;
 - Make a positive contribution to improving skills and employability of residents in Greater Manchester, including support for the creative education, expression and ambition of young people across Greater Manchester;
 - Play a strong role in developing strong and inclusive communities and an improved quality of life for residents, particularly those residents at risk of disengagement or social isolation; and
 - Be able to evidence how the project will make a positive contribution to improving residents' health and well-being and meeting our equality duties.

3 PROPOSED GMCA CULTURE FUND PORTFOLIO

- 3.1 Part B of this report proposes a final balanced portfolio of applicants and activities for the new GMCA Culture Fund. This represents an increased investment and portfolio that includes supporting the current ecology, funding the highest ranked bids and ensuring a balanced portfolio of investment across geography, art form, scale and diversity.
- 3.2 It is proposed to increase the funding available to the GMCA Culture Fund to create a strong new portfolio of GM cultural organisations, which recognises the importance of culture to GMCA and its role in the broader ambitions of the Greater Manchester Strategy, from place-making, social cohesion, skills development, reducing isolation and improving health outcomes for our residents.

4 2022 ONWARDS

- 4.1 An opportunity exists to work strategically with Arts Council England to focus on the sustainability of cultural organisations and the Greater Manchester cultural ecosystem, at the start of Arts Council England’s new 10 year strategy, “Create” in 2022.
- 4.2 To allow organisations to plan for potential changes in funding from 2022, it is proposed that a further report is brought to GMCA in 2020 setting out options for the GM Culture Fund from 2022.

5 CONCLUSIONS AND RECOMMENDATIONS

- 5.1 Recommendations can be found at the front of this report.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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