

**Report of the Cabinet Member for Services for  
Adults and Vulnerable People**

**Cabinet – 15 October 2015**

**SUPPORTING PEOPLE PROGRAMME GRANT – LOCAL  
COMMISSIONING PLAN 16/17**

<b>Purpose:</b>	<p>This report seeks approval of the Supporting People Local Commissioning Plan (LCP) priorities for 2016/17.</p> <p>The draft Local Commissioning Plan (Appendix 1)</p> <p>This report summarises the key issues and challenges for commissioning with SPPG.</p> <p>The report gives a financial overview</p> <p>The SPPG commissioning priorities must go through a process to receive member approval before forwarding to the Western Bay Regional Collaborative Committee in order to develop a regional commissioning plan.</p> <p>A regional supporting people commissioning plan must then be sent to Welsh Government</p>
<b>Policy Framework:</b>	<p>National Policy Framework Prevention of Homelessness &amp; Tackling Poverty.</p> <p>Local Policy Framework The One Swansea Single Integrated Plan Homelessness Strategic Business Plan 2015-18 The Social Services Commissioning Framework and associated commissioning plans.</p>
<b>Reason for Decision:</b>	<p>To comply with the requirements of the Welsh Government Grant Conditions July 2013 and supplementary guidance. <a href="http://wales.gov.uk/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en">http://wales.gov.uk/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en</a></p>
<b>Consultation:</b>	<p>Finance, Legal Services, Access to Services and Partner Organisations.</p>

**Recommendation(s):** It is recommended that:

- 1) The Supporting People Local Commissioning Plan priorities are noted and approved for sharing with 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 and sits within the WG Tackling Poverty Portfolio currently. The 2015/16 SPG allocation to the Local Authority (LA) was £13.8 million. 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 equating to £1,454,176 of the SPPG provided by the Housing Department and within Social Services Mental Health Section. Approximately 90% of the grant allocation is spent externally and with 3rd sector providers. The contracting process aims to ensure that 80% of grant is focused on front line support staff.
- 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, co-opted members as agreed and Welsh Government Officials.

- 1.6 The grant conditions and WG guidance requires the LA 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 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 summarises the LCP & seeks member approval of the Supporting People commissioning priority areas and the draft Local Commissioning Plan for 2016/17.

## **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 SPPG 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 and must be legally responsible for their accommodation.
- 2.4 There are a range of service models currently funded by the programme which can be broadly grouped by the following services models:
  - Direct Access Homeless Hostels & Domestic Abuse Refuges
  - Temporary Supported Housing
  - Permanent Supported Housing
  - Floating Support
  - Sheltered Housing
  - Other

2.5 There is a National Supporting People Outcomes Framework for the programme which states:

*“People have the right to aspire to safe, independent lives within their community and the financial security and health to enjoy that community. People differ in the barriers they face in achieving these aspirations. Supported housing seeks outcomes for people that are steps on the way towards these ultimate aspirations.*

*Outcomes should be person centred, purposeful, negotiated and agreed with the individual and, if appropriate, with their advocates, supporters or carers. Outcomes will be achieved through enabling maximum possible control, involvement and understanding across the following areas where appropriate:*

*The project is: **Promoting Personal and Community Safety***

*People are:*

1. *feeling safe*
2. *contributing to the safety and well-being of themselves and of others*

*The project is: **Promoting Independence and Control***

*People are:*

1. *managing accommodation*
2. *managing relationships*
3. *feeling part of the community*

*The project is: **Promoting Economic Progress and Financial Control***

*People are:*

1. *managing money*
2. *engaging in education/learning*
3. *engaged in employment / voluntary work*

*The project is: **Promoting Health and Wellbeing***

*People are:*

1. *physically healthy*
2. *mentally healthy*
3. *leading a healthy and active lifestyle”*

### **3.0 SUPPORTING PEOPLE COMMISSIONING PRIORITIES**

3.1 **Core Business priorities for administration of the SPPG are:**

- Implement and manage the impact of any WG funding reductions.

- Comply with the Welsh Government SPPG conditions and undertake service evaluations
- To review the medium term financial plan regarding the long term financial position of grant allocation to Swansea in light of the national review of the grant conditions and development of a revised distribution formula.
- 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.
- Undertake the Coordination role for Western Bay Supporting People Regional Collaborative Committee
- To identify and manage risk associated with changes relating to the national strategic direction, governance, finance and quality changes in the programme.
- To identify and maximise opportunities associated with the changes relating to the national strategic direction, governance, finance and quality changes in the programme.
- To explore cross border opportunities within all aspects of Supporting People commissioning, planning and development.
- To research and facilitate innovation an new sustainable models of delivery of housing related support

### 3.2 **Financial context for commissioning services using SPPG**

3.21 The current financial context is based on early indications from Welsh Government Officials to begin modelling the following possible reductions on the 2015/16 allocation of £13.8 Million. The following shows percentages and equivalent possible cash reductions for 2016/17:

- 20%        £2.763 million
- 15%        £2.073 million
- 10%        £1.382 million
- 7.5%       £1.036 million

3.22 The Western Bay Regional Collaborative Committee has suggested a 7.5% reduction as the minimum to be modelled. This is based on the Supporting People National Advisory Boards paper on discontinuing the interim grant distribution formula on the same cut applied for 2015/16. Under the interim formula there was a mitigating impact in Swansea's favour. Swansea was effective at undertaking the initial capture exercise which established the Supporting People grant level across Wales however other LA's were not so. Welsh Government have been engaged since that time with WLGA & the Provider sector on a developing a distribution formula implementing an interim formula. However, development of a new formula has commenced. Previous options put

forward by LE Wales have not favoured Swansea. Previously estimated impacts were at worst a 25% reduction in the Swansea.

- 3.23 A letter from Welsh Government indicates budget figures are not likely to be available until January 16 which is far later than usual. This provides a very short timescale to reach a decision on where to implement reductions.
- 3.24 Welsh Government has also indicated they expect there will be further year on year reductions projecting a possible figure of 40% reduction over three years, equivalent to £5,526,848.45 reduction. Any of the modelled cuts would represent substantial reductions in service provision.
- 3.25 To date previous SPPG allocation reductions have been implemented without any individuals losing their service through cost reduction exercises. It is evident as a result implementing the previous reductions for 2015/16 that this approach would not be possible going forward.

### 3.3 **Strategic Context for Commissioning with SPPG**

- 3.31 Welsh Government guidance is strengthening and emphasising the role of the SPPG programme as a resource for delivering on key LA homeless prevention duties within the new Housing Wales Act introduced in 2015. This is specifically in relation to new homelessness prevention duties and the requirement to assess housing related support needs.
- 3.32 The Supporting People grant programme also sits within the Welsh Government Tackling Poverty Portfolio currently. The Ministerial guidance is advocating closer links with other tackling poverty grants both at Welsh Government level and locally with programmes such as Communities First, Families First and Flying Start.
- 3.33 The Local Service Board (LSB) has identified the following priorities for the City & County of Swansea as an area:
- Children have a good start in life
  - People learn successfully
  - Young people and adults have good jobs
  - People have a decent standard of living
  - People are healthy, safe and independent
  - People have good places to live and work.

As can be seen the SPPG national outcomes framework is compatible with most of these priorities with service working one to one on their specific needs and identified outcomes.

**3.34** The City & County of Swansea Local Authority has agreed the following priorities in the 2015/17 Corporate Plan.  
<http://www.swansea.gov.uk/corporateimprovementplan>  
“This plan does not include everything that we do but focuses on what is most important for Swansea:

- Safeguarding vulnerable people
- Improving pupil attainment
- Creating a vibrant and viable city and economy
- Tackling poverty
- Building sustainable communities”

The SP programme outcome areas can be seen to assist to deliver in some part on most of the above. However, the most relevant may be considered as:

- Safeguarding vulnerable people
- Tackling Poverty

**3.35** The draft Adult Social Care Strategy Promoting Safer independence for Older People and Vulnerable adults aims to reduce the number of adults receiving institutional forms of care, and supported care planning within 3 – 5 years.

1. To safely reduce or prevent the need for citizens to require formal adult services intervention or “supported care” planning
2. Safely reduce the period of time citizens may expect to spend in receiving “supported care planning”
3. Ensure that services for Swansea citizens are sustainable and continue to safeguard and promote independence of the most vulnerable

**3.36** The LA Homeless strategy priorities based on the annual review of homelessness and the Homelessness Strategic Business Plan 2015-18 are in summary

Priorities include:

- Reducing and preventing all homelessness by tackling the causes as well as solution focused working for households who are homeless.
- Increasing the capacity of the private rented sector ensuring that accommodation is well managed, affordable and of a high quality
- Dealing with the ongoing and future impact of welfare reform
- Continuing responses to rough sleeping (including the Housing First Model and individual budgets work as well as meeting the day to day needs of those without a roof)
- Reducing and eliminating the use of B&B

- Improving outcomes for Looked after Children
- Developing short and long term support options for people with complex needs including older people with substance and alcohol misuse
- Develop creative support packages for people within shared housing
- Explore options to support homeless prison leavers in finding and maintaining somewhere to live
- Continue to develop and improve customer focused referral pathways into supported housing across the city

The priorities are from the Homelessness Strategic Business Plan 2015-18.

**3.37** The LA's Tackling Poverty Forum has identified the following three areas as a priority for action for tackling poverty.

1. Early years – child development
2. Apprenticeships and employment support
3. Identifying people at risk/already vulnerable and support them intensively to address their issues and needs ) particularly mental health issues, debt and finance)

#### **4.0. Establishing new SPPG commissioning priorities**

**4.1** Reviewing the above drivers the recommended new City & County of Swansea priorities for commissioning housing related support services using Supporting People Programme Grant are:

#### **4.2 Tackling Poverty for those at risk of Homelessness**

All the supporting people programme services are a key element in delivering the Anti-poverty agenda. It provides a skilled workforce delivery advice and practical housing related support around welfare benefits, debt reduction and developing budgeting skills. They also give advice and practical assistance and signposting around getting work ready. This support is specifically focused on those who are vulnerable and vulnerably housed and most at risk of or who are homeless.

- Identifying people at risk/already homeless and vulnerable and support them in the most appropriate and sustainable manner to address their urgent issues and building their future resilience.
- Delivering crisis & responsive services earlier to prevent homelessness and fulfil LA duties under the new legislation.
- The approach to delivering housing related support should not deskill but promotes an asset based approach to progression and building personal and family resilience.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources.



- Supporting the delivery of a Private Rented Sector Access Service and the offer to private landlords and their tenants of good quality affordable accommodation with support which assists in enabling the LA to discharge its duties.
- Prevention of Domestic Abuse as a cause of homelessness
- Developing new ways of meeting the housing and support needs of the most vulnerable e.g. ex-offenders in light of the new legislation.
- Meeting the challenges of the more complex nature of homeless and rough sleeping individuals.
- Eliminate the use of B & B as temporary accommodation

#### **4.3 Families with Children and Young People**

This reflects the aim that children have a good start in life. The delivery of housing related support to parents to assist in creating a stable home and preventing homelessness is key to delivering that start. The Homeless Prevention, Anti-Poverty and Safeguarding vulnerable people priorities compliment and combine to achieve this aim:

- Identifying families with children & young people at risk/already vulnerable and homeless and support them in the most appropriate and sustainable manner to address their urgent issues and needs and to build their family resilience.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources.
- To ensure the approach to delivering housing related support does not deskill but promotes an asset based approach to building personal and family resilience.
- Prevention of Domestic Abuse as a cause of homelessness
- Eliminating the uses of B & B as temporary accommodation for young people prioritising 16 & 17 year olds.

#### **4.4 Vulnerable People with Support Needs**

This links both to the homeless priorities around ensuring the most vulnerable have access to limited temporary, supported accommodation & housing related floating support resources and the remodelling for the Adult Social Care front door and reducing safely the time people can expect adult social care supported care planning.

- Identifying the most vulnerable people at risk/already vulnerable to homelessness or requiring a more institutionalised form of accommodation and/or support and to support them in the most appropriate and sustainable manner to address their urgent housing issues and needs and to build and maintain their resilience and level of independent living.
- The approach to delivering housing related support should not deskill but promotes an asset based approach to progression and building personal and family resilience.

- Services will complement and integrate with the Swansea Adult Social Care service remodelling around prevention, early intervention and wellbeing services e.g. Local Area Co-ordination and Intake.
- Ensuring the most vulnerable have access to limited temporary supported, supported & housing related floating support resources through appropriate gateways.

## 5.0 Broadly what will the services we procure be like?

5.1 At present there is an options appraisal exercise underway to comply with the new EU procurement rules which would have been taking place even if funding levels were stable or increasing.

5.2 The LA has begun engagement with the Joint Homelessness & Supporting People Collaborative forum on a blank page approach to procuring services within the SPPG allocation addressing the LA agreed priorities. This is at an early stage and will continue through the rest of the year based on projections until a SPPG allocation is known at the end of November 2015.

## 5.3 Broadly some of the emerging themes are:

- We will commission services within the envelope of SPPG projected grant allocations and we will have less SPPG to buy services with.
- We will commission services which can be flexible to respond to changes in commissioning priorities and changes to the SPPG grant allocations.
- We will be mindful when commissioning of further welfare reforms affecting the affordability of supported housing.
- All services will link to central referral and access points which identify the most vulnerable individuals most in need of housing related support.
- There is likely to be less emphasis on support being fixed or linked to specific accommodation for certain groups.
- There is likely to be multi-skilled/multiple specialist services delivering support in the priority areas we have identified and therefore less individual specialisms.
- There will be some provision for pre tenancy, responsive (inc. crisis) and early intervention support which includes the concept of after-care as a form of early intervention to minimise the chances of “relapse”.
- The expectation will be that support will be delivered by shorter term services in the main.
- The concept of permanent support at the same intensity will be replaced by one of being able to demonstrate support which is “**enabling maximum possible control, involvement and understanding**” for the individual as set out in the national SP outcomes framework. Services will be expected to evidence how individuals are progressing to this point.

- Support will be person centred and use an asset based approach to build the individual's and/or the family's resilience and ability to live as independent as possible and move to their maximum level control involvement & understanding.
- There will be a stronger emphasis on services demonstrating the outcomes or the impact support has had in an individual's resilience and progress on improving their ability to live as independent as possible.
- There will be a stronger emphasis on services assisting to demonstrate the financial impact the programme has on achieving the local and national priorities.
- There will be a stronger emphasis on demonstrating the cost benefits to other statutory areas e.g. Health & Social Care.
- We will research and explore new and different models of service delivery.

## 6.0 **Equality and Engagement Implications**

- 6.1 Supporting People Programme Grant services are designed to support individuals to address many of the challenges experienced by groups referred to in the equality legislation.
- 6.2 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. On the announcement of the SPPG allocation for Swansea Individual and full screening will be undertaken on the detailed procurement plan. The resulting commissioning/decommissioning recommendations will be presented to the Supporting People Commissioning Group for decision.
- 6.4 The Supporting People Programme Commissioning Group will make final commissioning/decommissioning decisions on whether a reduction is appropriate to go ahead or not based on the Equality Impact Assessment outcome.
- 6.5 Monitoring of presenting needs information, service utilisation and outcomes as well as 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 use 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.

## **7.0 Financial Implications**

- 7.1 The report advises on the projected reduction in Supporting People Grant funding level and possible implications once the WG confirm the annual allocations for 2016/17 in November 2015.

## **6.0 Legal Implications**

- 6.1 The report advises on possible future legal implications of implementing the medium term procurement plan and budget reductions in the shorter term which may involve decommissioning of services which will involve giving notice on contracts. The Council must comply with WG grant conditions and the procurement plan must comply with the Councils Contract Procedure Rules and EU procurement law. All future contracts will need to be fit for purpose with the flexibility to respond to changes in the levels of WG funding.

**Background Papers:** None

**Appendices:** Appendix A Supporting People Local Commissioning