

SUBJECT:	Flexible Funding: Supporting People Migration of service to Enterprise and Community Development
MEETING:	Individual Cabinet Member: Cllr Penny Jones and Cllr Sara Jones
DATE:	12th June 2019
DIVISION/WARDS AFFECTED:	All

1. PURPOSE:

- 1.1 To advise members of the introduction of the new Flexible Funding grant and its revised relationship with the Housing Support Grant and the subsequent move of the Supporting People function from Social Care and Health to Enterprise and Community Development.
- 1.2 To seek endorsement of the spending plan for 2019/20 and the extension of contract plans associated with the 2019/20 and 2020/21 grants.

2. RECOMMENDATIONS:

- 2.1 To approve the transfer of the Supporting People function to Enterprise and Community Development and the subsequent options appraisal of the service with a view to identifying opportunities for a more integrated service.
- 2.2 To endorse the appended spend plans and subsequent contract extensions.

3. KEY ISSUES:

- 3.1 Over recent years Local Authorities have advised Welsh Government (WG) that the restrictions surrounding grant funding structures can restrict the way they would like to deliver services for vulnerable people. They have therefore requested greater flexibility in how they maximise the potential of the funding available to allow them to plan for and deliver improved services to meet the needs of people in their areas more effectively.
- 3.2 Over the course of 2018-19, WG tested a new way of working (Flexible Funding) in collaboration with six 'pathfinder' local authorities and one Public Services Board. An interim evaluation demonstrated the potential for the new model to provide improved outcomes arising from better planning and delivery of more integrated services, allowing for the planning, commissioning and delivery of services which reflect the complexity of people's lives and the inter-relationships between their support needs.
- 3.3 As a result WG have decided that ten individual programmes will now form two new grants streams. From April 2019 the two grants in operation will be:

3.3.1 Children and Communities Grant (CCG)

Prosperity for all: the National Strategy sets out the need to deliver public services in a more collaborative and integrated way. This grant is seeking to address the support needs of the most vulnerable children and adults in our communities through a range of early intervention, prevention and support mechanisms. It will seek to mitigate or remove disadvantage to vulnerable people to enable them to have the same life chances as others, and therefore contribute to a more equal Wales. The seven programmes in **CCG** are:

- Flying Start
- Families First

- Legacy Fund
- Promoting Positive Engagement for Young People
- St David's Day Fund
- Communities for Work Plus
- Childcare and Play

3.3.2 Housing Support Grant (HSG)

The purpose of the **HSG** will be to address the housing and housing related support needs of the most vulnerable individuals in society through the range of early intervention, prevention and support mechanisms. It will seek to mitigate or remove disadvantage to vulnerable people to enable them to have the same life chances as others, and therefore contribute to a more equal Wales. As such, the HSG will be about accessing and maintaining a home. The **HSG** encompasses 3 programmes

- Supporting People
- Homelessness Prevention
- Rent Smart Wales Enforcement

- 3.4 In introducing the two grants scheme format, WG have asked Local Authorities to collaborate with them to decide how they plan for and deliver services to meet the needs of the local population in a joined up and strategic way, within the terms and conditions of the new grant arrangements, with the expectation that this extra freedom will allow a more strategic approach to delivering for the most vulnerable in society.
- 3.5 With this in mind and the forthcoming retirement of the Supporting People (SP) lead within the Council, it is proposed that the SP function is transferred to the Communities and Partnerships Development team within the Enterprise and Community Development Section, whose experienced teams currently manage the Families First and Communities for Work programmes. The Housing team will remain unchanged. It is proposed that a designated Officer, The Families First Manager, will undertake additional duties for a designated period of time i.e. maximum of twelve months and carry out an independent options analysis which will inform the future delivery of the programme. This analysis will include consideration of the current staffing and delivery budget in line with WG's ambitions to enable a more flexible and strategic approach. The Families First Manager is well placed to undertake the additional duties as he also chairs the recently formed Children and Communities/Housing Support Executive Group, an Officer group which aligns to the Children & Young Peoples Strategic Partnership (CYPSP) and reports into the Social Justice Working Group. The purpose of the group is to support the CYPSP and the Social Justice Working Group to align all funding sources (statutory, core and grant) to meet the needs of families and children across the county, ensuring that gaps in provision and service are addressed.
- 3.6 In terms of existing roles within the SP team, the Contracting and Monitoring Officer's role, which should have been changed to Senior Commissioning Officer in 2012 but wasn't, has now been re-graded from grade G to H grade. This has resulted in an increase in the staffing budget of £4,489, at no cost to the Council and the job title has been corrected accordingly.

3.7 Contract Extensions

- 3.7.1 During 2018/19 Welsh Government piloted an Early Intervention, Prevention and Support Grant with six Local Authorities. This grant enabled Authorities the flexibility to manage a

range of grant funded initiatives (10) which included SP. During the period when there were uncertainties around whether this grant would be extended across all Authorities, the Adult and Children’s Select Committees were consulted about the intention to extend contracts for 2019/20 whilst the implications of the funding decisions were worked through. Both Committees recommended approval of this approach.

3.7.2 For 2019/20, whilst SP is within HSG, WG expects the programme to be run as per previous guidelines and expectations. This gives WG further time in which to develop the new guidelines for HSG and to introduce whatever changes are required to secure a better alignment between the two flexible funds. At the same time a new framework of outcomes is being developed for use across all the flexibly funded initiatives and a new HSG allocation methodology/formula is being developed. An essential element that will also be included in the new guidelines will be the requirements with respect to service procurement.

3.7.3 It would therefore be prudent to wait until the new guidelines, outcome framework and allocation methodology are published before commencing any re-commissioning procedures. It is expected that the guidelines will be available for consultation towards the end of 2019. Until the new guidelines have been published and understood, plans for re-commissioning the contracts that have been extended, including any re-configurations that may be necessary, are not possible. Therefore the contracts will need to be extended whilst the commissioning procedures are worked through during 2020/21 as the risks of procuring services before the funding, procurement procedures and service outcome requirements are known are considered to be too great.

3.8 2020/21 Funding levels

3.8.1 Contracting for 2020/21 may well be further complicated as the political agreement to maintain SP at the 2017/18 levels ends on 31 March 2020. It is therefore a possibility that there will be a reduction of funding within HSG, at which point the Council will need to decide whether to utilise the funding flexibilities to mitigate this, or whether to manage the reductions via a reduction in services. Again as there are significant uncertainties that won’t be resolved until the latter part of Quarter 4 - 2019/20 it precludes the Council from having an effective commissioning plan in place and actioned before 1 April 2020.

4. OPTIONS APPRAISAL

4.1 Table One below contains an analysis of the options considered:

Option	Benefits	Risks	Comments
<ul style="list-style-type: none"> Do nothing – Supporting People to remain in Adult Social Care 	<ul style="list-style-type: none"> Less disruption for staff 	<ul style="list-style-type: none"> Lost opportunity to undertake an options appraisal of the service and to undertake a cost benefit analysis exercise. 	<ul style="list-style-type: none"> The Council is tasked by WG to look to deliver the services funded by the grant in a more stream lined and flexible way.
<ul style="list-style-type: none"> Move the service to Enterprise and 	<ul style="list-style-type: none"> Increased opportunity to realign the service to provide better 	<ul style="list-style-type: none"> Service may take a little time to settle down to changes Reduced budget from funders in 	<ul style="list-style-type: none"> As a Council we have demonstrated our commitment to the

Community Development	<p>opportunities for service users.</p> <ul style="list-style-type: none"> • Increased partnership working; • Potential for future reduction in operational costs which could protect the service longer term. 	<p>future years may jeopardise the long term sustainability of both current service offers.</p>	<p>continuation of the service;</p> <ul style="list-style-type: none"> • In line with the Well Being of Future Generations Act we have demonstrated our commitment to building sustainable and resilient communities; • As a Council we have demonstrated our commitment to working in partnership.
<ul style="list-style-type: none"> • Extend the contracts or re-tender all the SP contracts. 	<ul style="list-style-type: none"> • Extending the contracts enables the continuation of service delivery whilst the WG guidance is being agreed. 	<ul style="list-style-type: none"> • The possibility of retendering is limited. It would require additional commissioning support, which we do not have the budget for, and we would be commissioning contracts without knowing the overall level of funding available. 	<ul style="list-style-type: none"> • WG guidance and funding levels are yet to be clarified.

4.2 Summary of Options Appraisal

- 4.2.1 The spend plan (Appendix A) is predominately the status quo with a minor, additional benefit for those with mental health issues - 52% of those supported having some degree of mental health issue. The spend plan does not, of itself, have further impact on the protected characteristics.
- 4.2.2 The migration into Enterprise and Community Development presents an opportunity to undertake an independent options analysis with a view to working more collaboratively and effectively with SP and the C&CG services. Such a joined-up approach will inform the future delivery of the service with a view to enabling our overall flexible funding resources to help more people within Monmouthshire.
- 4.2.3 The staffing structure would have had some negative impact on the Lead Commissioner QA and SP Lead role if he were not retiring. However, this proposed transition period will enable Officer's an opportunity to review operations in line with WG recommendations.

5. EVALUATION CRITERIA

- a. The SP element of HSG being fully committed and accounted for.
- b. Appropriate service contracted for 2021 onwards
- c. Current services delivering validated outcomes and outputs

- d. Monmouthshire's SP commissioning working collaboratively within the Authority and the region

6. REASONS:

- 6.1 With the changing funding regimes from WG, it is necessary to manage the opportunities to ensure the best impact for Monmouthshire. With a change in Directorate it is important that the developing decisions are transparent and understood. There is also a funding requirement that services should be appropriately contracted to deliver services. An options analysis of the current service and contract extensions would achieve this. Formal approval of the spend plan will confirm to Internal Audit the plan against which they will need to provide WG with assurance that the SP allocation has been appropriately utilised.

7. RESOURCE IMPLICATIONS:

- 7.1 The proposals presented within these proposals have no impact on either the SP element allocation in the HSG or the SP budget H064 and align with the previously submitted spend plan.

8. WELLBEING OF FUTURE GENERATIONS IMPLICATIONS (INCORPORATING EQUALITIES, SUSTAINABILITY, SAFEGUARDING AND CORPORATE PARENTING):

- 8.1 The assessment in Appendix B concludes that the main positive impact of the introduction of the flexible funding regime is that services across a broad band of initiatives (10) will be better coordinated with the flexibility enabling local issues/objectives to be more appropriately addressed

9. CONSULTEES:

- Spend plan – SC&H – DMT; Homelessness and SP planning Group; Supporting People Regional Officers' Group; Regional Collaborative Committee, and submitted to Welsh Government;
- Contract Extensions – 2019/20 – as above plus Adult and Children's Select Committees;
2020/21 - Homelessness and SP Planning Group;
- SP migration to Enterprise – Building Sustainable and Resilient Communities – Chief Officers;
- SLT

10. BACKGROUND PAPERS:

- **Appendix A: Spend Plan**
- **Appendix B: Equality and Future Generations Evaluation**

11. AUTHOR:

Cath Fallon, Head of Enterprise and Community Development

12. CONTACT DETAILS:

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Appendix A: Spend Plan

Spend Plan collection period:	Local Authority Spend Plan 2019-20													
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Regional Collaborative Committee:	Gwent													
Local Authority:	Monmouthshire													
SPPG Annual Allocation:	2,039,175.00													
	Fixed Site (Accommodation Based)		Floating Support (Community Based)		Totals		Comparison to Previous Year							
Client Spend Category (The category to which the service is primarily focused)	Units	Spend	Units	Spend	Units	Spend	Units	Spend						
Women experiencing Domestic Abuse	5	£102,960	25	£129,509	30	£232,469	0	£7,374						
Men experiencing Domestic Abuse	0	£0	0	£0	0	£0	0	£0						
People with Learning Disabilities	0	£0	0	£0	0	£0	0	£0						
People with Mental health Issues	0	£0	55	£322,200	55	£322,200	5	£21,600						
People with Substance Misuse Issues (Alcohol)	0	£0	0	£0	0	£0	0	£0						
People with Substance Misuse Issues (Drugs and Volatile substances)	0	£0	0	£0	0	£0	0	£0						
People with Criminal Offending History	0	£0	1	£6,670	1	£6,670	0	£0						
People with Refugee Status	0	£0	0	£0	0	£0	0	£0						
People with Physical and/or Sensory Disabilities	0	£0	0	£0	0	£0	0	£0						
People with Developmental Disorders (I.e. Autism.)	0	£0	0	£0	0	£0	0	£0						
People with Chronic Illnesses (including HIV, Aids)	0	£0	0	£0	0	£0	0	£0						
Young People who are Care Leavers	0	£0	0	£0	0	£0	-5	£-22,000						
Young People with Support Needs (16-24)	21	£178,775	31	£100,081	52	£278,856	10	£28,480						
Single parent Families with Support needs	0	£0	0	£0	0	£0	0	£0						
Families with Support Needs	0	£0	2	£27,000	2	£27,000	0	£0						
Single people with Support Needs not listed above (25-54)	0	£0	0	£0	0	£0	0	£0						

Appendix B: Equality and Future Generations Evaluation



monmouthshire
sir fynwy

Equality and Future Generations Evaluation

<p>Name of the Office</p> <p>Chris Robinson Phone no: 07766160821 E-mail: ChrisRobinson@monmouthshire.gov.uk</p>	<p>Please give a brief description of the aims of the proposal</p> <p>To give consideration to the implementation of the new flexible funding initiative – Housing Support Grant – and the implications for the Supporting People Programme</p>
<p>Name of Service area</p> <p>Supporting People – Housing Support Grant –Communities and Partnership Development</p>	<p>Date 20 May 2019</p>

1. Are your proposals going to affect any people or groups of people with protected characteristics? Please explain the impact, the evidence you have used and any action you are taking below.

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
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Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Age	The opportunities afforded by the new flexibly funded grants will ensure a more joined-up approach to support within the Authority which will ultimately benefit more people. The 2019/20 spend plan is basically status quo for this characteristic	Contributions to the Community Alarms for older people will cease as of 01/01/2020. Only 2 providers, Monmouthshire Housing and Melin, remain to have consultations with their residents and to evaluate if mitigations required.	The creation of the Children & Communities and Housing Support Grants Executive Group will ensure that benefits are optimized Arrangements are in hand to discuss mitigating the removal of the 50pence per week contribution per alarm. As alarm calls predominately relate to health and social care issues, discussions are planned to identify their contribution should it be required
Disability	The opportunities afforded by the new flexibly funded grants will ensure a more joined-up approach to support within the Authority which will ultimately benefit more people. The 2019/20 spend plan includes a minor amendment that benefits people with Mental Health issues (52% of the people supported by SP). For other disabilities the spend plan is basically status quo.	Ditto	Ditto

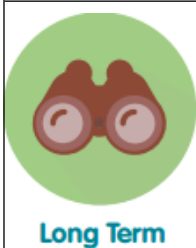
Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Gender reassignment	.The opportunities afforded by the new flexibly funded grants will ensure a more joined-up approach to support within the Authority which will ultimately benefit more people. The 2019/20 spend plan is basically status quo for this characteristic	Ditto	Ditto
Marriage or civil partnership	Ditto	Ditto	Ditto
Pregnancy or maternity	Ditto	Ditto	Ditto
Race	.Ditto	Ditto	Ditto
Religion or Belief	.Ditto	Ditto	Ditto
Sex	Ditto	Ditto	Ditto
Sexual Orientation	.Ditto	Ditto	Ditto
Welsh Language	.Not aware of any	Not aware of any	
Poverty	Any increase in support capacity will have a positive impact on levels of poverty.	Not aware of any	




2. Does your proposal deliver any of the well-being goals below? Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal. There's no need to put something in every box if it is not relevant!


Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
<p>A prosperous Wales Efficient use of resources, skilled, educated people, generates wealth, provides jobs</p>	<p>The more joined-up approach to supporting vulnerable people in the community will produce efficiencies and increases in support capacity. The restructuring of the Supporting people team is likely to create additional employment opportunity within the team</p>	<p>The CC&C and HSG Executive Group will ensure benefits are optimised</p>
<p>A resilient Wales Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change (e.g. climate change)</p>	<p>This is not a specific objective of the Supporting People Programme</p>	
<p>A healthier Wales People's physical and mental wellbeing is maximized and health impacts are understood</p>	<p>The Supporting People Programme, within HSG, has an evidenced history of delivering positive outcomes in respect of all these criteria.</p>	<p>The Regional Collaborative Committee, the MCC Planning Group and the Executive Group will ensure that appropriate outcomes continue to be delivered.</p>
<p>A Wales of cohesive communities Communities are attractive, viable, safe and well connected</p>	<p>Supporting People has been involved with, and plans to continue to be involved with the place-based approach to support – which directly supports our communities</p>	<p>Ditto</p>
<p>A globally responsible Wales Taking account of impact on global well-being when considering local social, economic and environmental wellbeing</p>	<p>This is not a specific objective of the Supporting People Programme</p>	

Well Being Goal	Does the proposal contribute to this goal? Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
A Wales of vibrant culture and thriving Welsh language Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	Supporting People delivers support so that people can be physically health and have healthy lifestyle	Ditto
A more equal Wales People can fulfil their potential no matter what their background or circumstances	The fundamental principle of support within SP-type services is to enable people to live as independently as possible – either by maintaining their level of independence or through working towards an improvement	Ditto

3. How has your proposal embedded and prioritised the sustainable governance principles in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Balancing short term need with long term and planning for the future</p>	<p>With the introduction of flexible funding, the opportunities to refocus the initiatives avoiding duplication and inefficiencies becomes both a long and short-term objective. The proposals give the necessary time to work through these options.</p>	

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Collaboration</p> <p>Working together with other partners to deliver objectives</p>	<p>The HSG planning group involves a wide range of both internal and external stakeholders. Further, there is Gwent wide service user involvement and coordination of regional efforts through the Regional Collaborative Committee.</p>	
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>In reviewing the strategic relevance of the SP-type services, the service users' input is pivotal to the due consideration. The staffing proposals increase the capacity to undertake this work</p>	
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>The SP services all have a preventative element to the support provision – especially with respect to homelessness</p>	

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
 <p>Integration Considering impact on all wellbeing goals together and on other bodies</p>	<p>.A major rationale for the new flexible funding regime is to “join-up” the various support services, making them more inclusive and effective.</p>	

4. Council has agreed the need to consider the impact its decisions has on the following important responsibilities: Social Justice, Corporate Parenting and Safeguarding. Are your proposals going to affect any of these responsibilities?

	Describe any positive impacts your proposal has	Describe any negative impacts your proposal has	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Social Justice	The SP programme is focused on enabling people to achieve the greatest degree of independence possible for them		
Safeguarding	The SP provision is focused on vulnerable adults. Thus all providers have a duty to train staff appropriately and to promote well-being and prevent harm.	<i>.Safeguarding is about ensuring that everything is in place to promote the well-being of children and vulnerable adults, preventing them from being harmed and protecting those who are at risk of abuse and neglect</i>	
Corporate Parenting	SP has, and will in the future, provide support when necessary to people in danger of becoming homeless, especially when the homelessness could impact on looked after children		

5. What evidence and data has informed the development of your proposal?

The Supporting People Programme reports the Outcomes delivered on a twice-yearly basis to Welsh Government. These are subject to an Internal Audit Certificate validation.

The data from these returns and the analysis of the data behind the returns is used to ensure that the SP programme delivers appropriately on the Authority's, Region's and National priorities

6. SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how have they informed/changed the development of the proposal so far and what will you be doing in future?

.The main positive impact of the introduction of the flexible funding regime is that services across a broad band of initiatives (10) will be better coordinated with the flexibility enabling local issues/objectives to be more appropriately addressed

7. ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.

What are you going to do	When are you going to do it?	Who is responsible
Transfer Supporting People to Communities and Partnerships	1 July 2019	Cath Fallon
Undertake an option analysis that will inform the future delivery of the SP-type programme	1 July 2019	Cath Fallon
Undertake consultations with community alarm users in Monmouthshire and Melin housing, investigating mitigation possibilities with Social Care and Health and the Health Board	Between July and December 2019	Lyn Webber

8. VERSION CONTROL: The Equality and Future Generations Evaluation should be used at the earliest stage, such as informally within your service, and then further developed throughout the decision making process. It is important to keep a record of this process to demonstrate how you have considered and built in equality and future generations considerations wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
01	Individual Cabinet Member	12th June 2019	