

Report of the Cabinet Member for Adults and Vulnerable People

Cabinet - 18 November

SUPPORTING PEOPLE PROGRAMME GRANT (SPPG) LOCAL COMMISSIONING PLAN

Purpose:	<ul style="list-style-type: none">• This report seeks approval of the Draft Supporting People Local Commissioning Plan (LCP) for 2015/16.• The draft LCP (Appendix 1) is currently out for comment with providers & stakeholders.• This report summarises the key issues and challenges in the Supporting People Local Commissioning plan.• The report gives a financial overview• The LCP must go through process to receive member approval before forwarding to the Western Bay Regional Collaborative Committee in order to develop a regional commissioning plan.• The regional supporting people commissioning plan must then be sent to Welsh Government.
Policy Framework:	<ul style="list-style-type: none">• The One Swansea Single Integrated Plan.• The 2012-2017 Local Housing Strategy.• The Social Services Commissioning Framework and associated commissioning plans.
Reason for Decision:	To comply with the requirements of the Welsh Government Grant Conditions July 2013. http://wales.gov.uk/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en .
Consultation:	Finance, Legal, Access to Services and Partner Organisations.
Recommendation(s):	It is recommended that: - 1) the Draft Supporting People Local Commissioning Plan 2015/16 be noted and approved for submission to the Western Bay Supporting People Regional Collaborative Committee to inform the development of a regional plan.
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1.0 Introduction

- 1.1 The Supporting People Programme Grant (SPPG) is a Welsh Government (WG) grant. The 2014/15 allocation to the Local Authority (LA) was £14,613,269.00. The allocation is paid to commission or provide housing related support services to help prevent people becoming homeless or requiring residential/ institutional services, through the provision of 'housing related support'.
- 1.2 The majority of the services are provided via LA contracts with third sector and a small number of private sector service providers. There are also internally provided services within the Housing Department and Social Services Mental Health Section.
- 1.3 The principal local commissioning partners are Social Services, Housing, Probation and Health. The local governance structure is the Supporting People Commissioning Group (SPCG) which meets quarterly to oversee the local commissioning activity and approve funding decisions.
- 1.4 WG guidance requires that these services are reviewed taking account of strategic relevance, cost effectiveness and quality assurance. The Supporting People Team (SPT) in Social Services undertakes this responsibility on behalf of the LA.
- 1.5 There is also a regional governance structure; the Western Bay Regional Collaborative Committee (WBRCC) is in place as prescribed by Welsh Government. It includes the same representative stakeholders within the Local Commissioning Group plus elected service provider representatives.
- 1.6 The grant conditions and WG guidance requires the L A to produce an annual Local Commissioning Plan (LCP). The LCP must be forwarded to the WBRCC. The RCC will use the LCPs from the three LA's to explore and agree a Western Bay Regional Supporting People Commissioning Plan which identifies regional collaborative working opportunities and priorities. This must be formally adopted by each LA and be submitted to WG.
- 1.7 Each LA must also produce an annual projected spend plan for the grant for each year. Quarterly out turn reports must also be submitted to WG to monitor against the projected spend. Variance from the projection of more than 10% in each client group category must to be agreed by the RCC. If not approved, it will be referred by the RCC to WG and the

Supporting People National Advisory Board (SPNAB). Any under spend will be clawed back by Welsh Government.

- 1.8 This report seeks member approval of the Draft Supporting People Commissioning Plan 2015/16.

2.0 What the Supporting People Programme Grant funds

- 2.1 The grant funds services to help prevent people becoming homeless or requiring residential/ institutional services, through the provision of 'housing related support. Housing related support enables people to develop or maintain the skills and confidence necessary to maximise their ability to live independently. Tasks which, if not performed adequately, would lead to a breakdown in the individual's right or ability to continue living in that home.
- 2.2 The Grant Programme has housing, and preventing homelessness or people living in inappropriate institutional settings, at its core. Support can be offered to anyone eligible, regardless of the tenure. The emphasis of the programme is "doing with" as opposed to doing for and building their personal resilience.
- 2.3 There are limitations on grant use. The programme cannot fund hands on personal care. Individuals must be over 16 years.
- 2.4 There are a range of service models funded by the programme which can be broadly grouped by the following services models:
- Direct Access Homeless Hostels & Domestic Abuse Refuges
 - Temporary Supported Housing
 - Floating Support
 - Permanent Supported Housing
 - Sheltered Housing
 - Other

3.0 Supporting People Commissioning priorities 2015/16

3.1 Core Business Priorities:

- Implement and manage the impact of any WG funding reductions.
- Explore new and sustainable models of delivering housing related support
- Comply with the Welsh Government SPPG conditions and undertake service evaluations
- To maintain a medium term financial plan until clarity is received regarding the long term financial position of grant allocation to Swansea as a result of the interim and on –going distribution formula.
- To respond to Welsh Government & Internal Audit recommendation in relation to administration of the Supporting People Programme Grant.

- To collate and analyse the National SPPG Outcomes Framework data to demonstrate the effectiveness of the programme.
- To comply with specific corporate procurement guidelines and demonstrate value for money.
- Contribute & Participate in the Western Bay Regional Collaborative Committee work plan
- To maintain engagement with the national Supporting People Programme Review work streams and implement changes in line with recommendations.
- To identify and manage risk associated with changes relating to the governance, finance and quality changes in the programme.
- To identify and maximise opportunities associated with the changes relating to the governance, finance and quality changes in the programme.
- To explore cross border opportunities within all aspects of Supporting People commissioning, planning and development.

3.2 Service Development & Reconfiguration Priorities for 2015/16

3.3 Meeting New Homelessness Prevention duties

- Expanding the expertise for assessing support needs as part of reasonable steps which integrates within the Local Homelessness Services.
- Increasing capacity for rapid response floating support utilising more of the existing floating support on a shorter term working model - those in need get a level of response which is timely in a crisis. e.g. preventing imminent eviction.
- Requiring greater flexibility from specialist services & tenure access criteria in order to contribute towards widening access to those on the waiting lists across all client groups.

3.4 Prioritising & Allocating Supported Housing and Floating Support capacity.

- Review access arrangements via existing central referral pathways/gateways embracing the “tell us once approach” ensuring integrated processes wherever possible address the new homelessness prevention responsibilities.

3.5 Improved access to the private rented sector

- Ensuring existing resources support to the development of a LA led Private Sector Social Lettings Service and its offer.
- Consider targeting more resources if necessary as the scale of the service increases.

3.6 Financial Inclusion

Build service user skills and resilience in line with the National SP outcome Promoting Economic Progress and Financial Control
People are:

- managing money
- engaging in education/learning

- engaged in employment / voluntary work.

There will be an expectation that SP commissioned services will prioritise the outcome with service users and will engaging in partnerships & targeting initiatives that focus on the above.

3.7

Complex Needs –

Our challenge is ensure the services we provide with our partners are more innovative and effective at engaging with and supporting individuals with complex needs to access and sustain stable accommodation.

- § Review the impact and findings of the additional temporary resources such as MATCH Coordination and the personalised budget in this area using a lesson's learnt approach on individual cases.
- § Preventing entrenched rough sleeping through early intervention, a no second night out approach.
- § Working in partnership with Health to achieve better outcomes for a smaller group of complex individuals developing smarter/more flexible use of the resources of which they disproportionately draw on.
- § We will continue to use the resources we can creatively, to coordinate services to these individuals.
- § Key partnerships in this area will be the ABMU led Health of Homelessness and vulnerable groups steering group and implementing their action plan and the Dual Diagnosis steering group and the SMAT Area planning Board.
- § The MATCH service will have a role in developing our approaches.

3.8

Domestic Abuse

Recorded reports of Domestic Abuse Have increase but as a cause of homelessness there is a slight decrease. There will be a continued focus on delivering better outcomes for individuals in this area.

- Promote awareness of domestic abuse in non- specialist DA housing related support services via training and the network of multiagency services available.
- Our commissioned services will link to the One Stop Shop
- Explore preventative approaches working with perpetrators.

3.9

Families

Contribute to giving children a good start in life.

- Exploring whether there is a further role for a supported accommodation housing model for young parents e.g. specialist supported lodgings.
- Responding to service user requests making transitions in SPPG services smoother as young people become parents but balancing with our role in safeguarding.

3.10

Young People

Ensure there is a range of accommodation and support suitable to meet our corporate responsibilities. Help eliminate the use of bed & breakfast accommodation for all 16 & 17 year olds.

- Working with existing service providers to achieve improved outcomes i.e. young people are better prepared to access & sustain realistic “move on” accommodation when they are ready.
- Exploring different ways of collaborative planning & service design around specific care leavers who require accommodation and support with complex needs (including developmental disorders) and chaotic lifestyles (including substance misuse).
- Work in partnership with Registered Social landlord to delivery of services needing capital investment via Social Housing Grant (SHG).

3.11

Older People

Ensure existing services continue to be strategically relevant to the integration of Health & Social Care services for older people.

- Jointly reviewing services strategically with Health considering the options for integrated commissioning.
- Ensure that services are engaged in and compliment the integrated access and local delivery around the proposed three service hubs and five GP networks.
- Make further progress toward full implementation of the Aylward recommendation for SPPG funded Sheltered Housing

3.12

Physical Disability & Learning Disability

- Working in partnership to ensure options which deliver responsive care & housing related support and are sustainable.
- Enabling as many as are able to be supported using the floating support model.

3.13

Mental Health

- To provide increased move on accommodation options with medium to low level long term support.
- To develop high relational supported housing options locally as alternatives to high cost residential care placements.
- With Capital investment secured within the SHG programme in partnership with Registered Social Landlords.
- By implementation of a model of service which draws on similarities with the traditional sheltered housing model for older people.

- Alternative models which also provide ongoing low level of support are also being explored such as the supported lodgings.
- Strategic review of existing provision to identify opportunities to reconfigure to deliver high relational support.

3.14 Seeking alternatives to the traditional models of day services.

Providers of housing related support services will have a key role in supporting individuals to design and access alternative daytime activity to the traditional models of day services. This will be continued to be addressed within support planning under the following outcomes.

- § **Promoting Health and Wellbeing**
- § **Promoting Independence and Control**

3.15 Better Bidding

Improved coordination of bidding for other complementary funding to tackle agreed strategic priorities. Ensure no duplication of services, effort and wasting of funding opportunities.

- The Joint Homelessness & Supporting People Collaborative Planning Provider Forum will have an important role in identifying how this is put into practice.
- Where funding is temporary in nature consideration must be given to building in service sustainability and or clear exit strategies for when funding ceases.
- Funding applications to all sources should build on collaboration, joint working to design person centred services.

3.16 Workforce Development

- Where there is a specific identified need for additional training resource to deliver improved outcomes around in the outcome areas we will support this.
- We will expect service providers to maintain core training programmes focused on improving outcome delivery.

4.0 Financial Implications for 2015/16

4.1 In September 2014 the Welsh Government announced its draft budget indicating a £10 million reduction on the National SPPG programme which represents a 7.5% cut from last year.

4.2 In planning the implementation the Supporting People National Advisory Board (SPNAB) has recommended to the Minister the same implementation option used for 2014/15. This (option 2) appeared to be the most favourable for Swansea. It is to be applied to forward planning indicative allocation for 2015/16 SPPG which was £14,498,656. The indicative allocation already represents a projected reduction of 0.8%.

- 4.3 If a 7.5% reduction is modelled, it would equate to a £1,087,399.20 cut to Swansea's allocation. However, the exact LA allocation adjusted for redistribution will not be announced until late October 2014.
- 4.4 WG have made it clear in a recent letter that their expectations are that services should not be subject to flat rate cuts and funding reductions should be made strategically. The LCP identifies the process to be undertaken in order to reach a conclusions of where to strategically apply any funding reductions. It also outlines the process to manage implementation and minimise the impact of any reductions.
- 4.5 Under the interim distribution being used there appears to be minimal impact on the proportion any national allocation of SPPG that Swansea will receive.
- 4.6 However, development of a new formula has commenced. For example previous options put forward by LE Wales have not favoured Swansea. Estimated impacts were at worst a 25% reduction in the local allocation.
- 4.7 A medium term financial plan has been developed to manage funding reductions. A contingency fund was established which currently stands at £972,325. This was to be used to allow time following funding reductions being announced to plan strategic reduction and manage implementation to commissioned services in order to minimise the impact on frontline services and workforce.

5.0 Legal Implications

- 5.1 Under Section 93 of the Local Government Act 2000, the Welsh Government may pay grants to Local Authorities towards expenditure incurred by them in providing, or contributing to the provision of, or in connection with welfare services. Grants under this section are paid on such terms and conditions as the Welsh Government may determine. The Local Authority must supply the Welsh Government with such information as it requires and the Local Authority must have regard to any guidance issued by the Welsh Government with respect to the administration and application of the Grant. The Local Authority must also comply with any directions given by the Welsh Government. There are specific Supporting People Programme Grant Conditions.
- 5.2 In order to administer the programme and implement priorities including funding adjustments it is necessary to enter into a number of contracts. It is vital that these contracts with external organisations are reviewed at regular intervals so that each organisation is aware of the terms of their contract as well as compliance with the Council's Contract Procedure Rules and the European procurement legislation as appropriate.

6.0 Equality and Engagement Implications

- 6.1 Supporting People services are designed to support individuals to address many of the challenges experienced by individuals addressed by equality legislation. An Equality Impact Assessment screening exercise has been undertaken and a full Equality Impact Assessment will be necessary and opened once the financial settlement is known.
- 6.2 On the announcement of the SPPG allocation for Swansea Individual Financial Impact Assessments will be completed on individual contracts (broken down into schemes where there are multiple services and the nature of the service provision is significantly different. Organisations will be asked to provide evidence to the Supporting People Team if the funding reduction would impact on front line provision including on people with protected characteristics which will inform fed the EIA on the programme and plan.
- 6.3 The results of this exercise will be taken to Supporting People Commissioning Group (multi agency decision making group). The Commissioning Group will explore a number of factors:-
- Strategic Priority of service
 - Vulnerability of Service Users
 - Configuration options
 - Likelihood and level of impact
- 6.4 The Supporting People Commissioning Group will make final decisions on whether a reduction is appropriate to go ahead or not based on evidence contained within the individual service Financial Impact Assessments taking account of the outcomes of the Equality Impact Assessment process
- 6.5 The impact assessment will then be updated and completed on the agreed proposed budget going forward for 2015/16. Regular contract liaison meetings with individual providers will monitor any impact relating to the above.
- 6.6 The Strategic Priorities identified have been reached following review of a range data identifying need. It includes engagement with individuals who uses services via the Service User Involvement Framework for Supporting People Programme and Homelessness Services in Swansea. Other Stakeholders such as service providers are engaged via the Supporting People Programme Grant Collaborative Forum and the wider Homelessness and Social Care planning forums. The plan will inform the development of the Supporting People Regional Commissioning Plan and will be consulted on with service users and the public later this year.

Background Papers:

The Supporting People Programme Grant (SPPG) Guidance July 2012

[http://wales.gov.uk/topics/housingandcommunity/housing/supportingpeople/jse
ssionid=943C1E172B816FA4B2F4442FBD0F9DB4?lang=en](http://wales.gov.uk/topics/housingandcommunity/housing/supportingpeople/jse
ssionid=943C1E172B816FA4B2F4442FBD0F9DB4?lang=en)

Appendices: Appendix 1 - Supporting People Local Commissioning Plan.