

**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**South Area Council Meeting:  
28<sup>th</sup> February 2014**

**Agenda Item: 6c**

**Report of South Area Council  
Manager**

**Agreeing 'One Stop Shop' tender specification to provide local information & advice**

**1. Purpose of Report**

- 1.1 To present a full draft tender specification for a 'One Stop Shop' project, to offer locally based information & advice for approval by the South Area Council.
- 1.2 To present a range of datasets which evidence the need for locally based information and guidance, as previously requested by members of the South Area Council.

**2. Recommendation**

It is recommended that the South Area Council:

- 2.1 Note and accept the evidence provided for locally based information & guidance provision
- 2.2 Approves the draft tender specification for the 'One Stop Shop' proposal attached at Appendix 6 so it can proceed to commissioning

**3 Introduction and background**

- 3.1 At a series of South Area Council workshops held between August and October 2013, it was agreed that the priorities for the Area Plan would be:
  - Opportunities for young people
  - Business and the local economy
  - Locally based Information & Guidance

More specifically, members of the Area Council identified a need to provide community based provision to help tackle the massively increasing demand for help with debt, benefit issues and a range of issues associated with the new and forthcoming welfare reforms, which were being identified by all of the key support agencies across the borough.

- 3.2 As a result, the South Area Council established a small working group to develop a proposal for locally based support which could be commissioned and funded through the Area Council's Devolved Budgets of £400K per year from April 2014 onwards. This working group comprised:
  - Cllr Mick Stowe (Area Chair)
  - Pat Heath (Barnsley Citizens' Advice Bureau)
  - Pete Francis (BMBC Welfare Rights)
  - Kate Faulkes (South Area Council Manager)

3.3 This working group produced an outline proposal which was presented at the South Area Council meeting on 20<sup>th</sup> December 2014. At this stage, members felt that more community mapping of existing support provision was needed and that because much of the evidence presented was boroughwide, more research was needed to provide evidence that residents within the South Area Council were also in need of this kind of help.

It was agreed that a further South Area Council workshop was needed to complete the local mapping of existing provision, which was held on 5<sup>th</sup> February 2014

3.4 At the workshop on 5<sup>th</sup> February 2014, the mapping was completed and it was agreed that the Area Council manager would:

- Work with the key agencies to provide evidence of a more localised need for this kind of help, to be presented at the Area Council on 28<sup>th</sup> February 2014
- Develop a draft tender specification to be presented to the Area Council on 28<sup>th</sup> February 2014, so that work could go ahead to commission the provision so long as members were happy with the evidence case

3.5 This paper provides:

- A full draft tender specification for members' approval at Appendix 6
- A thorough evidence case for local need, figures for which are provided at Appendices 1-5 and the highlights of which are summarised in Section 4.

#### **4 Providing a local evidence base**

4.1 As noted above, Area Council members identified a need for more evidence to show that people living in Darfield, Hoyland Milton, Rockingham and Wombwell wards were in need of the kind of support which a 'One Stop Shop' could provide, as it was concerned about funding provision which may not be needed or used.

4.2 The full evidence for need within the South Area can be found in Appendices 1-5, but this section outlines the key messages.

4.3 It is clear from the evidence from a range of key agencies that there is a large and increasing need to provide help and support to people within the South Area with debt, benefits (including pensions), and issues relating to the range of welfare reforms which are currently in the process of being introduced.

4.4 Statistical information already collated by BMBC (and used in all of the South Area Council's initial priority setting workshops) show that the South Area has many people in great need of help to reduce poverty and improve their levels of wellbeing.

4.5 Key figures for the South Area include:

- 37.9% of households have no adult in employment
- 21% of children are classed as 'living in poverty'
- 6.5% of working age people are classed as long term sick or disabled, with 5.5% of that group saying that their health issue limited their day to day activities a great deal

- 2% of local people are classed as long term unemployed (more than 2 years)
- 37% of female lone parents are not in work
- 11% of local people act as unpaid carers, with 3.5% of the local population providing unpaid care for more than 50 hours per week

4.6 In addition to this, people living within the South Area (many of whom are in low paid work rather than unemployed) are being adversely affected by a range of welfare reforms, including:

- Rising unemployment arising largely from cuts to public sector funding, on which Barnsley is heavily reliant for work
- The migration of clients on sickness benefits onto Employment Support Allowance which is already underway, with many people losing their entitlement because of stricter medical assessments by ATOS, which is in turn creating a huge surge in appeals
- The forthcoming migration of people on Disability Living Allowance onto Personal Independence Payments, where changes to eligibility criteria will mean that many will lose their entitlements
- The introduction of the 'Bedroom Tax' combined with a lack of smaller housing stock for those affected to move into
- The forthcoming move to housing benefit payments (80% of which are paid to families in low paid work) paid directly to tenants monthly in arrears, which it is anticipated will cause hardship to many – particularly when combined with the fact that many claimants will also have to contribute towards their Council Tax costs
- Growing numbers of benefit claimants being sanctioned, often for very long periods, causing immediate crisis

4.7 This is heavily reflected in the evidence from the primary support agencies (Citizens' Advice Bureau (CAB) and BMBC Welfare Rights Service (WRS) who have both seen demand rocket, with many of their clients coming from the South Area. Full details can be found at Appendices 1-5, but in summary:

- Just under 19% of those seeking help from CAB during 2012/13 came from the South Area, and figures for 2013/14 are virtually identical to date.
- People living in the South Area seeking help with unmanageable debt almost tripled over a 12 month period. Whilst 329 people sought help in 2012/13, this has risen to 938 for the eight and a half months between June 2013 and February 2014. This figure is also likely to be under the real number, as changes to the casework management software used by CAB in June 2013 do not allow for multiple issues to be logged as was previously the case.
- In 2012/13, the WRS saw a total of 434 clients who gave an address within the South Area, although this is likely to be an underrepresentation because many clients do not choose to reveal where they live, or just record it as 'Barnsley'. These clients made up 16% of the total clients seen, and overall were helped to gain £1,579,412 in benefits. This includes both in work and out of work benefits.
- In addition, 500 users of the telephone Adviceline came from the South Area (again, many did not declare their area) who gained £155, 120 in benefits

overall. These people made up 7.5% of those using the service across the borough

- These WRS figures have remained static for the past 3 years despite a massive increase in demand. This is because both the face to face team and the Adviceline have been working to capacity for some time, and regularly have to turn people away.

## **5 Summary of the 'One Stop Shop' tender specification & justification for proposed approach**

5.1 The overall aims and objectives of the 'One Stop Shop' project would be:

- the reduction in poverty in the South Area and
- the increase in mental and physical wellbeing in the South Area

by supporting people to:

- Maximise the in and out of work benefits they are entitled to
- Manage their debts more effectively
- Access other specialist help they may need to manage the issues they have
- Access help to find work and/or training
- Access help around more effective money management
- Find out more about the help available to them locally and boroughwide
- Learn how to help themselves and become more resilient in the future

Ensure that people in the South Area are getting the maximum usage from help and support available locally and boroughwide by:

- Information giving and referral to encourage people to take up all available help
- Working with local organisations and groups (including the 3 South Neighbourhood Networks and their Ward Alliances) to ensure that the services of the 'One Stop Shop' and its partner support organisations are appropriately and strongly promoted across the Area
- Actively recruiting and training local volunteers of all ages to support the work of the 'One Stop Shop'

5.2 This approach would seek to use existing local venues (Libraries, Community Centres, Childrens' Centres, Churches etc.) to provide a range of outreach support services in each ward to support those most in need of help, support and advice with a wide range of issues including:

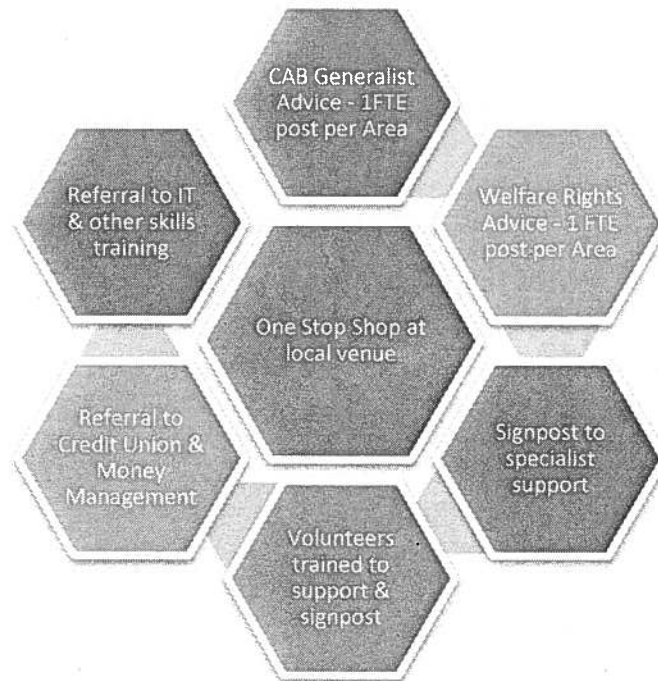
- The full range of Welfare Rights issues, including encouraging the full maximising of benefit claims
- Information and advice around the impact of Welfare Reforms, including support and/or representation at appeals and tribunals
- Debt counselling and the agreement of financial settlements with creditors
- Issues related to health, employment, education, travel etc.

- Housing related issues, including support to avoid homelessness
- Financial, consumer/utilities and legal issues
- Signposting and referral to other specialist provision, including specialist support, training, employability and jobsearch, Credit Union & money management

5.3 The employment of 2 additional full time equivalent staff would create a fully qualified and experienced outreach team which could be deployed in each ward, offering a series of regular 'slots' in easily accessible buildings across each ward. The aim would be to provide at least one day per week service to each ward within the Area.

Depending on the need identified locally and the limitations of available venues, all or some of the following services could be provided 'under one roof'

- 5.4 A key part of the approach would be the recruitment of volunteers to help to support and signpost clients with more straightforward issues, which would relieve some of the pressure on the more specialist workers. It would also be useful to explore utilising the support of Council employees taking part in the Employee Supported Volunteering Scheme, to see where and how existing skills could be most usefully deployed.
- 5.5 A presence from the Credit Union would also be a key feature of this new approach. Until recently, the lack of instant access to savings caused problems for many of the community based collection points, but this now needs to be reconsidered in the light of the recent development of the CU 'debit card' which provides instant access.
- 5.6 In addition, there would be a need to consider the reconfiguration of existing boroughwide services to complement and support this new provision, and to reflect the change in balance between Town Centre and community based provision



The 'One Stop Shop' model

5.7 **Because of the specialist nature of this work, it is proposed that a waiver of standing orders is sought because only the existing providers (Barnsley Citizens' Advice Bureau and BMBC Welfare Rights Services) can offer the specialist staff and therefore services required.**

5.8 Although in theory a more local host could be used, in practice the need for the host to 'buy in' qualified supervision for the staff member/s and specialist casework support/management from either Barnsley CAB or BMBC WRS would push up costs and insert an unnecessary 'layer' in service delivery. However, without this bought-in support, it would be unlikely that a local host could obtain the necessary public indemnities and professional insurances.

5.9 A good quality local host has been approached to discuss this possibility and felt that it would not be able to offer the required support to the worker/s and that the costs of buying it in would be prohibitively high.

5.10 It is proposed that this contract is fulfilled by:

- Creating a new fixed term (2 year) Welfare Rights Adviser post in the BMBC Welfare Rights team on Scale 6 rather than the usual Scale 5, to reflect the additional responsibility of operating alone in an outreach context. This can then be offered internally as a temporary secondment opportunity for one of the existing Scale 5 Welfare Rights Advisers, offering an opportunity which is highly

likely to be attractive to existing staff in terms of pay and opportunities to develop professionally

- Creating a waiver to standing orders to enable Barnsley Citizens' Advice Bureau to fulfil the remainder of the contract, through the external recruitment of a Generalist Adviser
- It would be necessary for the Area Council to provide a representative to sit on both of these recruitment panels, to ensure that they are fully involved in recruitment decisions

5.11 Full details of the proposed milestones for the 'One Stop Shop' can be found in the tender specification at Appendix 6

## **6 Appendices:**

- Appendix 1 – Welfare Rights Service client statistics for South Area
- Appendix 2 – Effects of Welfare Reforms for Barnsley presentation
- Appendix 3 – Citizens' Advice Bureau clients statistics by ward 2013/14
- Appendix 4 - Citizens' Advice Bureau clients statistics by ward 2012/13
- Appendix 5 – Summary of Citizens' Advice statistics for the South Area
- Appendix 6 – Draft Tender Specification for 'One Stop Shop' service

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**Date:**  
17/02/14





	2012/13		2012/13		8 months advice figures 2013/14	
	Macmillan and Community Advisors		Central Welfare Rights Advisors		Welfare Rights Advice line	
	Cases closed	Benefit Gains	Cases Closed	Benefits Gained	Origin of caller	Benefits Gained
Hoyland	49	£180,388	59	£160,092	160	£54,732
Elsecar	8	£43,658	5	£2,137	21	£3,728
Jump	4	£18,410	13	£50,811	9	£8,872
Blacker Hill	0	£0	4	£12,534	8	£5,726
Hemmingfield	2	£5,476	3	£19,477	4	£0
Platts Commom	3	£13,020	3	£5,156	18	£0
Milton	0	£0	0	£0	0	£0
Rockingham	0	£0	0	£0	0	£0
Birdwell	11	£36,850	14	£42,275	30	£4,424
Hoyland Commom	2	£3,039	14	£54,663	5	£0
Darfield	61	£196,115	36	£152,810	78	£45,812
Little Houghton	4	£17,144	2	£11,338	4	£0
Broomhill	1	£4,859	0	£0	0	£0
Middlecliffe	0	£0	2	£12,224	2	£0
Billingly	1	£4,027	0	£0	0	£0
Wombwell	50	£248,393	83	£284,516	161	£31,826
<b>Total</b>	<b>196</b>	<b>£771,379</b>	<b>238</b>	<b>£808,033</b>	<b>500</b>	<b>£155,120</b>
All Barnsley	971	£3,694,204	1709	£5,340,208	6755	£1,801,304
South area percentage of total	20.18%	20.82%	13.92%	15.11%	7.40%	8.60%

This measures the results of closed casework files

This measures the results of closed casework files

Note: The advice line only measures known benefit gains. For example a person advised to claim pension credit when we know they will qualify. It does not measure gains benefit claims we do not know the outcome of. For example a person advised to claim DLA but we do not know the outcome

Please note - the advice line is an anonymous line where the client is free to withhold name and address or to just confirm that they live in "Barnsley". Many choose this option and only give details if and when they need a face to face appointment. The percentage of people from the South Area Council having face-to-face casework against the total number of people seen in Barnsley would indicate that many people are keeping their details private when accessing information / advice over the telephone. Hence the small percentage.



# **Welfare Reform**

## **How is Barnsley Affected?**

# **Welfare Reform – Hitting the Poorest Places Hardest**

- Sheffield Hallam University research paper
- The impact of the reforms when they are all fully implemented will take £19 Billion a year out of the economy. This equates to around £470 a year for every adult of working age in the country.
- **The effect on Barnsley will be a loss of £93 Million per year equating to £626 per year for every working age adult.**

# The Reforms

## Housing Benefit – Local Housing Allowance

- Changes to the rules governing assistance with the cost of housing for low-income households in the private rented sector. The new rules apply to rent levels, ‘excess’ payments, property size, age limits for sole occupancy, and indexation for inflation.
- **Estimated loss on income: £1,645M a year by 2014/15**

# The reforms

## Housing Benefit – Under-occupation

- New rules governing the size of properties for which payments are made to working age claimants in the social rented sector (widely known as the ‘bedroom tax’)
- **Estimated loss per year £490 Million by 2014/15**

# The reforms

## Non-dependant deductions

- Increases in the deductions from Housing Benefit, Council Tax Benefit and other income-based benefits to reflect the contribution that non-dependant household members are expected to make towards the household's housing costs
- **Estimated loss per year £340 Million by 2014/15**

# The reforms

## Household benefit cap

- New ceiling on total payments per household, applying to the sum of a wide range of benefits for working age claimants
- **Estimated loss per year £270 Million by 2014/15**



# The reforms

## Council Tax Benefit

- Reductions in entitlement of working age claimants arising from 10 per cent reduction in total payments to local authorities
- **Estimated loss per year £490 Million by 2014/15**

# The reforms

## Disability Living Allowance

- Replacement of DLA by Personal Independence Payments (PIP), including more stringent and frequent medical tests, as the basis for financial support to help offset the additional costs faced by individuals with disabilities
- **Estimated loss per year £1,500 Million by 2017/18**

# The reforms

## Incapacity benefits

- Replacement of Incapacity Benefit and related benefits by Employment and Support Allowance (ESA), with more stringent medical tests, greater conditionality and timelimiting of non-means tested entitlement for all but the most severely ill or disabled
- **Estimated loss per year £4,350 Million by 2015/16**

# The reforms

## Child Benefit

- Three-year freeze and withdrawal of benefit from households including a higher earner
- **Estimated loss per year £2,845 Million by 2014/15**

# The reforms

## Tax Credits

- Reductions in payment rates and eligibility for Child Tax Credit and Working Families Tax Credit, paid to lower and middle income households
- **Estimated loss per year £3,660 Million by 2014/15**

# **The reforms**

## **1 per cent up-rating**

- Reduction in annual up-rating of value of most working-age benefits
- **Estimated loss per year £3,430 Million by 2015/16**

# Universal Credit

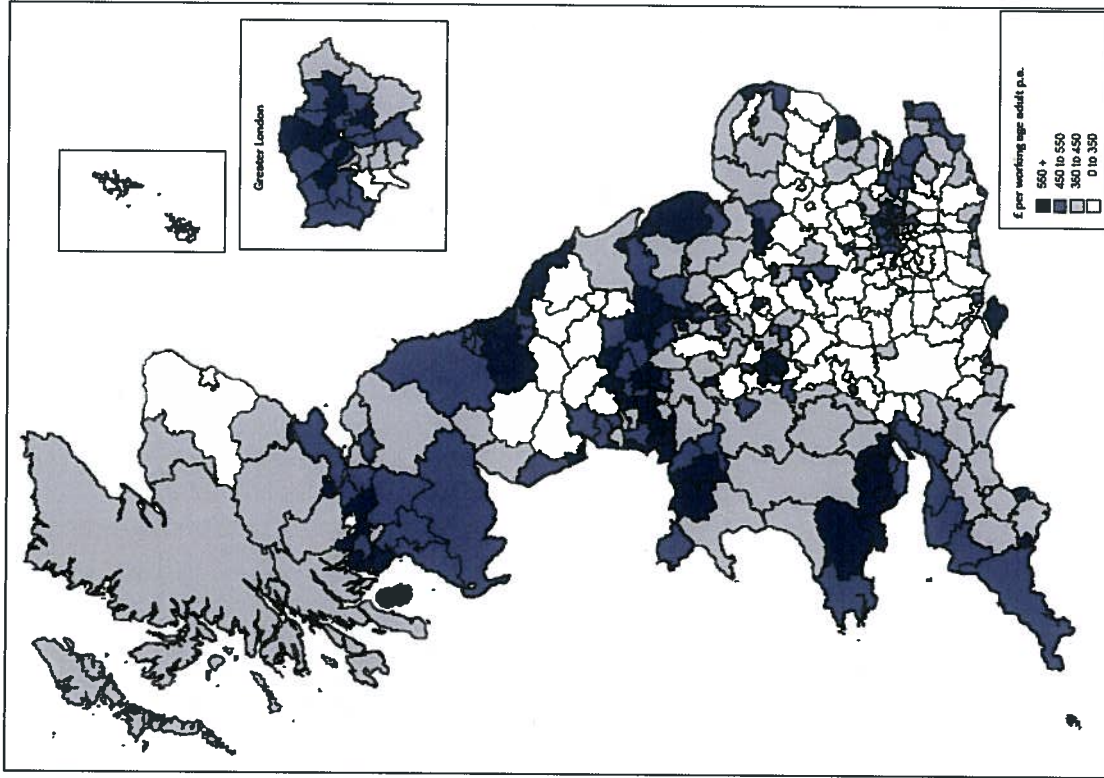
- It should be noted that the list of reforms **does not include Universal Credit**. This is scheduled to replace all means-tested working age benefits. While seen as the biggest reform of all, the Government have stated that this is not expected to result in a net reduction in benefit entitlement.

## Who is hit hardest?

- The results conclude that three areas in particular are hardest hit:
  - The older industrial areas of Britain
  - A number of seaside towns
  - Some London Boroughs



Figure 1: Overall financial loss arising from welfare reform by 2014/15<sup>(1)</sup>, by local authority



<sup>(1)</sup> Except DLA by 2017/18, incapacity benefits and 1% uprating by 2015/16  
 Source: Sheffield Hallam estimates based on official data

Table 2: Overall impact of welfare reforms by 2014/15<sup>(1)</sup>, by local authority

	Loss per working age adult £ p.a.	(cont)	Loss per working age adult £ p.a.
<b>TOP 50 DISTRICTS</b>			
1. Blackpool	910	40. Great Yarmouth	610
2. Westminster	820	41. Sandwell	610
3. Knowsley	800	42. Pendle	610
4. Merthyr Tydfil	720	43. Birmingham	610
5. Middlesbrough	720	44. East Lindsey	610
6. Hartlepool	710	45. Manchester	610
7. Torbay	700	46. West Dunbartonshire	600
8. Liverpool	700	47. Mansfield	600
9. Blaenau Gwent	700	48. Lewisham	600
10. Neath Port Talbot	700	49. Bridgend	600
11. Hastings	690	50. Boisover	600
12. Burnley	690		
13. Rochdale	680	<b>BOTTOM 20 DISTRICTS</b>	
14. Barking and Dagenham	680	360. Mid Sussex	280
15. Brent	680	361. East Hampshire	280
16. Hyndburn	680	362. Waverley	270
17. Blackburn with Darwen	670	363. Cotswold	270
18. Thanet	670	364. Harborough	270
19. Stoke-on-Trent	670	365. Horsham	270
20. Rhondda, Cynon, Taf	670	366. Surrey Heath	270
21. Hackney	670	367. Mole Valley	270
22. Enfield	670	368. South Cambridgeshire	270
23. Glasgow	650	369. Winchester	270
24. Salford	640	370. Chiltern	270
25. Caerphilly	640	371. South Bucks	260
26. Oldham	640	372. Guildford	260
27. Wirral	640	373. South Northamptonshire	260
28. Haringey	640	374. South Oxfordshire	260
29. St. Helens	630	375. Rutland	260
30. Inverclyde	630	376. Wokingham	250
31. Barrow-in-Furness	630	377. Cambridge	250
32. Kingston upon Hull	630	378. Hart	240
33. Barnsley	630	379. City of London	180
34. Tameside	620		
35. South Tyneside	620		
36. Halton	620		
37. Redcar and Cleveland	620		
38. Sunderland	620		
39. Tendring	620		

<sup>(1)</sup> Except DLA by 2017/18, incapacity benefits and 1% up-rating by 2016/16  
Source: Sheffield Hallam estimates based on official data

# Hitting the Poorest Places Hardest –

## BARNESLEY

### Reform Affecting Households:

Welfare Reform	Estimated Loss £Millions Per Year	Number of Households Affected	Financial Loss - Average Amount per Household Affected per year	Financial Loss - Average Amount per Working Age Adult Per Year
Housing Benefit - Local Housing Allowance	£5	5,600	£892.85	£31.00
Housing Benefit – Under Occupation (Bedroom Tax)	£2.8	4,100	£682.92	£19.00
Non-Dependent Deductions	£2	1,300	£1,538.46	£10.00
Household Benefit Cap	£0.5	100	£5,000	£3.00
Council Tax Benefit	£2	15,500	129.00	£12.00
Child Benefit	£11	30,500	£360.66	£72.00
Tax Credits	£17	21,000	£809.52	£115.00

**Reforms Affecting Individuals:**

Welfare Reform	Estimated Loss £Millions Per Year	Number of Individuals Affected	Financial Loss - Average Amount per Individual Affected per year	Financial Loss - Average Amount per Working Age Adult Per Year
Disability Living Allowance	£9	2,900	£3,103.45	£59.00
Incapacity Benefit	£29	8,500	£3,411.76	£197.00

**General:**

Welfare Reform	Estimated Loss £Millions Per Year	Number of Households / Individuals Affected	Financial Loss - Average Amount per Individual Affected per year	Financial Loss - Average Amount per Working Age Adult Per Year
1% Up-rating	£16	N/A	N/A	£108.00

# KEY POINTS

- When the present welfare reforms have come into full effect they will take nearly £19bn a year out of the economy. This is equivalent to around £470 a year for every adult of working age in the country.
- The biggest financial losses arise from reforms to incapacity benefits (£4.3bn a year), changes to Tax Credits (£3.6bn a year) and the 1 per cent up-rating of most working-age benefits (£3.4bn a year).

- The Housing Benefit reforms result in more modest losses – an estimated £490m a year arising from the ‘bedroom tax’ for example – but for the households affected the sums are nevertheless still large.
- Some households and individuals, notably sickness and disability claimants, will be hit by several different elements of the reforms.
- The financial impact of the reforms, however, varies greatly across the country. At the extremes, the worst-hit local authority areas lose around four times as much, per adult of working age, as the authorities least affected by the reforms.

- Britain's older industrial areas, a number of seaside towns and some London boroughs are hit hardest. Much of the south and east of England outside London escapes comparatively lightly.
- Blackpool, in North West England, is hit worst of all – an estimated loss of more than £900 a year for every adult of working age in the town.

- The three regions of northern England alone can expect to lose around £5.2bn a year in benefit income.
- As a general rule, the more deprived the local authority, the greater the financial hit.
- A key effect of the welfare reforms will be to widen the gaps in prosperity between the best and worst local economies across Britain.



## Issues by ward June 2013-February 2014

Ward	Ben	Con	Debt	Edu	Em	Fin	Hea	Ho	Im	Leg	Oth	Rel	Tax	Tra	Uti	Totals
Central	50	6	422	0	12	13	4	20	1	20	8	10	0	3	7	576
Cudworth	81	10	377	0	18	7	1	25	5	11	14	11	1	1	6	568
Darfield	98	8	375	4	13	10	0	28	2	3	3	16	4	0	0	564
Darton East	78	8	330	0	22	12	4	19	6	7	9	13	4	2	8	522
DartonWest	52	6	370	1	15	3	0	10	0	2	3	13	0	1	1	477
Dearne North	46	7	342	0	6	9	3	14	2	8	3	4	1	2	2	449
Dearne South	29	14	295	0	9	5	0	14	0	8	2	7	2	2	1	388
Dodworth	58	3	212	0	10	12	2	26	2	8	6	10	4	3	31	387
Hoyland Milton	49	14	261	0	13	6	2	9	2	8	3	13	2	0	3	385
Kingstone	42	10	258	1	8	11	1	16	2	7	5	8	2	1	1	373
Monk Bretton	50	8	232	2	12	12	2	21	1	10	3	5	0	2	2	362
North East	39	9	236	0	11	9	0	8	0	7	6	9	2	0	2	338
Old Town	31	6	248	1	7	6	0	12	0	5	6	7	2	1	1	333
Penistone East	37	3	234	0	3	14	0	8	0	8	2	8	1	0	0	318
Penistone West	20	8	221	1	11	7	1	15	0	6	1	7	1	0	2	301
Rockingham	44	2	200	0	4	10	1	6	0	5	2	8	0	1	5	288
Royston	23	4	206	0	4	7	1	14	0	5	1	5	0	1	3	274
St Helens	26	3	130	0	6	6	2	7	1	5	1	8	0	0	1	196
Stairfoot	14	2	127	0	3	0	0	4	0	1	1	15	1	1	1	170
Wombwell	14	2	102	0	2	4	0	4	0	4	3	5	0	1	2	143
Worsborough	12	6	92	0	2	0	0	1	0	10	3	7	0	1	0	134
Not recorded	1	0	4	0	2	0	0	0	0	0	0	0	0	0	0	7
<b>Total</b>	<b>894</b>	<b>139</b>	<b>5274</b>	<b>10</b>	<b>193</b>	<b>163</b>	<b>24</b>	<b>281</b>	<b>24</b>	<b>148</b>	<b>85</b>	<b>189</b>	<b>27</b>	<b>23</b>	<b>79</b>	<b>7553</b>



**CLIENTS BY LOCAL AUTHORITY WARD 2012-13**

LA Ward	BEN	CON	DEB	EDU	EMP	FIN	HEA	HOU	IMM	LEG	OTH	REL	SIG	TAX	TRA	UTI	TOTAL
Central	75	20	111	3	33	5	3	34	9	21	5	27	153	5	3	11	518
Cudworth	41	17	83	1	18	9	2	22	4	12	2	20	90	0	3	3	327
Darfield	38	15	70	1	20	7	3	13	4	11	2	21	82	1	1	5	294
Marlton East	36	12	56	0	24	8	3	18	4	10	2	18	97	0	2	7	297
Marlton West	28	10	50	0	15	5	1	14	1	9	0	19	71	2	1	5	231
Marne North	38	5	60	1	12	9	2	19	0	7	0	8	65	3	2	2	233
Marne South	33	8	56	0	10	5	1	13	1	1	1	7	56	1	3	1	197
Dodworth	35	5	41	0	16	5	3	19	0	4	1	12	72	1	1	6	221
Land Milton	44	9	91	1	19	15	5	16	1	12	2	19	84	1	5	3	327
Kingstone	83	12	106	5	34	13	3	37	13	18	3	22	146	3	9	10	517
Bank Bretton	60	17	112	0	10	13	2	19	4	17	2	14	106	2	4	5	387
North East	81	17	84	2	24	20	4	26	1	19	3	20	143	3	2	6	455
Not Recorded	0	0	1	0	1	0	0	0	0	0	0	0	1	0	0	0	3
Old Town	56	11	71	1	27	15	3	21	3	16	2	19	107	3	4	8	367
Stone East	14	8	29	0	11	7	2	9	2	14	2	8	47	4	0	3	160
Stone West	38	10	44	1	11	12	2	9	2	11	0	12	74	2	1	4	233
Stockingham	51	11	72	2	22	7	1	21	0	14	2	12	96	2	3	0	316
Royston	47	7	66	0	23	7	2	19	1	13	3	21	104	1	2	3	319
Stairfoot	73	11	102	0	25	10	3	23	8	12	1	23	125	0	3	8	427
St Helens	67	15	139	1	28	10	1	22	6	14	1	28	124	4	4	9	473
Wombwell	57	3	96	2	20	12	5	26	2	15	5	23	112	3	2	6	389
Worsbrough	61	12	83	1	16	17	4	20	1	11	2	9	105	2	3	14	361
<b>Total Clients</b>	<b>1056</b>	<b>235</b>	<b>1623</b>	<b>22</b>	<b>419</b>	<b>211</b>	<b>55</b>	<b>420</b>	<b>67</b>	<b>261</b>	<b>41</b>	<b>362</b>	<b>2060</b>	<b>43</b>	<b>58</b>	<b>119</b>	<b>7052</b>



CAB figures for 2012/13New or repeat clients seen by CAB by ward for all issues 2013/2013:

Ward	Number of clients seen
Darfield	294
Hoyland Milton	327
Rockingham	316
Wombwell	389
<b>Total seen in South Area Council area</b>	<b>1326</b>
<b>Total seen in borough</b>	<b>7052</b>
<b>% of total borough average from South Area</b>	<b>18.8%</b>

**Breakdown of clients seen by type of issue 2012/2013:**

Issue	Darfield	Hoyland M	Rockingham	Wombwell	Area Total	Boro' Total	% of Boro' totals seen from South Area
Signposting	82	84	96	112	374	2060	18
Debt	70	91	72	96	329	1623	20
Benefits	38	44	51	57	190	1056	17.9
Employment	20	19	22	20	81	419	19
Housing	13	16	21	25	76	420	18
Relationships	21	19	12	23	75	362	20.7
Health	3	5	1	5	14	55	25
Legal	11	12	14	15	52	261	19.9
Finance	7	15	7	12	41	211	19

Issue	Darfield	Hoyland M	Rockingham	Wombwell	Area Total	Boro' Total	% of Boro' totals seen from South Area
Consumer	15	9	11	3	38	235	16
Utilities	5	3	0	6	14	119	11
Other	2	2	2	5	11	41	26
Taxation	1	1	2	3	7	43	16
Travel	1	5	3	2	11	58	18.9
Immigration	4	1	0	2	7	67	10
Education	1	1	2	2	6	22	27
<b>Totals</b>	<b>294</b>	<b>327</b>	<b>316</b>	<b>389</b>	<b>1326</b>	<b>7052</b>	<b>18.8</b>

**New or repeat clients seen by CAB by ward for all issues from 1<sup>st</sup> June 2013 to 10<sup>th</sup> February 2014:**

**Please note:** These figures have been compiled using the new case management database installed in all CAB projects nationwide from June 2013. Because the recording methods are slightly different, they cannot be used for a direct comparison with the figures for 2012/13 above. There are a number of reasons for this, including:

- These figures cover a period of only eight and a half months (the period since the new case management database was introduced) rather than the full 12 months for the figures covering the financial year 2013/14 in the tables above.
- The new system has until recently only allowed for one issue per client to be recorded, which means that clients presenting multiple problems or issues requiring help cannot be registered under multiple headings as was previously the case during 2013/14.
- There has also been a recent increase in the number of clients presenting with larger numbers (3-7) of multiple issues because of recent welfare changes, which are not apparent from these figures.
- There is also a massive increase in the amount of problem debt which clients are presenting, particularly around issues with multiple payday lenders, which requires extra casework which is also not reflected in these figures.

Ward	Number of clients seen
Darfield	564
Hoyland Milton	385
Rockingham	288
Wombwell	143
<b>Total seen in South Area Council area</b>	<b>1380</b>
<b>Total seen in borough</b>	<b>7553</b>
<b>% of total borough average from South Area</b>	<b>18.2%</b>



**Breakdown of clients seen by type of issue 2012/2013:**

Issue	Darfield	Hoyland M	Rockingham	Wombwell	Area Total	Boro' Total	% of Boro' totals seen from South Area
Debt	375	261	200	102	938	5274	17.7
Benefits	98	49	44	14	205	894	22.9
Housing	28	9	6	4	47	281	16
Employment	13	13	4	2	32	193	16
Relationships	16	13	8	5	42	189	22
Legal	3	8	5	4	20	148	13
Consumer	8	14	2	2	26	139	18
Other	3	3	2	3	11	85	12.9

Issue	Darfield	Hoyland M	Rockingham	Wombwell	Area Total	Boro' Total	% of Boro' totals seen from South Area
Utilities	0	3	5	2	10	79	12.6
Taxation	4	2	0	0	6	27	22
Immigration	2	2	0	0	4	24	16.6
Travel	0	0	1	1	2	23	8.6
Education	4	0	0	0	4	10	40
<b>Totals</b>	<b>564</b>	<b>385</b>	<b>288</b>	<b>143</b>	<b>1380</b>	<b>7553</b>	<b>18.2%</b>

SOUTH AREA COUNCILSPECIFICATION OF REQUIREMENTS FORDELIVERY OF A 'ONE STOP SHOP' FOR INFORMATION & ADVICE**1. Brief Summary of the Service**

The South Area Council (comprising Darfield, Hoyland Milton, Rockingham and Wombwell wards) wants to develop a 'One Stop Shop' service based in community venues across the Area's 4 wards, to offer the full range of welfare rights and citizens' advice services to its local residents. This service will need to include support and advice around:

- Welfare rights and the impact of recent and forthcoming welfare reforms
- Maximising the claiming of the full range of benefits, including those for local people who are in work, out of work, disabled or elderly
- Supporting people with a range of issues including unmanageable debt, problems with housing, legal issues etc.
- Full signposting to a range of specialist and/or other local services where appropriate

For full details of the services required, please refer to sections 4 and 6.

In developing and delivering this service, the providers should ensure that they are contributing to the Council's Corporate priorities and outcome statements. Sustainability, community support, the building of self reliance, resilience and reciprocity should therefore be built into the service's design and delivery, including the use of local volunteers where appropriate.

**2. Background and Context**

The need for a 'One Stop Shop' approach arises from a combination of issues and changes to legislation which have already adversely affected the residents of the South Area and will increasingly continue to do so over the coming years. These include the impact of a range of government welfare reforms, including:

- Large numbers of people who have become unemployed, primarily because of cuts within the public sector, on which Barnsley is highly reliant for work
- The migration of clients from Incapacity Benefit to Employment Support Allowance which is already underway and the forthcoming migration

from Disability Living Allowance to Personal Independence Payments through the ATOS medical assessments process, which is creating a huge surge in appeals.

- The introduction of the 'Bedroom Tax' which means that people living in houses with more rooms than they are assessed as needing will have their Housing Benefit payments reduced if they are not rehoused
- The move to housing payments made monthly direct to tenants which is likely to increase the levels of rent arrears which are already on the rise
- The need for those on Housing Benefit (80% of who are in low paid work nationally) to contribute towards their housing and Council Tax costs
- A massive increase in those having their benefits sanctioned (sometimes for very long periods) which is creating growing hardship and more people in immediate crisis

This has led to a number of issues, including:

- A growing number of housing related enquiries around risk of homelessness (up 65% in Barnsley over the past year) and mortgage payment problems, particularly amongst single people
- A huge growth in clients seeking help with unmanageable levels of debt – across Barnsley, the figure has risen by 46% over the last year, and those who are coming forward have a higher level of debt to an increasing number of lenders – the average debt in clients approaching Barnsley Citizens' Advice Bureau rose from £4,684 per person in 2011/12 to £7,393 per person in 2012/13
- Increasing numbers of clients with poor money management skills combined with a lack of resources within support organisations to offer support early on to prevent people reaching crisis point
- The unknown impact of the forthcoming introduction of Universal Credit and a move to all applications for in and out of work benefits (including pension related) to be completed online

### Evidence of issues within the South Area:

These national and boroughwide trends are mirrored in the South Area where:

- 37.9% of households have no adult in employment
- 21% of children are classed as 'living in poverty'
- 6.5% of people of working age are classed as long term sick or disabled, with 5.5% of that group saying that their health issue limited their day-to-day activities a great deal
- 2% of local people are long term unemployed (more than 2 years)
- 37% of female lone parents are not in work
- 11% of local people act as carers, with 3.5% of the population providing unpaid care for more than 50 hours per week

These issues are heavily reflected in the statistics from support services, particularly Citizens' Advice Bureau (CAB) and BMBC Welfare Rights Service (WRS), which show that:

- Just under 19% of those seeking help from CAB during 2012/13 came from the South Area, and the data from this year to date is showing a similar demand
- People living in the South Area seeking help with unmanageable debt almost tripled over a 12 month period. Whilst 329 people sought help with debt in 2012/13, this has already risen in 2013/14 to 938 in the first eight and a half months of the year
- In 2012/13 the WRS saw a total of 434 clients who gave their address as within the South Area, although this is likely to be an under-representation because many clients do not choose to reveal the area in which they live. These clients made up 16% of the total clients seen & overall gained £1,579,412 in benefits as a result of the team's work
- In addition, 500 users of the telephone Adviceline came from the South Area (again, a number of users did not declare their area) who gained £155,120 in benefits overall. These people made up 7.5% of those using the service across the borough
- Both of these figures around the usage of WRS services have remained stable over the past 3 years despite a massive increase in demand, because both face to face appointments and the Adviceline are being used to capacity and are forced to turn potential clients away

The combined impact of these issues require the delivery of specialist services which:

- Provide universal access to good quality welfare rights and citizens' advice support delivered in appropriate community venues
- Support people to feel that they have choice over the decisions they make, and provides access to support with money management training and/or Credit Union facilities where needed
- Provide signposting and referral to a wide range of local and boroughwide support services, ranging from specialist advice (for example, Macmillan Advisers, SISWO support or jobsearch help) to other support provision (for example, Food Banks, support from local groups) where required
- Help to identify gaps in provision and work actively with the South Area Council to look at ways to tackle this
- Provide information in a range of accessible formats, including online, face to face, printed information
- Offer the opportunity for local volunteers of all ages to support clients with more straightforward issues (for example, completing online benefit applications) leaving the specialist advisers to work with the more complex issues presented by local people
- Explore the potential use of BMBC Employee Supported Volunteers and how their skills might be helpful to clients seeking help from the 'One Stop Shop'

### 3. Strategic Vision, Values, Aims and Priorities

#### Barnsley Council's Vision and Values

**Vision:**

Working together for a brighter future, a better Barnsley

**Values:**

**Working Together**

- We work as "One Council" to do the best that we can for our customers
- We build partnerships and work with others to achieve the best for Barnsley
- We are understanding and supportive of others, respecting and valuing differences
- **Honesty**
- We are open and honest about what we are able to achieve, the decisions we make and how well we are doing
- We are true to our word, reliable and fair
- We are responsible and accountable for our actions

**Excellence**

- We are committed to quality and value for money
- We learn from our successes and mistakes
- We are flexible, adaptable and respond positively to change

**Pride**

- We are proud of the work we do and services we deliver
- We are proud to support our communities to make Barnsley a better place
- We are proud of our achievements

**BMBC Corporate Priorities and outcome statements**

*In developing and delivering this service, the provider should ensure that it is contributing to the Council's Corporate priorities and outcome statements as outlined below.*

Thriving and vibrant communities

Create more jobs and businesses through appropriate provision of business, enterprise and employment programmes to reduce worklessness amongst those currently unemployed and increase skills levels of our current and future workforce.

<p>Supporting resilient communities</p>	<ul style="list-style-type: none"> <li>• Ensure people of all ages have a much greater involvement in designing services and actively participating in improving their lives and Barnsley</li> <li>• Support the many benefits of volunteering and foster our many and diverse opportunities for residents to gain new skills and experiences through volunteering</li> <li>• Ensure customer services and the citizen experience of access is improved-facilitate greater self-help</li> <li>• Engage local communities in helping them shape decisions and services in their neighbourhood</li> </ul>
<p>Citizens achieving their potential</p>	<ul style="list-style-type: none"> <li>• Target young people, families and communities who may need extra help in gaining the skills and experience they need to succeed</li> <li>• Prioritise the safeguarding of vulnerable children and adults, and ensure that the risk of them getting harmed is kept to an absolute minimum</li> <li>• Make the improvement of people's health and wellbeing everybody's business, with an emphasis on prevention and the contribution that all services can make</li> <li>• Prioritise the reduction in health inequalities between different parts of the Borough</li> <li>• Ensure that the Council plays a strong part in keeping the Borough safe, and work with others to improve community safety</li> </ul>



#### **4. Specific Aims and Objectives of the Service**

Contribute to:

- a) the reduction in poverty in the South Area and
- b) the increase in mental and physical wellbeing in the South Area

by supporting people to:

- Maximise the in and out of work benefits they are entitled to
- Manage their debts more effectively
- Access other specialist help they may need to manage the issues they have
- Access help to find work and/or training
- Access help around more effective money management
- Find out more about the help available to them locally and boroughwide
- Learn how to help themselves and become more resilient in the future

Ensure that people in the South Area are getting the maximum usage from help and support available locally and boroughwide by:

- Information giving and referral to encourage people to take up all available help
- Working with local organisations and groups (including the 3 South Neighbourhood Networks and their Ward Alliances) to ensure that the services of the 'One Stop Shop' and its partner support organisations are appropriately and strongly promoted across the Area
- Actively recruiting and training local volunteers of all ages to support the work of the 'One Stop Shop'

#### **5. Social Value Objectives of the Service**

Under this contract the provider/s will be required to actively contribute to the achievement of specific social value objectives. These include:

- Recruitment and deployment of volunteers where appropriate
- Promotion of employment, education & training opportunities within the Area
- Use of local VCS organisations and groups
- Contribution to the development of strong community networks
- The promotion of community and individual self help and the growth of resilience
- Local spend

## 6. The Service/Activities to be Delivered

This approach would seek to use existing local venues (Libraries, Community Centres, Childrens' Centres, Churches etc.) to provide a range of outreach support services in each ward to support those most in need of help, support and advice with a wide range of issues including:

- The full range of Welfare Rights issues, including encouraging the full maximising of benefit claims
- Information and advice around the impact of Welfare Reforms, including support and/or representation at appeals and tribunals
- Debt counselling and the agreement of financial settlements with creditors
- Issues related to health, employment, education, travel etc.
- Housing related issues, including support to avoid homelessness
- Financial, consumer/utilities and legal issues
- Signposting and referral to other specialist provision, including specialist support, training, employability and jobsearch, Credit Union & money management

The employment of 2 additional full time equivalent staff would create a fully qualified and experienced outreach team which could be deployed in each ward, offering a series of regular 'slots' in easily accessible buildings across each ward. The aim would be to provide at least one day per week service to each ward within the Area.

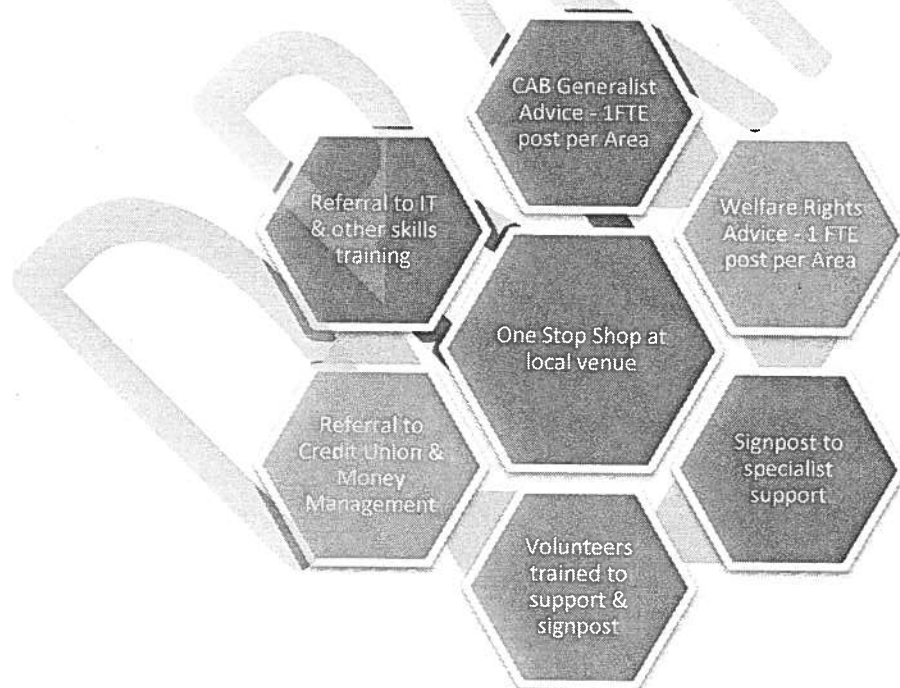
Depending on the need identified locally and the limitations of available venues, all or some of the following services could be provided 'under one roof':

A key part of the approach would be the recruitment of volunteers to help to support and signpost clients with more straightforward issues, which would relieve some of the pressure on the more specialist workers. It would also be useful to explore utilising the support of Council employees taking part in the Employee Supported Volunteering Scheme, to see where and how existing skills could be most usefully deployed.

A presence from the Credit Union would also be a key feature of this new approach. Until recently, the lack of instant access to savings caused problems for many of the community based collection points, but this now needs to be reconsidered in the light of the recent development of the CU 'debit card' which provides instant access.

There would also be the possibility for participating Area Councils to share the costs of other additional specialist support if needed – for example, the shared use of a specialist Welfare Rights Appeals Officer (at a cost of £45,000 per annum including oncosts) if the need was identified. There may also be the possibility of offering parts of this approach at pro rata cost to Ward Alliances who are identifying this as a priority, but where it is not emerging as a priority for their Area Council.

In addition, there would be a need to consider the reconfiguration of existing boroughwide services to complement and support this new provision, and to reflect the change in balance between Town Centre and community based provision.



The 'One Stop Shop' model

**Because of the specialist nature of this work, it is proposed that a waiver of standing orders is sought because only the existing providers (Barnsley Citizens' Advice Bureau and BMBC Welfare Rights Services) can offer the specialist staff and therefore services required.**

Although in theory a more local host could be used, in practice the need for the host to 'buy in' qualified supervision for the staff member/s and specialist casework support/management from either Barnsley CAB or BMBC WRS would push up costs and insert an unnecessary 'layer' in service delivery. However, without this bought-in support, it would be unlikely that a local host could obtain the necessary public indemnities and professional insurances.

A good quality local host has been approached to discuss this possibility and felt that it would not be able to offer the required support to the worker/s and that the costs of buying it in would be prohibitively high.

It is proposed that this contract is fulfilled by:

- Creating a new fixed term (2 year) Welfare Rights Adviser post in the BMBC Welfare Rights team on Scale 6 rather than the usual Scale 5, to reflect the additional responsibility of operating alone in an outreach context. This can then be offered internally as a temporary secondment opportunity for one of the existing Scale 5 Welfare Rights Advisers, offering an opportunity which is highly likely to be attractive to existing staff in terms of pay and opportunities to develop professionally
- Creating a waiver to standing orders to enable Barnsley Citizens' Advice Bureau to fulfil the remainder of the contract, through the external recruitment of a Generalist Adviser

## **7. Target Groups and/or Areas**

Residents of all ages who live within the Darfield, Hoyland Milton, Rockingham and Wombwell wards who require the advice and support offered by the 'One Stop Shop'

## **8. Equality Impacts**

The successful Provider will be required to ensure that the service is free from bias and acknowledges and respects gender, sexual orientation, age, race, religion, culture, lifestyle and values. If any needs are required as per the equalities act, such as language or disability, these needs will be provided for during the term of the contract.

**9. Performance Measures**

**9a. Outputs**

*Easy to measure actions, units, events that tell us how much, how many or how often. Exact measurements and targets to be determined when the final interventions are agreed*

*NB: Some outputs refer specifically to either the CAB or Welfare Rights post within the 'One Stop Shop' & these are notated either 'CAB' or 'WRS'*

<i>(Output)</i>	<i>(Target Number)</i>	<i>(Supporting Evidence)</i>
Number of individual clients seen by category (CAB)		
Number of individual clients seen by ward		
Number of successful appeals & tribunals (WRS)		
Overall benefit gain in £ (WRS)		
Number of financial/debt settlements negotiated (CAB)		
Amount of debt written off £ (CAB)		
Numbers referred to Credit Union and/or money management		
Numbers signposted to other specialist provision		
Number of clients where homelessness averted		
Number of clients helped into work or in-work benefits		
Number of clients supported by volunteers		

**9b. Milestones**

<i>(Activity/Action)</i>	<i>(By When)</i>	
Approval of spec by South Area Council	28/02/14	
Waiver paper approved	07/03/14	
Delegated powers report to approve additional Scale 6 Welfare Rights Adviser post in WR Team	07/03/14	
Final targets, outcomes & outputs agreed with CAB & BMBC WRS	21/03/14	
Final reporting arrangements agreed with CAB & BMBC WRS	21/03/14	
Finalise venues for 'One Stop Shop' in each ward	31/03/14	
Issue contract to Barnsley CAB	31/03/14	
Draw up SLA with BMBC WRS	31/03/14	
Internal interviews in WRS to appoint existing Adviser to secondment for 'One Stop Shop' post (with Area Council rep on interview panel)	17/04/14	
Recruitment of CAB Generalist Adviser (with Area Council rep on interview panel)	17/04/14	
Contract commences		
Year 1 Quarter 1 report submitted		
Y1 Quarter 2 report submitted		
Y1 Quarter 3 report submitted		
Y1 Quarter 4 and end of year 1 report submitted		
Y2 Quarter 1 Report		
Y2 Quarter 2 Report		
Y2 Quarter 3 Report		
Y2 Quarter 4 Report		
End of Project Report		

## **10. Location/Availability/Accessibility of Service**

Within the boundaries of the South Area Council

## **11. Contract Value and Contract Duration**

The estimated cost of this service is £145,000 to be run over a 2 year period (ie: £72,500 per annum) subject to funding the providers' achievement of outcomes, outcome measures and outputs.

This figure to be broken down:

- 1 FTE Welfare Rights worker post at Scale 6 at a cost of £35,000 per annum (£70,000 over 2 years) including all oncosts and associated costs. This post to be filled by the secondment of an existing member staff within BMBC Welfare Rights Service  
[NB: This cost would include the full support of the BMBC Welfare Rights team, including the use of the Adviceline to support local people when a face to face adviser was not immediately available, and the assistance of a Senior Welfare Rights Adviser for advice and/or representation at appeals and tribunals.
- 1 FTE Citizens' Advice Generalist Adviser at a cost of £35,000 per annum (£70,000 over 2 years) including all oncosts and associated costs, including recruitment costs. This post to be filled through external recruitment by Barnsley Citizens' Advice Bureau
- A figure of £2,500 per annum (£5,000 over 2 years) to cover promotional and venue costs to support the 'One Stop Shop' – although it is hoped that BMBC venues will be used free of charge where they provide appropriate space

## **12. Contract Terms and Conditions**

*To be attached when finalised*

## **13. Monitoring and Recording Arrangements**

*(ie regular meetings, progress reports from suppliers etc)*

The appointed organisations will need to be able to demonstrate the effectiveness of the service in terms of delivering the agreed outcomes, outcome measures and outputs. There is a key requirement of the Provider to:

- Collect, collate and report on a range of agreed indicators on a quarterly basis (see milestones) as part of a quarterly report. This should also include the submission of 2 case studies (group, individual or illustrating good practice/innovative work) with photographs.
  - Establish compatible systems to ensure effective management and performance management of the service. Information systems must comply with the requirement of the Data Protection Act.
  - Attend quarterly meetings with the Contract manager to discuss the quarterly report and request any additional information/provide clarification, if required.
  - An end of year report to be submitted (see milestones)
  - An end of Project report and lessons learned to be submitted 3 months before the contract end date.
- The Area Council Manager will review performance and may reasonably ask for additional information at anytime.

#### **14. Quality Standards**

- The provider of this service has a legal obligation to adhere to all equality legislation. The provider must produce their policy relating to race, gender, disability, religion or belief, sexual orientation and age. This policy should include the reporting mechanism for any adverse events which would constitute a deviation. Any and all adverse events should be reported to the Area Service Manager.
- Robust Policies and procedures are to be put in place to ensure Safeguarding of all adults, data protection and Information Governance.

The provider will ensure that:

- All staff are equipped with appropriate training, staff development and supervision
- All staff employed or engaged by the Provider are informed and are aware of the standard of performance that they are required to provide and are able to meet that standard.
- All staff employed or engaged by the Provider will be subject to a DBS check, and an acceptable outcome determined.



- All staff employed or engaged by the Provider must be registered with the appropriate professional body where applicable
- The adherence of the Provider's staff to such standards of performance is routinely monitored and that remedial action is promptly taken where such standards are not met.
- All staff employed or engaged by the Provider have been subject to a DBS clearance, where required, and an acceptable outcome determined.
- For the avoidance of doubt, nothing in this specification is intended to prevent the Provider from setting higher quality standards than those laid down in the Contract.

Additionally:

- The provider will have a robust system for monitoring complaints and suggestions; feedback from service users will inform service delivery
- The provider will submit reports summarising any complaints, investigations and remedial actions

*SEE ALSO CONTRACT TERMS AND CONDITIONS*

#### **15. Commissioning/Procurement Officer Details**

Kate Faulkes – South Area Council Manager

