

**TELFORD & WREKIN COUNCIL**

**CABINET - 28 MARCH 2013**

**PROVISION OF SUPPORTING PEOPLE SERVICES**

**REPORT OF ASSISTANT DIRECTOR: CARE AND SUPPORT**

**LEAD CABINET MEMBER – CLLR LIZ CLARE**

**PART A) – SUMMARY REPORT**

**1. SUMMARY OF MAIN PROPOSALS**

To advise members of the proposals for the future re-modelling of Supporting People services, procurement requirements and to seek delegated authority to enter into contractual arrangements with the preferred providers identified through the re-tendering process.

**2. RECOMMENDATIONS**

**It is recommended that the following actions are approved:**

- 2.1 Approve the proposals for the future Supporting People model including the proposed timescale for delivery**
- 2.2 Approve the proposed access and referral process into the newly modelled services and the impact on the structure and function of the Housing Needs**
- 2.3 Agree the award of three year contracts (with the option to extend for a further two years subject to satisfactory performance) as per the Council's requirements to the preferred provider(s) in accordance with the Council's Constitution to the Assistant Director following consultation with the Cabinet member for Care and Support.**
- 2.4 Grant delegated authority to the Council's authorised signatories after consultation with the Assistant Director to enter into appropriate contractual agreements, following consultation with the Cabinet Member for Care and Support. Subject to the terms and conditions recommended by the Assistant Director Law, Democracy and Public Protection.**

### 3. SUMMARY IMPACT ASSESSMENT

<b>COMMUNITY IMPACT</b>	Do these proposals contribute to specific Priority Plan objective(s)?	
	<b>Yes</b>	<p><b>Adult Care and Support Priority Plan</b></p> <p>(a) Improve quality of life  <b>continuing to develop good quality and effective prevention services</b> by supporting local people who require assistance to maintain good health and independence longer</p> <p>(b) Maintain health &amp; wellbeing  <b>Increase support to people to maintain or regain their independence</b> through early intervention, preventative services and reablement so that people can continue to live at home</p>
	Will the proposals impact on specific groups of people?	
	<b>Yes</b>	The service will impact on vulnerable people from all recognised client groups. A large amount of consultation with existing service providers has taken place over the last 12 months and Service User consultation is scheduled in order to mitigate any risk of adverse impact.
<b>TARGET COMPLETION/ DELIVERY DATE</b>	Sheltered Housing and Floating Support to be remodelled by September 2013. Hub and Outreach model to be fully implemented by April 2014	
<b>FINANCIAL/VALUE FOR MONEY IMPACT</b>	<b>Yes</b>	The service area has a budget saving target of £1.1m to achieve over the period 2011/12 to 2013/14 of which £650k has been achieved to date. The remodelling proposed in this report will enable further significant savings to be made. The exact value of the savings will not be known until the completion of the retendering and remodelling process is complete.
<b>LEGAL ISSUES</b>	<b>Yes</b>	The Council has a power to fund services to help vulnerable people live independently. In using that power the Council needs to comply with formal procurement requirements and also the general principles of fairness, equal treatment and non discrimination. Compliance is shown by commissioning effectively, demonstrating value for money and providing community based preventative support based on the results of consultation. In addition the current contractual arrangements will need to be considered in detail and where extension clauses have been included such contracts will need to be extended if appropriate.

<b>OTHER IMPACTS, RISKS &amp; OPPORTUNITIES</b>	<b>Yes</b>	A risk profile has been developed to manage the project
<b>IMPACT ON SPECIFIC WARDS</b>	<b>Yes</b>	Borough-wide impact

## **PART B) – ADDITIONAL INFORMATION**

### **4. INFORMATION**

- 4.1 The provision of Supporting People Services is an important element of the council's preventative service provision providing the delivery of housing related support which encompasses a wide preventative role aiming to promote independence, confidence building and social inclusion. Supporting People helps to alleviate pressures in the local health and social care systems by maximising independent living and avoiding more costly long-term residential care. National research commissioned by the Department of Communities and Local Government indicates that through our £3.4million investment in Supporting People services a net benefit of approximately £10.3 million is realised by preventing the use of more costly services.
- 4.2 Housing related support can be delivered to people in their own homes with the use of floating support and/or community alarms (Floating Support is support that is delivered to the person and is not tied to a particular location or accommodation listed under a contract hence it can be delivered to a person in their own privately owned accommodation). Housing related support can also be delivered in specialist accommodation such as accommodation based support schemes or Sheltered Housing schemes.
- 4.3 The existing Supporting People service provision is for 33 contracts throughout the Borough of Telford & Wrekin and these provide housing related support, sheltered housing, community alarm services and support in extra care housing to the most vulnerable client groups in the area covering a wide range of client groups and accommodation bases. All these existing contracts expire on 30th September 2013.
- 4.4 Through working with existing providers and contractual provisions savings of £650k arising from changes to existing contracts have been achieved since 2011/12. However additional savings can not be achieved through further variations to costs under existing contracts without a detrimental effect on the quality or capacity of those services to meet the needs of the most vulnerable service users. In order to achieve further savings services need to be re-modelled to mitigate the impact by ensuring that services are delivered on the basis of need not tenure. Remodelling will have the added benefit of modernising services into the future, aligning them with new council priorities and

ensuring we are paying for services that are efficient, effective, personalised, needs led and ultimately what service users want.

- 4.5 It is recognised that if a large re-modelling exercise is to be undertaken, although it would be the most sustainable way of making savings, it would impact on the timescales for delivering these savings. Due to the complexity of the project and the large amount of consultation required a phased implementation is advocated.
- 4.6 As mentioned earlier current contracts are held with a number of providers to deliver a wide range of housing related support services across a variety of client groups. The majority of these services may appear to be inflexible due to the way in which the contracts and services were constructed some years ago. An example of this would be the large amount of contracts that are units based and linked to accommodation which results in services available only to those in accommodation provided by social landlords. People who reside in privately owned or rented accommodation and wish to receive support to remain independent cannot currently access these services.
- 4.7 Following a large amount of ongoing consultation with existing local providers over the last year, a new service delivery model has been proposed that will lead to a reduction in the number of contracts, will continue to deliver a service to existing service users but will result in a more flexible, equitable, joined up and needs led service.

It is proposed that the new service model will consist of the following elements:

- **Older People Sheltered Housing**
  - Separate from above
  - Large element of support provided through intensive housing management model
  
- **Floating Support**
  - Borough wide
  - Cross Tenure
  - Generic
  - Possibly one contract to be awarded to one provider
  - Provider may sub-contract to meet specification
  - Consider award of contract on geographical configuration
  
- **Hub and Outreach**
  - Accommodation based
  - Outreach Support
  - Specialist/client group specific delivery
  - Local providers encouraged to form consortium and bid to meet high level broad specification

4.8 In order to support and manage the access of service users into the above service model the development of a Local Authority owned access and referral route is proposed. Initial mapping work has been undertaken to develop a route that could be utilized for all low level preventative services through broadening the remit of the existing Housing Needs Team. The aim would be to provide a single access point for service users requiring housing, housing related support and/or other preventative services. This proposal would also entail the Local Authority undertaking an initial needs assessment allowing a co-ordination of preventative services and housing to help meet the service users' needs.

4.9 Utilising existing staffing capacity it is proposed that the implementation of the above model is undertaken in a phased approach. This would lead to the Sheltered Housing and Floating Support element being implemented by September 2013 followed by the implementation of the hub and outreach element of the new service model in April 2014.

- **Sheltered Housing**

The transformation of the Sheltered Housing element will require working with all providers of this service to ensure intensive housing management hours and funding are maximised. This element of the service can then be funded through Housing Benefit and the amount of Supporting People housing related support required reduced. Some £250k of the savings realised to date have been achieved through this reconfiguration of service funding with a major social registered landlord. Further consideration needs to be given to procurement options in this area.

- **Floating Support**

The floating support element of the new model will require a procurement exercise to be undertaken to incorporate all existing contracted hours. It is anticipated that a fair hourly rate can be achieved through this testing of the market.

- **Hub and Outreach**

The implementation of the hub and outreach model will be slightly more complex hence the longer timescale. It is considered that delivery of the entire service model under one contract by a single provider would be undeliverable. The aim is to encourage providers to work together and form consortiums in order to tender against the broad specification issued by the Local Authority. This will ensure a diverse market, achieve efficiencies through joined up working, protect smaller local providers but at the same time reduce the complexity of contracts that the Local Authority has to manage. In order to allow providers time to work together and form consortiums a longer timeframe has been proposed. Work has already begun to support this by sharing contact details amongst current service providers. As flagged up there may be a need to extend some existing contractual arrangements .

- **In House SP Services**

As part of the mapping of existing services there are a small number that do not translate across to the new model. These are Adult Placement Contracts for Adults with Learning Disabilities that deliver a service whereby a family support a service user to live with them. These contracts are held with the Local Authority and one external provider. Due to the interdependencies of the accommodation and support, further consideration will need to be given to arrive at a practical procurement solution. The Home Improvement Agency also receives funding from the Supporting People budget and is widely recognised to deliver a valued preventative service. It is proposed that these services continue in their current models of provision.

- 4.10 It is hoped that the new model will not only improve the delivery of Supporting People Services and achieve savings but by developing a clear access and referral route that is co-ordinated with housing further benefits will be realised in the joined up delivery of the Local Authorities preventative services. Savings can be made by moving to this model however until the new model is implemented and a tender exercise undertaken exact costs will not be known.

## **5. IMPACT ASSESSMENT – ADDITIONAL INFORMATION**

- 5.1 Comprehensive consultation has been undertaken with existing Supporting Providers over the last 12 months. Providers have been instrumental in shaping and designing the new future model for SP services.
- 5.2 A programme of Service User Consultation is also included as part of the project to re-model services.

## **6. PREVIOUS MINUTES**

None

## **7. BACKGROUND PAPERS**

**Report prepared by Joanne Cornwell, Team Leader Commissioning and Contracts, Telephone: 01952 381905**