

**Commissioning and Procurement Sub-Committee / Companies
Governance Executive Sub-Committee – 14th September 2021**

Subject:	Changing Futures Programme for People Experiencing Severe and Multiple Disadvantage		
Corporate Director(s)/ Director(s):	Katy Ball, Director of Commissioning and Procurement		
Portfolio Holder(s):	Councillor Adele Williams, Portfolio Holder for Adults and Health		
Report author and contact details:	Bobby Lowen, Commissioning Lead alan.lowen@nottinghamcity.gov.uk 0115 876 3571		
Other colleagues who have provided input:			
Key Decision	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	Subject to call-in
			<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Reasons:	<input checked="" type="checkbox"/> Expenditure	<input checked="" type="checkbox"/> Income	<input type="checkbox"/> Savings of £1,000,000 or more taking account of the overall impact of the decision
			<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital
Significant impact on communities living or working in two or more wards in the City			<input type="checkbox"/> Yes <input type="checkbox"/> No
Total value of the decision: £3,878,673			
Wards affected:	Date of consultation with Portfolio Holder(s): 31 st August 2021		
Relevant Council Plan Key Theme:			
Nottingham People			<input checked="" type="checkbox"/>
Living in Nottingham			<input checked="" type="checkbox"/>
Growing Nottingham			<input type="checkbox"/>
Respect for Nottingham			<input checked="" type="checkbox"/>
Serving Nottingham Better			<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
<p>This report requests approval to accept and use funding awarded to Nottingham City Council (on behalf of a local partnership facilitated by the Nottingham City Integrated Care Partnership) following a successful application to the national Changing Futures programme.</p> <p>The approval of the recommendations within this report will allow for the mobilisation of an ambitious programme of activity designed to drive improvements in collaboration between partners in the City working to help people experiencing Severe and Multiple Disadvantage.</p>			
Exempt information:			
State 'None' or complete the following.			
None			
Recommendation(s):			
1 To approve the receipt of funding up to a total of £3,878,673 from the Ministry of Housing, Communities and Local Government for the delivery of Nottingham's Changing Futures programme over 2021/22 to the end of 2023/24.			
2 To approve the use of funding to a maximum value of £1,365,105 allow for the delivery a range of activity required for the initial mobilisation of the programme as detailed in Appendix 1.			
3 To approve dispensation from Contract Procedure Rules 4.1.1 and 4.1.2 in accordance with Financial Regulation 3.29 to allow for selected contracts to be directly awarded as detailed in			

Appendix 1 (see rows 8-13 and 14-15 respectively).	
4	To approve the selection of providers to deliver selected contracts by means of an open quotation process as detailed in Appendix 1 (see rows 3-7) and to delegate authority to the Head of Contracting and Procurement to establish contracts with the successful provider(s) based on the outcome of this exercise.
5	To approve the transfer of funding up to a value of £345,283 to Nottinghamshire Healthcare NHS Foundation Trust as detailed in Appendix 1 (see rows 1 and 17).
6	To approve spend up to a value of £261,308 for internal appointments as detailed in Appendix 1 (see rows 2 and 16).
7	To note that use of the remaining balance of the Changing Futures award will be subject to further approval.

1 Reasons for recommendations

- 1.1 Approval to take receipt of the funding is sought to allow for the delivery of Nottingham's Changing Futures programme in line with proposals submitted to the Changing Futures national team (see Appendix 2).
- 1.2 The delivery of Changing Futures will put in place a significant programme of operational activity designed to help improve the lives of people in the city who experience severe and multiple disadvantage (SMD). SMD is defined by Changing Futures as experiencing three or more of the following: homelessness, substance misuse, mental health issues, domestic violence, and contact with the criminal justice system. The delivery and further development of this activity is expected to realise the significant benefits of improving the lives of vulnerable people and the avoidance of serious negative outcomes (e.g. in relation to health, homelessness, offending, etc), as well helping to manage demand for reactive interventions (e.g. emergency homelessness responses, hospital attendances, etc) and the associated costs across the public sector
- 1.3 The delivery of the programme will also prevent a substantial loss of existing support for people experiencing SMD by providing continuity of provision beyond the closure of the current Opportunity Nottingham programme funded through the Big Lottery Fulfilling Lives programme until the end of June 2022.
- 1.4 The delivery of Changing Futures is expected to significantly enhance partnership efforts to improve the collective response to help people who experience SMD, with the further expectation of improved outcomes and greater efficiency through collaborative planning and delivery. Changing Futures will also seek to establish a partnership programme of activity on SMD on a sustainable footing (e.g. by creating the structures to join up planning for the use of partners' mainstream resources) beyond the end of external funding for the programme at the end of March 2024.
- 1.5 The recommendations under this report allow for the initial mobilisation of the programme during the 2021/22 year. Work will take place within the scope of the programme to shape recommendations for the further commissioning and

procurement of the programme from July 2022 in line with key objectives of supporting collaboration between partners.

- 1.6 Dispensation from Contract Procedure Rule 4.1.2 in accordance with Financial Regulation 3.29 is sought to enable a direct award of contracts with the following rationale (see Appendix 1):
- Project Coordination and Support, Lived Experience Team, and Frontline Delivery Team (rows 8-13). A direct award is sought to enable funding to be provided for the continuation of activity previously funded through Opportunity Nottingham for a short period of time only (a maximum of six months) in advance of full procurement of the Changing Futures programme for delivery from July 2022. The current provider is considered the only viable provider based on the short timeframe for delivery and required compatibility with the existing Opportunity Nottingham programme.
 - Embedded / Hosted Posts: Primary Care Officer and Offender Management Officer (rows 14-15). These roles have been commissioned to work to improve the response to SMD within these organisations as key mainstream services. These roles also need to support direct engagement between the service and the wider Changing Futures programme with scope to directly influence developments within their organisation. A direct award is sought in each case on the basis that no alternative provider is able to meet these requirements.
- 1.7 The Changing Futures programme requires a number of new Navigator posts to work as SMD specialists within BAME communities and with women and people experiencing domestic violence. These roles have a remit that includes the direct delivery of support to people experiencing SMD as well as improving understanding of how people within different communities are affected by SMD and effective means of providing support. Approval is sought to select providers through means of a quotation process to secure the most appropriate organisations to meet the requirements corresponding to each post.

2 Background (including outcomes of consultation)

- 2.1 Nottingham City Integrated Care Partnership (ICP) has agreed a priority of “supporting people who face multiple disadvantages to live longer and healthier lives”. At the outset of the pandemic, the Council worked in partnership through the ICP to ensure the delivery of an holistic response to meet the wider needs of rough sleepers (e.g. to attend to their physical and mental health, etc) to align with the additional accommodation and support provided by the Council through the ‘Everyone In’ scheme.
- 2.2 A growing partnership of organisations has continued to work together as part of an ICP programme to build on operational improvements during Everyone In (e.g. the enhanced coordination of frontline interventions across health, housing and other needs) to benefit a wider population of people experiencing SMD. This partnership continues to explore opportunities for partners to improve how they work together in their planning, commissioning and delivery

of services to achieve shared and organisational objectives and make the best use of their collective efforts and resources.

- 2.3 This work has benefited from the experience, learning and operational input provided through the existing Opportunity Nottingham (ON) programme. This programme has created the foundation for Nottingham's understanding of approaches that work best to help people experiencing SMD through its experience of direct delivery, wide and meaningful involvement of people with lived experience, and focus on learning and development. Funding for this programme (provided through the Big Lottery Fulfilling Lives programme) and the range of activity it currently provides is due to end at the end of June 2022.
- 2.4 In December 2021, the Ministry of Housing, Communities and Local Government (on behalf of cross-government partners) announced Changing Futures as a new programme designed to test innovative approaches and deliver lasting change in the way that local services work together to respond to help people who experience multiple disadvantage (defined as including a combination of homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system).
- 2.6 The national Changing Futures programme is underpinned by a £46m fund committed for work with a small number of pioneering local partnerships in line with the aims of the programme. Nottingham's ICP SMD partners (including people with lived experience) have worked together to develop a proposal for the local delivery of the programme which has been accepted and funded by MHCLG with an award of £3,878,673 for use from 2021/22 to the end of 2023/24.
- 2.7 Nottingham's Changing Futures programme seeks to build on approaches developed through Opportunity Nottingham and through the ICP SMD programme. This will include the continuation of key areas of operational service delivery intended to support the engagement of people experiencing SMD and to enable them to benefit from a range of other assistance, healthcare and support provided by other partners. In addition, the programme will seek to develop the structures and arrangements that enable ongoing collaboration between partners in their use of resources and planning of services, with the intention that this should continue beyond the end of the programme.

3 Other options considered in making recommendations

- 3.1 Not to take receipt of funding awarded by MHCLG for the delivery of the Changing Futures programme. This is not recommended on the basis that to not take receipt of the funding would lose the opportunity to realise expected benefits from direct operational delivery and prospects for longer term improvements.
- 3.2 To procure all activity from the offset of the programme. This option has been rejected on the basis that the procurement of all activity will delay the implementation of the programme, with a substantial risk of loss of funding from MHCLG and of undermining the ability of the programme to achieve desired outcomes.

- 3.3 To procure the required activity for the initial mobilisation of the programme from the Project Coordination and Support, Lived Experience Team, and Frontline Delivery Team (Appendix 1, rows 8-13) through means of a competitive tender. This option is not recommended on the basis that there is considered to be no alternative viable provider in line with the requirements for the short period of delivery and compatibility with the current Opportunity Nottingham programme.
- 3.4 To procure the Embedded Posts – Primary Care Officer and Offender Management Officer through a competitive tender. This option is not recommended on the basis that there is considered to be no alternative viable provider in line with the requirement for these posts to work within key existing mainstream services.

4 Finance colleague comments (including implications and value for money/VAT)

- 4.1 This decision seeks approval to accept and allocate £3,878,673 funding awarded through Section 31 of the Local Government Act 2003 by Ministry of Housing, Communities and Local Government to Nottingham City Council (on behalf of a local partnership facilitated by the Nottingham City Integrated Care Partnership).

This funding was awarded following a successful application to the national Changing Futures programme for the delivery of Nottingham’s Changing Futures programme covering 2021/22 to 2023/24.

- 4.2 This initiative is jointly funded by Government (MHCLG) and The National Lottery Community Fund (TNLCF) and the profiling of the funding to be received in each year is as per the table below:

Financial Year	Funding Source		Total
	MHCLG	TNLCF	
Year one (2021/22)	£1,134,562	£0	£1,134,562
Year two (2022/23)	£1,476,506	£0	£1,476,506
Year three (2023/24)	£0	£1,267,605	£1,267,605
Total	£2,611,068	£1,267,605	£3,878,673

- 4.2 This decision seeks approval for the expenditure outlined in Appendix 1: Use of Changing Futures Award for Initial Mobilisation, totalling a maximum of £1,365,105 over the duration of the programme. The expenditure consists of both external contract spend and internal staffing spend.
- 4.3 Dispensation from Contract Procedure Rules 4.1.1 and 4.1.2, in accordance with Financial Regulation 3.29 (operational issues) is sought to directly award of contracts for a maximum period of 2 years to Framework Housing Association, Nottingham City GP Alliance and Nottingham Probation Service as detailed in Appendix 1. Reasons for seeking dispensation are detailed in point 1.6 of this report. The remaining external costs will be procured via a compliant procurement quotation exercise.

- 4.4 The contract length of internally recruited posts should be commensurate to the period that the funding is being received over to, where possible, reduce the risk of future financial liabilities (i.e. unfunded posts and redundancy costs).
- 4.5 The funding will be aligned to the services (as approved) to ensure visibility and robust budget monitoring and reporting in line with the signed MoU. The use of funding should adhere to the specific grant conditions and it is to be noted that funding for year 3 of the project is conditional upon the additional terms and conditions outlined in the grant agreement being fully satisfied.
- 4.6 The remaining balance of this funding, £2,513,568, is still being scoped and subsequent proposals will be subject to a separate decision/approval process via this forum. Any changes to the proposals outlined in this report will also require further approval.
- 4.7 The service(s) will need to ensure that any funding balance remaining at each financial year end is carried forward to ensure that the funding aligns to the financial year that the expenditure is incurred and that no subsequent financial pressure arises.
- 4.7 The approval of the recommendations within this report will allow for the mobilisation of an ambitious programme of activity designed to drive improvements in collaboration between partners in the City working to help people experiencing Severe and Multiple Disadvantage.

Hayley Mason
Strategic Finance Business Partner
1 September 2021

5 Legal and Procurement colleague comments (including risk management issues, and including legal, Crime and Disorder Act and procurement implications)

- 5.1 The decisions in this report will enable Nottingham City Council to support improvements in collaborative working within the City to help people who experience Severe and Multiple Disadvantage through the delivery of the Changing Futures programme as a result of funding from the Ministry of Housing, Communities and Local Government. Dispensation from Contract Procedure Rules 4.1.1 and 4.1.2, in accordance with Financial Regulation 3.29 (operational issues) is supported in order for the direct awards of contracts for a maximum period of 2 years, to Framework Housing association, Nottingham City GP Alliance and Nottingham Probation Service as at points 8 – 13 and 14 – 15 of Appendix 1 respectively, for the reasons stated at point 1.6 of the report. The procurement of the specialist and non-specialist Navigator posts proposed in this report at rows 3 - 7 of Appendix 1 will be quotation processes undertaken by the Procurement Team in compliance with the requirements of EU and UK Procurement Regulations (Light Touch Regime). Some of the funding will involve Section 75 agreements being put in place with CCG, details as referred to in Appendix 1 at rows 1 and 17. The use of funding should comply with any specified grant conditions and suitable agreements should be in place with external providers to ensure compliance and satisfactory performance.

- 5.2 This report seeks approval to accept money from MHCLG for the delivery of the Nottingham's Changing Futures programme, seeking to help improve the lives of those in the City with severe and multiple disadvantage.

The City Council must ensure it complies with any terms and conditions specified by MHCLG in the funding agreement otherwise it will be at risk of MHCLG invoking clawback. All contracts with the providers identified within the report must include provisions which flow down any relevant provisions from MHCLG such as monitoring and reporting outputs.

It is understood that this programme is currently being delivered under the Opportunity Nottingham programme as funded by the Big Lottery Funding, which is due to come to an end next year.

This funding will enable the initial mobilisation of the programme with further scoping to follow and additional approvals to determine the appropriate spend and procurement processes as required for the future delivery.

The spend associated with the initial mobilisation is detailed within Appendix 1:

- Items 1 and 17 of the table seek to transfer money to the Nottinghamshire Healthcare NHS Foundation Trust. A s.75 Agreement will be entered into to capture the transfer and detail the requirements of spend.
- Items 2 and 16 seek to approve part of the money for internal spend to support the programme and such spend shall need to be in accordance with the council's contract procedure rules and HR procedures.
- Items 3-7 seek authority to procure delivery partners by way of a quotation process which will ensure compliance with the Council's Contract Procedure Rules for the establishment of new contracts with standalone bespoke requirements, which support the need for separate delivery providers rather than a larger tender process with individual lots.
- Items 8-13 and 14-15 seek authority to dispense with Contract Procedure Rule 4.1.1 and 4.1.2, from the requirement to seek quotations and tenders respectively, in accordance with Financial Regulation 3.29 (operational issues). The report details the various reasons for seeking the relevant dispensations, to ensure the continued deliverance of the programme within the city without a gap in service provision. The use of the current providers will support a streamlined approach to service delivery working towards improved outcomes.

It should be noted that recommendations 2-6 of the report only detail the spend associated with part of the funding that it due to be received from MHCLG. Associated allocations of the remaining funding will be subject to

further approvals and procurement considerations will be required in accordance with the Council's Contract Procedure Rules in due course.

Appropriate contractual arrangements should be put in place with the providers as identified within the report.

Dionne Screation
Senior Solicitor, Commercial, Employment and Education
1st September 2021

6 Social value considerations

- 6.1 The delivery of the Changing Futures programme is expected to achieve significant social value through the delivery of assistance intended to improve circumstances and outcomes for vulnerable people. Further consideration of the opportunity to create additional social value will be considered as part of the procurement of services.

7 Regard to the NHS Constitution

- 7.1 The development of Nottingham's Changing Futures programme and proposals set out in this report have been prepared in collaboration with NHS Nottingham and Nottinghamshire Clinical Commissioning Group.

8 Equality Impact Assessment (EIA)

- 8.1 Has the equality impact of the proposals in this report been assessed?

No



An EIA is not required because:

Equalities considerations have been taken on board in the preparation of the development of proposals submitted to MHCLG for participation in the Changing Futures programme (see Appendix 2).

Yes



9 List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)

- 9.1 None.

10 Published documents referred to in this report

- 10.1 None.