



Grant Funding Plan for Information, Advice and Guidance

Section A - Purpose

Purpose of this document

Bristol City Council has grant funded a network of community Information, advice and guidance (IAG) services through an outcome-based grants process, since 2011-12. Since then the landscape has changed markedly. Austerity and Welfare Reform have placed significant pressures on the advice sector whilst reductions in local authority budgets have necessitated a reduction in the funding towards advice provision.

In the light of these pressures on us all, it's recognised that the city needs to make best use of scarce resources and move to a more integrated IAG system for the benefit of its citizens over the coming period. The purpose of this grant funding plan is to contribute to that aspiration by working with advice services to work towards aligning its grant funded IAG services around the 3-tier model of preventative services (see '*Early intervention, resilience & Bristol's three tier model*' below).

The current model of advice provision will need to adapt. Opportunities for using online and other forms of self-diagnostic and advice provision will need to be investigated and developed for those able to help themselves or with less complex issues, ensuring that intensive services are retained for households most at risk or already in crisis.

We recognise in this grant funding plan that there is a significant amount of experience expertise and good practice with existing providers in the sector. The aim of the grant funding plan is to build and support this practice and to ensure it is shared and used consistently.

The grant funding plan also identifies some potential developments and structural re-shaping challenges to the existing service model as a 'step-change' towards an integrated 'whole system' model. We want to use this 18 month funding period to begin to develop a more integrated model of advice provision in the city. Piloting some innovative ways to manage the current demand for advice in the city to ensure that citizens can get the **right advice at the right time**.

Definition and scope

There are different definitions of IAG. For the purpose of this commissioning we will use the following definitions:

- **Information:** provide factual, current and impartial information to clients
- **Advice:** Presenting facts and ideas in an accessible form for customers to consider and recommending a course of action.

- **Guidance:** defining and providing routes which could assist clients to reach their requirements

In terms of 'scope', this strategy relates to external services providing IAG to members of the public in their private capacity as citizens

This grant relates to information advice and guidance:

- Welfare benefit advice
- Housing
- Employment
- Money and Debt
- Immigration

Including specialist provision of disability and legal advice in relation to the categories above.

Clearly, there is a spectrum of complexity for IAG which ranges from dealing with transactional queries ('am I eligible for child care?') to much more complex casework: 'I'm about to be evicted from my supported housing because I have rent arrears'. It is well-understood that presenting issues are often symptoms of more complex underlying problems and that the model developed needs to reflect that.

What we are trying to achieve

We want to support the development of the advice sector to maximise the impact of advice for citizens and Bristol city council investment to support citizens and ensuring that they get:

The right advice at the right time

Section B – Strategic Context and Analysis

National context: Austerity and Welfare Reform

Following the global economic crash in 2008 the government set about an ambitious programme of austerity and welfare reform. It resulted in substantial reductions in public spending, significantly affecting local government funding, levels of welfare support and legal aid funding.

At the same time a range of welfare reforms were introduced by the Welfare Reform Act 2012 bringing about the greatest changes to welfare benefits in the last sixty years. The changes included the introduction of Universal credit (UC) ,introducing Personal Independence Payments (PIP) and freezing working age benefits (including housing benefit) for four years.

Full roll-out of Universal Credit in Bristol begins in June 2018 and by the end of 2018/19 approximately 4,000 households will be receiving UC with support for housing costs. This number will continue to build gradually through the process of managed migration over the next few years.

The key risks to the council of UC and Welfare reform are set out in the main body of the needs assessment (see appendix I) but indications from UC early adopter areas is that there will be a significant impact on citizens and demand on advice services as a result.

The broad impact of these policies since 2010 has been to reverse progress in reducing inequality and poverty; with an increase in zero hour contracts and under employment, poorer pay and conditions (particularly impacting on younger people); a decrease in the number of households achieving a minimum income for healthy living (food and fuel poverty), increases in relative child poverty; increasing levels of material deprivation and an increase in homelessness.

These contribute to increasing demand for the advice sector at a time when resources have been reduced.

The Low Commission- future of advice and legal support

As a result of changes to the scope of legal aid funding The Low Commission was set up to investigate the future of advice and legal services. Led by Lord Low the commission was formed on the basis that having access to advice and legal support on Social Welfare Law issues is central to ensuring that citizens receive fair treatment at the hands of the state, when in dispute with an employer or when struggling with debt.

This type of advice and support is currently provided by both the not for profit sector, through the private sector (solicitors) and occasionally via welfare rights units run by local authorities.

The aim of the Commission was to develop a strategy for the future provision of Social Welfare Law services. Some of the key principles underpinning its approach were:

- early intervention and action rather than allowing problems to escalate.
- investment for prevention to avoid the wasted costs generated by the failure of public services.
- simplifying the legal system.
- developing different service offerings to meet different types of need.
- investing in a basic level of provision of information and advice.
- embedding advice in settings where people regularly go, such as GP surgeries and community centres.

In brief the recommendations of the report were:

- Simplifying access to services.
- Delivery of advice in a number of different ways such as digital and phone.
- A whole system approach drawing on all advice funding sources.
- Public legal education so that people know their rights.
- Reducing preventable demand, taking early action and simplifying the legal system.
- Charging those that can afford to pay.
- Ensuring consistent quality of advice provision.
- Closer collaboration between advice services sometimes even merging and a similar joined up approach at national level.
- Development of a national strategy for legal advice.
- Local authorities or groups of local authorities should co-produce or commission local advice and legal support plans with local not-for-profit and commercial advice agencies. These plans should review the services available, including helplines and websites, while targeting face-to-face provision so that it reaches the most vulnerable.
- Maximise and coordinate all funding streams for advice and for government to establish a fund to capacity build provision.

Local strategic context: Corporate strategy

These are the key strategies and projects that have influenced the development of the proposed model.

Bristol City Council's Corporate Strategy 2018-23 sets out our contribution to the city and is our main strategic document, it informs everything the council does and set out our key priorities for 2018-2023.

Despite economic success in the city, the public sector faces difficulty providing for a rapidly growing population, whilst experiencing an increasing demand for services including social care, transport and education. This is being compounded by ongoing reductions in government funding, leaving the council with an anticipated budget gap of around £108 million over the next five years.

As a result the council must 'reshape its services' looking at increasing efficiency, 'including looking at the potential of new ways to deliver services and other approaches to collaborative working'.

The City Council strategic themes for Bristol are to be a city that is:

- **Empowering and Caring:** Work with partners to empower communities and individuals, increase independence and support those who need it. Give children the best possible start in life.

- **Fair and Inclusive:** Improve economic and social equality, pursuing economic growth which includes everyone and making sure people have access to good quality learning, decent jobs and homes they can afford.
- **Well Connected:** Take bold and innovative steps to make Bristol a joined up city, linking up people with jobs and with each other.
- **Wellbeing:** Create healthier and more resilient communities where life expectancy is not determined by wealth or background.
- The strategy sets out how the city intends to tackle inequality and make a positive difference over the next five years. The intention is to **intervene earlier to prevent people presenting in crisis** to services and **make the city and people living in communities more resilient to shocks and stresses.**

In order to be resilient, the strategy says we need work in the following way:

- empower people and communities, helping promote independence and resilience
- work more closely with partners, doing things together to get more bang for our buck
- invest in community-led activity where appropriate to help communities do

It is clear that the advice sector contributes substantially to these aims and strategic themes and this needs to be enabled through the grant funding plan.

Early intervention, resilience & Bristol's three tier model

As the City Council budgets have reduced we have had to get smarter in the way that we commission services in Bristol; encouraged by central government departments, with an emphasis on a targeted early-intervention approach to reduce the need for people to access expensive services when they are in crisis. This approach seeks to foster a greater resilience in people (as outlined by the Corporate Strategy and the Bristol Impact Fund) so that at a time of reducing budgets and services, people are more able to cope with situations that impact on their lives without recourse to more costly reactive services. This approach is demonstrated through the three tier model outlined below

Services across Bristol City Council have adopted a three tier model to focus service provision in a much more strategic/systematic way and to support Bristol Citizens to get the right support at the right time. (Although, it is important to note that citizen could access all three levels at once for different issues):

Tier 1: help to help yourself

Tier 2: help or a service when you need it.

Tier 3: help to live your life – more intensive support or services where they are needed most



Applying this model to the advice sector will allow better alignment of Bristol city council services and our grant funded advice services and will allow support to focus on prevention of crisis or quick resolution of crisis

Voluntary Community Sector (VCS) Prospectus

The VCS Prospectus developed in 2016 shaped a new way of working with the VCS sector bringing together councils grant investment in an intelligent way to focus our resource on what matter most – working together on the key challenges faced by our city.

The Bristol Impact Fund (BIF) focuses it's funding to work towards addressing the key issues of disadvantage and inequality facing some people in the city. The BIF priorities create impact by:

- Giving the right help at the right time;
- Helping people to help themselves and each other;
- Building on the strengths of people and communities;
- Connecting people and organisations within and across communities.

Addressing the following Key Challenges:

- Reducing financial, food and fuel poverty;
- Tackling unemployment and underemployment;
- Improving access to information, services and opportunities in the city and increasing digital inclusion;
- Enabling influence and participation in the community;

- Reducing social isolation and improving wellbeing.

Linking to the following impacts:

- reduced disadvantage and inequality;
- improved health and wellbeing;
- Increased resilience.

We aim to recognise the links between the key challenges identified in the VCS prospectus and the outcomes of the advice sector to maximise the impact for citizens.

It is the intention to use the VCS grant prospectus as a model for grant funding Information Advice and Guidance services.

Section C– Local demand and provision

Needs analysis for advice provision

In 2017 a detailed independent needs assessment was produced to map current advice provision and demand in the city (see appendix I). It identified rising need, and a fragmented advice system in the city. It also warned that the impact of removing early intervention services such as advice can have costs further down the process that invariably will fall on the city council primarily around homelessness and social care.

In summary its recommendations were too:

- a) Further refine services to ensure that the most vulnerable in Bristol are able to access high quality legal advice in social welfare law and to demonstrate how this will be undertaken.

In particular:

- To meet the advice needs of the most vulnerable disabled people including those with mental health problems.
- To meet the advice needs of the most vulnerable from BME communities, in particular those communities from Eastern Europe.
- To meet the advice needs of refugees and asylum seekers.
- To meet the advice needs of the most vulnerable communities of all ages across the city, in particular the needs of vulnerable older people in the central and inner wards and young people (16-25) in all wards.
- To meet the needs of the most vulnerable in the most deprived communities in the city, by providing them with accessible pathways to advice wherever they live.

- b) Expand on work to develop and integrate on-line and other information services that assist people to help themselves and understand their rights, as well as providing gateways for the most vulnerable to access further support.
- c) To consider how to expand and develop referral routes that can be accessed by information and guidance providers across the city to provide for a more seamless journey for individual clients.
- d) Continue to enable more people to take control of their lives, through the provision of both early intervention advice initiatives and practical support through for example budgeting and financial skills or digital skills.
- e) Provide a coherent plan to tackle the rising demand for housing, immigration and employment advice whilst maintaining the provision of debt and welfare rights advice. In respect of the latter to identify strategies to ameliorate the potential negative impact of the full roll out of universal credit.
- f) To widen opportunities for people in low paid intermittent work to access advice services, particularly for telephone and face-to-face advice.
- g) To identify how agencies will respond to and support the various initiatives instigated by the council.

The needs assessment lists the challenges that citizens are facing in the city for full needs analysis please refer to appendix I. However, there have been significant increases in child poverty and homelessness within the city that are worth noting here.

Child Poverty

Locally, 2018 figures from End Child Poverty show a significant increase in Child poverty in the city with 25,879 children now defined as living in poverty. Some areas of Bristol (see table below) have seen levels rise as high as 31%, set against the national picture of an average of 19.2%.

Area	Number of children living in poverty	Percentage
Bristol South	7457	28.8%
Bristol West	6605	31%
Bristol North West	6107	25.8%
Bristol East	5710	26%

(Figures from End Child Poverty Jan 2018)

Housing and homelessness

Since 2012 levels of rough sleeping in Bristol have increased rapidly and steadily. Annual Street counts/estimates submitted to Department for Communities and Local Government (DCLG) have increased from 8 in autumn 2010 to 86 in autumn 2017 an increase of 141% from the previous year. This reflects a wider national increase in homelessness and rough sleeping which has increased by 134% over the same time period. Bristol has experienced significant increases since 2013, and has the highest rough sleeping count outside of London. The underlying causes are recession, the impact of Welfare Benefit Reform, rising housing demand in the region and rising house/rental prices (which are increasing homelessness and also limiting the rate of move-on from supported housing), as well as Bristol being a destination city for the South West.

Similarly, family homelessness has been increasing in Bristol for the last five years as a result of the same factors. Since 2011-12 people presenting to Citizen service points has doubled from 6,000 to 12,000 p.a.; Homelessness Acceptances under the 1996 Housing Act have increased fivefold and the number of households with children in temporary accommodation at the end of each quarter has increased from 50 to over 461 (as at June 30th 2017).

Service demand

Whilst we are aware that advice statistics from the current commissioned advice service will not reflect **absolute demand**, they do give us a snapshot of the need across the city in terms of how many people received support and type of advice received.

The absolute demand for advice is difficult to quantify, all agencies anecdotally report that they turn clients away due to lack of resources. We can assume therefore that there is a hidden unmet demand of people who would benefit from advice who never get as far as making initial contact

In 2017/18 these seven grant funded independent advice agencies assisted 20,305 individual people directly, providing support with their legal problems, with advice or supported casework. Many more individuals were provided with information by these agencies, so that they were able to resolve problems by themselves.

Of the individuals provided with advice and casework:

- 16,929 related to welfare benefits,
- 13,199 to debt,
- 3050 to employment,

- 1634 to immigration and asylum and
- 3291 to housing.

In the same year £14,294,991 was raised for clients by all agencies providing free legal advice in Bristol in the form of backdated benefits, new awards, and other compensatory payments.

Other mapping for Social Welfare advice provision in the Bristol (defined as: welfare benefits, debt, housing, employment, immigration and asylum, community care, consumer and discrimination advice) can be found in Chapter 6 of the Needs Analysis (see appendix I)

Current service provision and spend

Current IAG provision in the city is provided through a mixed market of internal BCC delivery and externally-funded organisations, as well as a significant amount of resource which external organisations which bring into the city. Many use the grant funding from Bristol City Council draw in extra resources where possible, in 2015 this totalled approx. £2,206,933.

Current investment in externally funded third party organisations delivering Information Advice and Guidance activities in the City is £560,000 for 2018/19, Bristol City Council recognises the benefits of investing in these services both to support vulnerable citizens and to avoid more cost and demand on services and so the level of current funding will be maintained for 18 months from April 2019, establishing the funding envelope for this Funding Plan.

Existing funded organisations provide a range of support between them around debt issues; employment; housing; immigration; and welfare rights; the client groups focus on some of Bristol's most vulnerable: people with mental health issues; with long-term health issues; disabled people, including people with learning disabilities; older people; younger people; people living in Bristol's most deprived areas; carers; LGBT people; BAME people and people from newly-arrived communities.

Listed below are the services that are being offered by providers currently funded by BCC IAG grant funding.

Service Provider	IAG Offer	Delivered To
Avon & Bristol Law Centre	Providing specialist legal advice that include community care, employing, housing, mental health, welfare benefits, immigration and asylum	Referrals from other organisations in order to get specialist legal advice for their clients.

	law.	Able clients with no redress to funding who are in crisis.
Bristol Citizen's Advice Bureau	Debt, employment, housing, immigration and welfare benefits,.	Bristol City-wide targeted at the most vulnerable clients.
North Bristol Citizen's Advice Bureau	Debt and welfare benefits.	Prioritised towards vulnerable clients.
South Bristol Advice Services	Debt and welfare benefits	Older people, disabled people, under 30s, people from high areas of deprivation and people with mental health issues.
Talking Money	Debt and welfare benefits	Bristol City-wide, targeted at the most vulnerable
St Pauls Advice Centre	Debt, employment, housing, immigration and welfare benefits	The most vulnerable clients within the geographical area, reflecting the ward profile in St Pauls, Montpelier, St Agnes, St Philips and St Werburghs, Lawrence Hill, Barton Hill, Easton & Fishponds.
WECIL	Welfare benefits advice.	Bristol City-wide to disabled people and parent/carers

Section D – Our approach to IAG support delivery

Towards a 'whole-system' approach

As highlighted above, in the Low Commission report, there is a need to rationalise provision of advice in the city so that it is correctly positioned to respond in a proactive preventative way to the needs of the citizens of Bristol. Services need to target support to those geographical areas and communities in the most deprived areas of the city to prevent crisis happening in households as a result of shocks and stresses that impact on their lives.

The whole system approach is seeking to build on some of the principles of the 'advice network' that have been developed in the City since 2011 by our externally, funded organisations. Originally, six (now seven) voluntary sector advice organisations have worked together as an advice network funded through two separate funding streams (the Community Investment fund and the Health Related Benefits Programme). The advice agencies also work closely with the city council in-

house Welfare Rights and Money Advice Service (WRAMAS). Over the past six years, the advice agencies and WRAMAS have worked hard to build coordinated, responsive and well-targeted provision to support the most vulnerable citizens in the city.

The intention of this grant funding plan is to build on this way of working, to begin to go beyond pure collaboration and work towards a genuinely integrated system. We therefore want the successful organisations from this grant funding exercise to demonstrate a more whole-system approach for the citizens of Bristol, **piloting innovative approaches**.

The table below sets out what want to achieve and the issues we want to address.

We want to achieve	Existing issue we want to address
An integrated, clearly 'branded' user- and referrer-friendly way of communicating what services deliver, to whom and how to access them	Within Bristol there is a complex and fragmented system of external and internal council providers, each separately funded and delivered;
Maximising efficiency through centralising shared elements of service delivery and effectiveness through locating services to cover the key areas of the city	Duplication of some back office functions and governance arrangements with multiple funding agreements
Work towards a clearer shared triage system with a wider community network and explore solutions to using on-line information and self-help	External services have some triaging but in the overall city services there is a weak digital offer and no triage system in place that is currently consistently used by all agencies where citizens seek help and advice
Develop a shared, agreed set of outcomes to describe the combined impact of the services.	There is a lack of coherent set of outcomes;
Explore the possibility of up-skilling a wider network of informal, 'first line' providers to triage service user need accurately and provide a basic level of support as part of a three-tier model approach	Externally commissioned providers are not always targeted towards the most 'at risk' households (although they do triage and prioritise those that approach them); there isn't always effective signposting
Provide clear evidence of impacts of failure demand and participate in work to reduce initial system failures	Considerable failure demand (especially generated by DWP and some from within BCC)
Explore options for information sharing across a more integrated system to create the most efficient, shortest service user journey possible to the right level of support	Client duplication across the providers
Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review. The external providers are in a strong position to model effective inter-agency working	There is no overall 'system' across the city and across agencies;

How we developed our approach.

In 2017 a series of conversations were held with both internal to BCC and externally funded advice providers in the city. Discussion revolved around the current system, what the drivers are that lead people to access advice support (or end up in crisis for those who do not); to test ideas developed from the needs assessment and develop ideas as to what 'whole system' approach could look like.

What was learnt?

Current provision

- The need for advice is often triggered by failure demand elsewhere in the system both nationally and locally. (see needs analysis in appendix I)
- Demand has been exacerbated recently by the cumulative impact of recession and Welfare Benefit Reform and lack of affordability of housing
- Advice provision underpins many council services, and many officers and commissioned services signpost to and from the advice provision.
- Current provision fails to make best use of early intervention
- The fragmented nature can act as a barrier to receiving the right advice at the right time, disempowering citizens to resolve their own issues.

Whole system approach - the advantages of a whole system approach include:

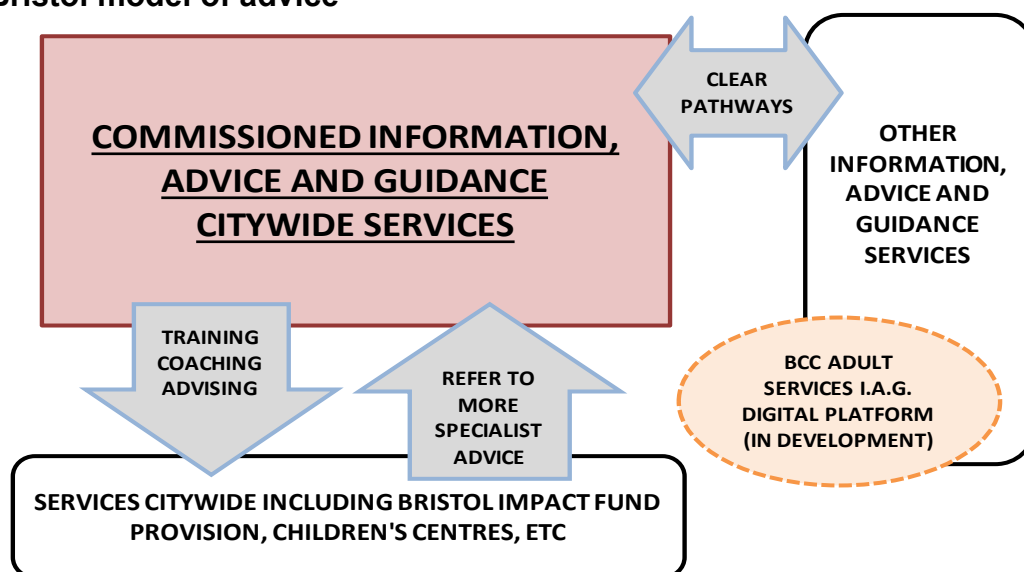
- Service based around the citizens rather than individual service provision
- A known brand
- Easy Access
- Digital platform for citizens and to support frontline staff
- Joined up services
- Early intervention
- Outcome based provision

Proposed way forward

- The intention of Bristol City Council is to use the available funding to move towards a whole system approach requires a considerable degree of co-ordination and creativity from external providers and willingness to mobilise additional resources to maximise the capacities and partnership potential of new, expanded working relationships.
- We recognise that the city council's funding is a small element in the overall funding support to our external providers and that the city greatly benefits from the drawing in of financial support from other sources.

- We will use the recent model in the VCS Prospectus for the Bristol Impact Fund, seeking applications which will work with the council to develop the sector in line with the aim's and objectives of the grant funding plan (as stated below).
- These 18 months will be a time of potentially radical re-shaping of Bristol's IAG offer and we are looking for external partners to work in a flexible, co-design relationship and to seek to lever in additional resources across the delivery period to contribute to the success of the 'whole system' aims
- In the light of the above we will make this funding available through a Grant for 18 months, rather than tendered as a contract (see Funding Model below).

Bristol model of advice



Aim

To ensure that citizens get the right advice at the right time

Objectives

- 1) Develop user- and referrer- friendly way of communicating what services deliver, to whom and how to access them.
- 2) Explore options for information sharing across a more integrated system.
- 3) Develop a shared, agreed set of outcomes that better describe the impact of the services.
- 4) Apply the three tier model approach to the advice sector:
 - Pilot new ways to work with wider community network
 - Explore using on line information and self- help tools
- 5) Ensure geographical spread of services to target areas of high deprivation in the city.
- 6) Support the step-change among external BCC funded services into a coherent, clearly-articulated set of services that can contribute to a wider system review.

Outcomes

These services will contribute to the following outcomes:

- Maintain tenancies in social and private housing.
- Prevent homelessness.
- Support the most vulnerable individuals and families to maintain sustainable finances and maximise their income.
- The most vulnerable individuals and families achieve positive results at tribunals and appeals as a result of their access to specialist advice.

These outcomes also address in particular the VCS Prospectus Key

Challenges:

- Reducing financial, food and fuel poverty;
- Improving access to information, services and opportunities in the city and increasing digital inclusion

What does success look like?

- Citizens seamlessly get the right help, at the right time from the right provider
- An integrated network of non-IAG and IAG providers are delivering a coherent offer across the city to the three-tier model, focused on the citizen
- The city has a dynamic model of IAG provision which can attract additional investment because of its impact
- The city's IAG model is flexible to adapt to changing needs

Funding model

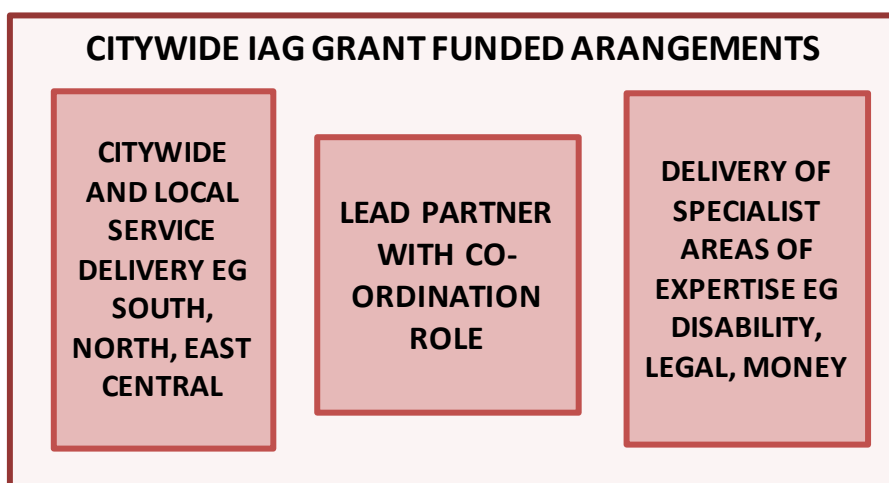
The Funding model proposes a new grant funding model for providers which we believe will support a more joined-up set of services in Bristol and deliver against our funding drivers (see table below)

Bristol City Council Funding Drivers	Characteristics of a joined-up system
Maximise co-ordinated, collaborative working	<ul style="list-style-type: none"> • Services are easy to understand clearly organised and easy to access • Clear ways for people get the right level of support for service users and service referrers.
Localised delivery to key areas city	<ul style="list-style-type: none"> • Highest areas of need have local access
Maximise customer facing service delivery	<ul style="list-style-type: none"> • Develop ways to help people find information online • Explore how community organisations (that people

Bristol City Council Funding Drivers	Characteristics of a joined-up system
	use every day) can offer people good quality information (Tier 1) and make effective referrals to providers with the right expertise
Efficient use of resources, avoiding duplication where possible	<ul style="list-style-type: none"> • Customer facing service delivery is maximised • Make best use of funding by sharing elements of service delivery
Joint shared outcomes and systemised data collection	<ul style="list-style-type: none"> • Describe the impacts of their work in the same way so it is easy to show what they are achieving together
Efficient information sharing	<ul style="list-style-type: none"> • Where possible, share information to make record keeping efficient
Co-ordinated development and access to opportunities for funding from outside the council resources	
Work with BCC and other providers in the city to align themselves to any emerging 'whole system' design which may happen during the period of the funding (see illustration above)	
Efficient use of the council grant management capacity	

A number of funding models were proposed for consultation. In response to the consultation the Advice Sector proposed a further funding model which amalgamated models 1 and 2 that BCC proposed and which achieves these drivers.

Lead organisation consortium with fixed funding and delivery arrangements for consortium partners



- This model creates a single lead organisation responsible for receiving and distributing grant funding to consortium partners.
- The consortium comprises a number of advice organisations that collectively provide comprehensive information, advice and guidance services across the city.
- Service delivery arrangements will clarify the type of service delivered by each consortium partner, the geographical area or community of interest covered, and anticipated outcomes.
- Funding splits would also be agreed between consortium partners. These agreements would be in place before a bid is submitted.
- The lead organisation would be responsible for collating performance data and reports from consortium partners and submitting this to the funder. The lead organisation will be paid a management fee for doing this.
- Arrangements would be made between the lead organisation and consortium partners through a Partnership Agreement and a steering committee formed of all partners to shape and monitor delivery and to enable them to respond in a timely manner to changes in demand.

The advantages of this model are that it meets all the drivers that BCC had identified, delivers many positive strengths with limited risks. One of the drawbacks of this model, which reflects a comment made during the consultation, is that it may limit opportunities for small providers who are new to this area of delivery and not already part of the existing network. To mitigate this we will hold a provider engagement event to promote the funding opportunity and bring interested providers together to network prior to publishing the grant funding process. However the suggestion that we create further funding opportunities with some small grants taken from the overall funding risks spreading the resource too thinly and further fragmenting services.

Drivers	Benefits	Drawbacks	Risks
Maximise co-ordinated, collaborative working	Strong delivery as specific roles are explicit. Strong existing relationships in place through ACFA network with diverse expertise available in the network	None	None
Localised	Strong delivery as explicit	None	Possible multiple entry

Drivers	Benefits	Drawbacks	Risks
delivery to areas of highest need and city-wide specialist services	in the way this model is structured. Diverse delivery with strong local community relationships already in place		points for a client – however signposting relationships already in place - GDPR compliant data sharing protocols will be put in place
Maximise customer-facing service delivery	Strong delivery by potentially focusing resources on service delivery through efficient centralised administration; whilst retaining expertise at a local delivery level; community relationships already in place with excellent city wide coverage and multiple accessible delivery sites	None	None
Efficient use of resources, avoiding duplication where possible	Strong delivery as diverse scope of expertise to meet all (specialist) advice needs; explicit co-ordination role, with ability to secure additional funding and provide support to a wider network	Some coordination required prior to bid to agree areas of delivery	Coordinating and avoiding duplication with BCC internal services e.g. WRAMAS/ Housing
Joint shared outcomes and systematised data collection	Set out in the bid process to make sure all providers have consistent outcome reporting; explicit co-ordination role, maintains locally based delivery	Specialist providers may have unique outcomes	None
Efficient information sharing	Strong as relationships and steering group already in place through ACFA	None	GDPR data sharing protocols will be required; with data sharing protocols in place minimal risk of data breach
Co-ordinated development, access to	Strong delivery through co-ordination role; retains diversity of providers in	None	None

Drivers	Benefits	Drawbacks	Risks
opportunities for funding from outside Council resources	city; clearly co-ordinated delivery could attract external funding to support this model		
Efficient use of the Council grant management capacity	Ease of relationship for the funder with one relationship with lead organisation. Reduction of duplication of management costs having one lead rather than several relationships – reduced costs and time for BCC in this	None	None

How do we move towards this?

Timeline

We are aiming to put in place a set of services which will deliver this model from **1st April 2019**.

Consultation	July/August 2018
Production of Final Grant Funding Plan and sign-off by Cabinet	October 2018
Application and guidance notes published on ProContract	October 2018
Closing date for applications	December 2018
Applicants informed of recommendation	December 2018
Decommissioning impact assessment undertaken as appropriate	December 2018
Negotiation of IAG Impact Fund Grant Funding Agreement(s).	January - March 2019
IAG Grant Funding Agreements commence for successful applicants	April 2019

Other Information for providers

TUPE: Work of a similar nature providing advice in the city is currently undertaken by seven VCS advice providers. The Council does not know and has no view as to whether TUPE may apply between the current provider of these similar services and

any other person the Council may select to provide these services. It will be up to each grant funding applicant to reach its own view on this and if necessary to make enquiries of the organisation funded through the present grant funding agreement and make appropriate allowances for this in any grant application submission.

State Aid

1. State Aid: By providing grant funding to a Voluntary Sector Organisation a local authority may be giving that organisation “advantage” over its competitors. If the grant meets **all** the following criteria it would amount to State Aid:
 - Is the measure granted by the State or through State resources?
 - Does the measure give advantage to an undertaking that it would not otherwise have?
 - Is the measure selective, favouring certain undertakings over others?
 - Does the measure distort or threaten to distort competition?
 - Is the activity affecting trade between Member States?
2. The European Commission has found on a number of occasions that public financial support for purely local operations did not involve State Aid as the projects were unlikely to have a significant effect on trade between Member States.

The Council has carefully considered the proposed grant funding and believes the following applies:

1. the beneficiaries (i.e. IAG-provision organisations) are active only in a limited area within a member state, such that the services provided by the beneficiary recipient are purely local in nature;
2. the beneficiaries’ services are aimed at a local population and are not marketed to and are unlikely to be of interest to and attract customers from other Member States; and
3. there is no evidence of current or foreseeable cross-border investment or of the establishment of providers from other member states in the relevant sector in the relevant area.

The Council’s view therefore is that there is a low risk that the proposed grant funding would constitute State aid as it will not affect trade between member states or distort, or threaten to distort, competition.

Baseline Standards

The purpose of the council’s Baseline Standards is to ensure that all grant funded organisations are well managed and provide good quality services. It is important that Baseline Standards are seen as central to a healthy and sustainable organisation.

Organisations will need to be able to demonstrate that the policies and procedures required are an 'active' part of the governance and running of the organisation and are reviewed regularly.

These Baseline Standards cover governance, financial management, equalities, employment, insurance, service-user participation, complaints, information sharing, health, safety and wellbeing, safeguarding, monitoring & evaluation, environmental management and sustainability.

We may award funding to organisations without all baseline standards being met. However, we will do this on the basis of agreed targets for the organisation to develop these areas of practice.

In addition to meeting (or committing to meet) Baseline Standards, organisations will also have to commit to making sure that grant funded activities are delivered from accessible premises or venues and to supporting the council's environmental sustainability aims.

Appendix 1: definitions

Collaborative Grants

We are inviting organisations to apply for grants through collaborative applications where this will enhance the benefit to disadvantaged people. Collaborative working describes joint working by two or more organisations in order to fulfil their purposes, whilst remaining as separate organisations. This may relate to any aspect of the organisations' operational activity, including administration, fundraising, raising public profile, resource sharing and streamlining of costs and service delivery. NCVO defines collaborative working as partnership between voluntary and community organisations. An organisation may work with one other partner organisation or may belong to a wider consortium. The council published a guidance note in 2014 'Collaborative Arrangements – Grant Funding' which gives more information.

We welcome collaborative (or joint) applications. These can be from either Lead Partner collaborations or from Partnership collaborations.

From 'Collaborative Arrangements – Grant Funding'

The following are three models of possible collaborative working arrangements for VCS organisations applying for City Council Grants. It is noted that there are many other types of collaboration; this document describes those that are acceptable to the Council.

2.1 Lead body or Lead Organisation's consortium

The Council would have one single Funding Agreement with the lead body - one designated organisation from a consortium. This lead body would be solely accountable to the Council, having to monitor and report against agreed grant-spend and performance monitoring, and have to 'manage' the 'members of the consortium. There may be one organisation that would be the natural and appropriate choice for lead body with the capacity and resources to manage the funding agreement with the Council. An appropriate and inclusive body, such as a steering group, that comprises representatives from all partner organisations, could be established for the project, to promote transparency and ensure all members' needs and issues are addressed. Who to involve on a steering group would depend on the level of decision-making: trustees/directors would be involved for governance issues; staff would be involved for operational, project delivery issues. If it is decided that the model to be adopted is that of one organisation takes lead responsibility, then the lead body should have a clear joint working agreement with the others.

2.2 Coalition or joint or partnership consortium

This describes a structure that exists where a number of separate organisations agree to work together for a common purpose, sometimes described as 'a

partnership of equals'. The agreement may be only a temporary collaboration with a certain aim in mind, or it could be established on a more formal basis.

In this model the Council will have grant funding agreements with all members of the consortium. One consortium member may be nominated to co-ordinate the consortium grant applications – and may be referred to as the lead organisation. However, in these circumstances, the lead is for administrative purposes only and all members of the consortium have responsibility for the management of their funding agreements with the Council.

A steering group, comprising representatives from all partner organisations, could be established for the project, to promote transparency and ensure all partners needs and issues are addressed. Who to involve on a steering group would depend on the level of decision-making: trustees would be involved for governance issues; staff would be involved for operational, project delivery issues.

The member organisations should have a clear joint working agreement which could include, for example, agreement to consult with all partners before any decisions are taken, or changes made to the project, if this is to be a partnership of equals.

2.3 Hub and Spoke Consortium (or 'Special Purpose Vehicle' SPV)

In this formal consortium model, the hub is created as a 'special purpose vehicle', which is a new incorporated organisation (usually a new company). This new organisation is usually developed so that it is equally 'owned' by all the member organisations. The hub's board of directors are elected at an AGM and candidates are drawn from its owner/member organisations. They hold the responsibility of running the hub organisation on behalf of the wider membership. While the hub may apply for the grant, with the support of its members, if successful, the Council will require that all member organisations are signatories to the funding agreement. The Council would not allow the hub organisation to hold the funding agreement, as this exposes the Council to too much risk (for example, if the money is not spent by the member organisations as stipulated in the funding agreement, the Council may find it difficult to recoup the money from the hub organisation – as the assets/funding may in reality be held by the member organisations. When considering this model, organisations should discuss this with the Grant Manager before investing in setting up an SPV. Normally, at the application stage, one of the approaches above is used, and the SPV is only set up for administrative purposes if/when successful. Whilst it may be an administrative convenience for an SPV to be formed for delivery, it is highly unlikely that the Council would award a grant to an SPV, unless all members of the SPV accept joint and several liability for the delivery of the contract (see 2 above). An alternative collaborative approach (as outlined above) would be more viable.