



City of Westminster

Cabinet Member Report

Decision Maker:	Councillor Heather Acton Cabinet Member for Family Services & Public Health Councillor Rachael Robathan Cabinet Member for Finance, Property & Regeneration
Date:	11 April 2019
Classification:	General Release
Title:	Approval of funding for the West London Zone (WLZ) Programme
Wards Affected:	All
Key Decision:	No
Financial Summary:	The programme will cost a maximum of £0.150m for two years to 2020/21. If the programme is extended to 5 years it will cost a maximum of £0.375m. It is proposed to fund the investment through the use of Earmarked Reserves for Children's Transformation and Innovation. There are sufficient funds in the reserve to fund the full 5 year programme.
Report of:	Andrew Tagg, Director of Operations and Programmes, Bi-Borough Children's Services

1. Executive Summary

- 1.1 The West London Zone (WLZ) Collective Impact Bond proposes to bring together public and private agencies to better commission and deliver early intervention services for primary aged children within a targeted area in West London. 'Collective impact' is at the heart of the WLZ intervention; this is the aspiration that through a shared partnership and vision, multiple agencies can work effectively together to solve a complex problem. The WLZ model is designed to better utilise the assets that already exist in local communities.
- 1.2 The WLZ programme provides direct support for children and young people who are having difficulties at school in a number of key educational domains i.e. literacy, maths or, displaying behavioural problems leading to exclusions, warnings etc. The programme offers therapeutic and practical support to improve educational attainment mental health, attendance and behaviour. This report

- seeks the approval of funding to deliver an outcomes-based grant agreement for a total contribution of £150K from Westminster City Council.
- 1.3 The WLZ has a 'Collective Impact Bond' funding agreement. This agreement is a co-commissioned Payment by Results (PBR) model, whereby each individual child worked with is paid for from four sources: Local Authority, Schools, Philanthropist and the Cabinet Office 'Commissioning Better Outcomes Fund' (CBOF). Payment is linked to the achievement of key output and outcome measures.
 - 1.4 WLZ's approach is designed to connect young people and parents with the assets that already exist in their area. WLZ also emphasising its data driven approach, through which it tracks the progress of each child and the effectiveness of each charity partner. Each child, and their family, are offered a tailored programme of opportunities from local voluntary sector partners.

2. Recommendations

- 2.1 That the Cabinet Member for Family Services & Public Health and Cabinet Member for Finance, Property & Regeneration agree funding of £0.150m to deliver the programme over an initial two-year period from the Children's Services Transformation and Innovation Reserve and delegates future decisions on extensions and funding to the Executive Director of Children's Services in conjunction with the Executive Director of Finance and Resources.
- 2.2 To review after the first two cohorts and provide an evaluation report on the achieved outputs and outcomes. A clear break clause after the two-year period will be inserted into the contract to ensure the maximum financial liability from WCC is capped at £0.150m.

3. Background

- 3.1 The WLZ programme provides direct support for children and young people who are having difficulties at school in a number of key educational domains i.e. literacy, maths or, displaying behavioural problems leading to exclusions, warnings etc. The programme offers therapeutic and practical support to improve educational attainment mental health, attendance and behaviour.
- 3.2 WLZ provide a link worker who develops a supportive relationship with the young person including through 1-1 sessions, and parents/carers through home visits and regular meetings with teaching and other schools staff. This resilience based approach offers direct levels of support that schools could not realistically provide.
- 3.3 WLZ acts as the link agency embedded within the school forming relationships with the young person, teaching staff and the family. WLZ provide some of the

sessions directly and use a range of local partners to deliver additional support for specific areas of need for each child.

- 3.4 An important feature of the programme is the length and intensity of support which can be daily (school week) for up to 2 years. The provider has governance systems in place and the service is embedded within the school structure and is closely aligned with the schools aims/goals for the child.
- 3.5 To date, WLZ have received expressions of interest from 2 schools (Ark Atwood and Westminster Academy) and have reviewed all local schools to determine levels of need. WLZ would aim to deliver across all schools in WCC that have higher than average levels of need (subject to the agreed scale and length of the contract). The cohort of children and young people who would be supported generally fall into the SEN Support category i.e. not meeting statutory threshold for support. This is consistent with other WLZ programmes.
- 3.6 If implemented in WCC, recruitment, set up and preparation would need to begin early in 2019. The programme for WCC would start being delivered in September 2019. The structure of how this programme is delivered overcomes significant challenges when working with schools i.e. a single organisational link, with clear communication but utilising a wide range of partners to deliver bespoke programmes.
- 3.7 The WLZ model utilises metrics that clearly set out measurable progress against outcomes using standardised tools e.g. attendance, reading levels, Strength and Difficulties Questionnaire (SDQ). This is supported by direct feedback from schools.
- 3.8 WLZ's approach is designed to connect young people and parents with the assets that already exist in their area. WLZ also emphasising its data driven approach, through which it tracks the progress of each child and the effectiveness of each charity partner.
- 3.9 The West London Zone has 'Collective Impact Bond' (CIB). These are a co-commissioned PBR model, whereby each individual child worked with is paid for from four sources:
 - The Local Authority (21%)
 - The child's school (13%)
 - local philanthropist (25%)
 - The Cabinet Office / Life Chances Fund's 'Commissioning Better Outcomes Fund' (CBOF) (41%)
- 3.10 The WLZ core team organises the partnership, manages finance and analyses data collected by the team on the ground. The tracking of individual children's outcomes is key and is heavily based on school data. Visual 'data dashboards'

are used to show how each child and charity partner is progressing. As a collective impact initiative, the WLZ model is designed to better utilise the assets that already exist in local communities. The WLZ has focused on primary school children with the support of WLZ Link Workers (based in the schools and nurseries). Each child, and their family, are offered a tailored programme of opportunities from local voluntary sector partners

4. Links with Other Programmes

4.1 If a decision to proceed was made officers would work with WLZ and other providers to ensure that the appropriate links were made with other support programmes already in place or known to be coming on stream. These include

4.2 School Mental Health Support Teams (Trailblazer Project)

This programme will begin later in 2019 following a successful bid to DoHSC and DfE. This new service will be provided by MIND and is dedicated to supporting low to moderate mental health needs among school age pupils. The primary focus for the service is RBKC and it will only be active in northerly wards of Westminster.

There is likely to be some overlap of provision between the two in relation to emotional wellbeing support. However, there are some clear distinctions in that WLZ is specifically aimed at children who are having behavioural and relationship problems placing them at risk of exclusion or poor educational outcome. A pathways protocol can be developed that will allow for good coordination between the two programmes avoiding duplication, reduce risks of confusion among school partners and aim to maximise positive outcomes for the respective cohorts.

4.3 CAMHS

Local CAMHS services primarily support more complex mental health needs than the cohort expected to be supported by WLZ. The WLZ programme is much wider than a mental health service and works in a much more holistic way with children, schools and families. The potential overlap between WLZ and CAMHS would therefore appear to be negligible.

5. Financial Implications

5.1 The WLZ initiative does not have a budget earmarked in the 2019/20 onwards General Fund budget in Children's Services. The funding required will need to be sourced from other service underspends, or where that is not possible, from Children's Services' Transformation and Innovation Reserve.

- 5.2 WLZ have secured funding in principle from LCF (Life Chances Fund) of £1.43m over 5 years. The funding ratio for the programme is 41% LCF Central Government, 13% from participating schools, 25% from private philanthropic funding and 21% LA. The programme must start delivering by September 2019 in order to retain the LCF contribution.
- 5.3 The full proposal would have required a contribution from WCC of £0.720m to fund the full five-year programme.
- 5.4 In discussions with WLZ the proposed model will be to introduce a break clause after three years (2 or 3 cohorts of children) and a smaller total number of children. This provides a total cost for the first two years of £0.715m, with a maximum WCC contribution of £0.150m.
- 5.5 A decision would need to be made prior to the beginning of April 2021 in order to plan for any potential extension. If the decision is made to continue after the break clause, the council is only committed to a further 200 children, whilst retaining the flexibility to support the original 530 and ensure that Westminster receives the maximum possible money from the Life Chances Fund. By having this kind of flexibility in the agreement we would retain the option of accessing the full level of LCF funds in future years.
- 5.6 The outcomes-based payment methodology outlined in 6.0 allows for Westminster City Council to de-risk itself in terms of funding discretionary services without necessarily achieving the outcomes desired. Utilising this initiative across London provides opportunity to share learning on effective outcomes-based commissioning that can be used to drive future service procurements improving quality and cost outcomes.
- 5.7 Taking the above into account, it is recommended the WLZ be funded through the Earmarked Reserve held for Transformation and Innovation in Children's Services, in line with the Parent Child Home Programme as there are no immediate cashable savings linked to this investment.
- 5.8 The Transformation and Innovation Earmarked Reserve balance carried forward to 2018/19 is sufficient to fund the WLZ programme over a period of 2 years whilst also funding other innovation investments.
- 5.9 Should there be an extension agreed in April 2021, a review of funding levels held in the Earmarked Reserve will be required to ensure the extension is fully funded. This review should run alongside a review of co-funding partner commitments to ensure they are also able to fund the programme extension. An extension to five years will increase Westminster's contribution from £0.150m to £0.375m from the Earmarked Reserve.
- 5.10 If there are pressures arising as at April 2021, the service will have to contain them within their existing resources at that point in time.

6. Outcome Based: Payment By Results (PBR)

6.1 The WLZ model links payments to targets in the following areas:

- **Engagement:** signing up children to the intervention.
- **Continued engagement:** attendance at one-to-one sessions with a WLZ Link Worker and Scheduled Provider sessions.
- **Progress along the ‘flourishing’ scale:** the main outcome for the intervention, defined as when the child is developmentally at a point no longer considered to be ‘at risk’ of poorer life chances. This is based on evidence from the child’s school attendance, academic attainment and emotional wellbeing.

6.2 Areas of outcomes linked to payment and their proposed thresholds

Area of outcomes	Data source	Threshold
School attendance	School records	Above 96%.
Academic attainment	Best available attainment data from an individual child’s school	Not in the bottom 20% of the national attainment distribution
Emotional wellbeing	Score on Strength and Difficulties Questionnaire (SDQ), Goodman 1997	Below a score of 15 on the SDQ wellbeing measure

6.3 WLZ measures a baseline assessment for each child at the start of the school year, which includes evidence from each of the three areas (attendance, attainment, and emotional wellbeing). WLZ then uses the baseline as reference point to monitor the child’s progress over the two-year period in the model towards achieving a defined threshold in each area.

6.4 Payment in WLZ is made based on an average score of the child’s progress from the baseline. Progress is calculated for each area of outcome from baseline and then an average across the three is calculated for each child. This then represents the child’s progress towards flourishing.

7. Legal Implications

7.1 Grant agreements are not subject to the Public Contracts Regulations 2015 and therefore there are no procurement implications arising in this report. The form of grant agreement signed by the Council should be approved by Legal Services.

8. Procurement Implications

- 8.1 We have now had confirmation from WCC legal that a grant award is appropriate as has recently been the case for another project part funded by Life Chances Fund earlier this year (The Child Parent Programme). Each year's grant payment would be made based on satisfactory achievements for the preceding year.
- 8.2 WCC would be required to hold a contract with WLZ and this must be in the form of the standard contract issued by Life Chances Fund. Our legal department have confirmed that this is acceptable as part of a grant funding arrangement.

If you have any queries about this Report please contact:
Siraj Islam (Project Manager, Bi-Borough Children's Transformation and Innovation
Team, Sirajul.islam@rbkc.gov.uk)

For completion by the **Cabinet Member for Finance, Property and Regeneration**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

Signed: _____ Date: _____

Councillor Rachael Robathan, Cabinet Member for Finance, property and Regeneration

NAME: _____

State nature of interest if any

.....
(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendations in the report entitled **Approval of funding for the West London Zone (WLZ) Programme** and reject any alternative options which are referred to but not recommended.

Signed
Councillor Rachael Robathan, Cabinet Member for Finance, Property and Regeneration

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

.....
If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, the City Treasurer and, if there are resources implications, the Director of People Services (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from

publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

For completion by the **Cabinet Member for Family Services & Public Health**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

Signed: _____ Date: _____

NAME: **Councillor Heather Acton, Cabinet Member for Family Services & Public Health**

State nature of interest if any

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(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendations in the report entitled **Approval of funding for the West London Zone (WLZ) Programme** and reject any alternative options which are referred to but not recommended.

Signed
Councillor Heather Acton, Cabinet Member for Family Services & Public Health

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