

Meeting of:	Cabinet
Date of Meeting:	Monday, 09 September 2019
Relevant Scrutiny Committee:	Homes and Safe Communities
Report Title:	Supporting People Contracts - One Stop Shop
Purpose of Report:	To seek permission to commission a One Stop Shop to deliver support services to individuals who have housing related support needs, including those who are homeless or threatened with homelessness.
Report Owner:	Cabinet Member for Housing and Building Services
Responsible Officer:	Miles Punter, Director of Housing and Building Services
Elected Member and Officer Consultation:	Carys Lord, Head of Financial Services; Committee Reports: Legal Services; Mike Ingram, Head of Housing and Building Services; Amanda Phillips, Head of Service, Social Services; Pam Toms, Operational Manager, Public Housing Services
Policy Framework:	This report is consistent with the Policy Framework and Budget and is a matter for Executive decision by Cabinet.
<p>Executive Summary:</p> <p>This report sets out the vision for a Vale of Glamorgan One Stop Shop to deliver support services to individuals who have housing related support needs, including those who are homeless or threatened with homelessness.</p> <p>The provision would be delivered from a centrally based office and provide satellite services across the Vale of Glamorgan to meet demand. Service users will be able to 'drop in' to the One Stop Shop for support, which could potentially allow for the delivery of group courses, as well as hosting other appropriate, related services. In addition, the Service will provide outreach support, for example, accompanying service users to appointments.</p> <p>The need to develop this Service was evidenced in the Council's Supporting People Local Commissioning Plan, and is compliant with the Supporting People Programme Guidance from Welsh Government. It also reflects the vision and direction of travel of the Programme. The service will be able to provide support on demand, reducing waiting times and providing a more</p>	

early intervention, preventative service. It will free up floating support services to be targeted at the most vulnerable people living in the Vale of Glamorgan.

It will also help to protect the most vulnerable service users if funding is reduced in the future by providing more efficient, targeted services. In addition, it will assist the local authority in fulfilling its duties under The Housing (Wales) Act 2014, The Social Services and Wellbeing (Wales) Act 2014 and The Well-being of Future Generations (Wales) Act 2015.

Similar services developed in neighbouring local authorities have reported that high numbers of people who do not normally engage with traditional SPPG services have accessed support through "One Stop Shops", providing more opportunity for an early intervention, preventative approach and reducing the burden on statutory services, such as Homelessness Services, Social Services, Police and Health.

Recommendations

- 1.** That Cabinet authorises the Head of Housing and Building Services to enter into a competitive tendering process to commission a One Stop Shop Service to deliver support services to individuals who have housing related support needs, including those who are homeless or threatened with homelessness.
- 2.** That the Council's Monitoring Officer/Head of Legal Service and Democratic Services be authorised to execute the contract for a period of three years with an option to extend for up to a further two years.
- 3.** That this report be referred to Housing and Safe Communities Scrutiny Committee for consideration.
- 4.** That a further report be brought to Cabinet in twelve months' time outlining the progress made and outcomes achieved by the One Stop Shop Project.

Reasons for Recommendations

- 1.** The service is consistent with the Supporting People Local Commissioning Plan, and the Supporting People Programme Guidance, reflect the vision and direction of travel of the programme. Providing an early intervention, preventative approach and reduce the burden on statutory services.
- 2.** To comply with the Council's Financial Regulations and Contract Standing Orders.
- 3.** The Homes and Safe Communities Scrutiny Committee has oversight of the Project.
- 4.** To ensure the Project is providing a good quality service which is delivering the required outcomes for service users.

1. Background

- 1.1** The Supporting People (SP) Programme is the policy and funding framework for delivering housing related support to vulnerable people in different types of accommodation and across all tenures.
- 1.2** The programme contributes to meeting the aims of 'Improving Lives and Communities - Homes in Wales' the National Housing Strategy and the ten year Homelessness Plan, with a strong emphasis on the prevention of homelessness. It also contributes to the Future Generations Act through its focus on prevention, and is aligned with the Children and Communities Grant. Its importance is also recognised in the Housing (Wales) Act 2014.
- 1.3** At a local level the programme takes forward a number of strategic aims, reflecting community safety and health and social care and wellbeing objectives. It aims to deliver high quality and strategically planned housing-related support services that are cost effective, complement existing services and provide service users with the best possible outcomes.
- 1.4** In accordance with the Welsh Government Guidance for Supporting People, the Council is required to undertake a needs assessment for the population of people

in the Vale to determine what needs are currently the priority. The information is then scrutinised by the Supporting People Local Planning Group (SPLPG) and existing and future provision agreed.

- 1.5** Membership of the SPLPG is made up of Officers from the Housing Division, Social Services Department, the Wales Probation Service, Cardiff and Vale University Health Board and the Voluntary Sector.
- 1.6** More recently the Supporting People Programme has been required to deliver services in a more innovative way in order to meet the demand placed on the programme by the greater number of people presenting with complex needs and to meet the needs of people affected by the welfare reform agenda.

2. Key Issues for Consideration

- 2.1** Local authorities received notification of their Supporting People Programme Grant (SPPG) allocation in March 2019. All local authorities were told their allocations would remain the same as 2018/19. For the Vale of Glamorgan this means the budget remains static in 2019/20 at £3,466,829.
- 2.2** The SPPG has been subsumed into the Housing Support Grant (HSG) from April 2019, although 2019/20 is being used as a transitional year with HSG replacing SPPG fully from April 2020. The HSG currently includes the SPPG, the Homelessness Prevention Grant and the Rent Smart Wales Enforcement Grant but is likely to be expanded to incorporate other housing related funding streams from April 2020.
- 2.3** Following the recommendations in the Wales Audit Office Report published in August 2017, Welsh Government is considering the redistribution of the SPPG funding. This could mean a potential cut of up to 20% of the total SPPG funding to any local authority. However, Welsh Government has provided reassurance that any changes would be introduced gradually over a number of years to mitigate the impact of any major variances in funding.
- 2.4** A One Stop Shop will deliver support services to individuals who have housing related support needs, including those who are homeless or threatened with homelessness.
- 2.5** The provision would be delivered from a centrally based office and provide satellite services across the Vale of Glamorgan to meet demand. Service users will be able to 'drop in' to the One Stop Shop for support
- 2.6** The need to develop this Service was evidenced in the Council's Supporting People Local Commissioning Plan, and is compliant with the Supporting People Programme Guidance from Welsh Government. It also reflects the vision and direction of travel of the Programme.
- 2.7** The service will be able to provide support on demand, reducing waiting times and providing a more early intervention, preventative service.
- 2.8** It will also help to protect the most vulnerable service users if funding is reduced in the future by providing more efficient, targeted services.

- 2.9** In addition, the service will assist the local authority in fulfilling its duties under The Housing (Wales) Act 2014, The Social Services and Wellbeing (Wales) Act 2014 and The Well-being of Future Generations (Wales) Act 2015.
- 2.10** Similar services developed in neighbouring local authorities have reported that high numbers of people who do not normally engage with traditional SPPG services have accessed support through "One Stop Shops", providing more opportunity for an early intervention, preventative approach and reducing the burden on statutory services, such as Homelessness Services, Social Services, Police and Health.
- 2.11** Providing support from a One Stop Shop will help to future proof the service by allowing floating support to be targeted at the most vulnerable people living in the Vale of Glamorgan if the SPPG budget is reduced.
- 2.12** A number of "drop in" services have been trialled across the Vale of Glamorgan during 2019/20, and have significantly reduced the waiting times for traditional floating support services whilst still achieving the required outcomes for Service Users.
- 2.13** Room to expand the service to encompass other services will be built into the service specification. A full copy of the draft Service Specification can be found at Appendix 1.

3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

- 3.1** Looking to the long term - the Supporting People Programme supports vulnerable people to attain the life skill required to maintain their home, integrate into the community and to live independently in the long term.
- 3.2** Taking an integrated approach - local service decisions are made by the Supporting People Local Planning Group and endorsed by the Regional Collaborative Committee. These are made up of Members and senior officers from both the statutory and voluntary sectors, including Housing, Social Services, Health and the Probation Service.
- 3.3** Involving the population in decisions - not only are the needs of service users monitored to ensure that the correct services are delivered to meet their individual needs, but feedback is collated from them during each service review to inform service improvement and future commissioning decisions. In addition, each service provider is required to work with the service user to enable them to solve problems themselves in the future. A key message delivered by the Supporting People programme is "doing with" rather than "doing for" the Service User in order to reduce dependency on services and enable the service user to live independently in the future.
- 3.4** Working in a collaborative way - the Supporting People Programme places collaboration and coproduction at the core and these principles are monitored on a local, regional and national level through regular service reviews

- 3.5** Understanding the root causes of issues and preventing them - the Supporting People Team is required to collect needs data on clients on an annual basis in order to inform service commissioning and delivery.

4. Resources and Legal Considerations

Financial

- 4.1** The Supporting People Programme is fully grant funded via the Welsh Government and it is anticipated that there are sufficient funds available under that grant to fund the One Stop Shop, which will be contracted to cover a period of three years with the option to extend by a further two years on an annual basis at the discretion of the Head of Housing and Building Services.
- 4.2** It is anticipated that once a One Stop Shop is embedded into the community the need for more costly floating support will be reduced, allowing us to remodel our floating support schemes to realise savings. The model of the One Stop Shop is based on a "brief intervention" model, so support is targeted more efficiently. This model has been piloted by several of our providers since 2018/19 and the number of referrals for floating support received by the Supporting People Team has reduced significantly. We would therefore prioritise the One Stop Shop as a more cost effective way of delivering support, and remodel our floating support services if there is any significant reduction in our SPPG allocation in the future.
- 4.3** The One Stop Shop will be commissioned via a competitive tendering exercise. The maximum cost anticipated is £350k per annum.
- 4.4** It should be noted that the Council has not developed an exit strategy for supporting people funded services, as the effect of a total loss of funding from Welsh Government would affect support services throughout Wales, leading to the closure or severe restrictions to the services of voluntary support organisations that are funded in this way. This is an unlikely scenario given that Supporting People was introduced in 2003 and the number of people requiring the services is continuing to increase across Wales. It is expected that this trend will continue in the future because of welfare reform and the ever growing complexities of communities.
- There is also a requirement on the Supporting People Team in the Council to continue on an annual basis to ensure that all projects remain strategically relevant to the Council and to reconfigure them if they are no longer required. In addition, the projects are monitored by the Team to ensure that they continue to provide the appropriate support to vulnerable people and provide value for money.

Employment

- 4.5** There is a requirement on the Supporting People Team in the Council to continue on an annual basis to ensure that all projects remain strategically relevant to the Council and to reconfigure them if they are no longer required. In addition, the projects are monitored by the Supporting People Team to ensure that they

continue to provide suitable value for money support to vulnerable people, including where appropriate assistance into training and employment.

Legal (Including Equalities)

- 4.6** The introduction of the new contract will be undertaken in consultation with Legal Services.
- 4.7** The development of this project will do much to improve the quality of life of some of the most socially and economically disadvantaged people in the Vale of Glamorgan.

5. Background Papers

Appendix 1 - Service Specification



Appendix 1

Vale of Glamorgan Council – Service Specification

One Stop Shop

Introduction

The Supporting People Programme funds, monitors, reviews and commissions housing-related support services which are high quality, strategically relevant, cost effective and reliable.

The aim of the Supporting People programme and therefore housing related support services is, through the provision of support, to:

- Enable vulnerable people to increase or maintain their independence.
- Prevent people from becoming homeless
- Meet the needs of people who have experienced homelessness
- Meet the needs of people who may be threatened with homelessness in the absence of housing related support and to
- Maintain individuals tenancy and accommodation

Housing related support services are complementary to a variety of existing care, support, mediation and advice services; they should work alongside and co-operate with these services but also recognise that they are unique in the support they provide.

Housing related support services will be led by the service users identified needs and be outcome focussed. This service specification describes the service that will be delivered, the desired outcomes that are expected and the processes that will be followed.

The service specification applies to housing related support services which are funded by Supporting People Programme Grant only.

Provision/Service Type

This document sets out the vision for a Vale of Glamorgan One Stop Shop to deliver support services to individuals who have housing related support needs, including those who are homeless or threatened with homelessness from a centrally based office.

The service will assist with the vision of the Supporting People Programme Grant: *“A Wales where nobody is homeless and everyone has a safe home where they can flourish”*.

Furthermore it will enable the Council to fulfil its duties under The Housing (Wales) Act 2014, The Social Services and Wellbeing (Wales) Act 2014 and The Well-being of Future Generations (Wales) Act 2015.

The service is consistent with the Supporting People Local Commissioning Plan, and the Supporting People Programme Guidance, and reflects the vision and the direction of travel of the programme *“Locality based support - If people are going to be effectively supported, but with fewer resources, these developments offer the opportunity to look at innovative practice and service delivery which focuses on what is of real value to the person being supported”*. Supporting People Programme Practice Guidance 2018 page 23 (Welsh Government)

Aim

The aim of the service is to offer support services for vulnerable people, by developing innovative responses to meet increased demand and to support people, by helping them maintain their independence in the community.

The provider will adopt a holistic approach to respond to service needs through effective multi-agency working, and develop skills to improve the ability for service users to live independently and sustain tenancies.

The model of the service suggests that the service will have a high turnover of service users. Service users may have multiple and complex needs and it is recognised this type of service will naturally come with challenges. Consequently it is essential that staff have the relevant training and expert knowledge to equip them in being confident and proactive in dealing with a variety of support needs, responding flexibly to changing support needs.

The Provider is required to deliver a Housing Related Support Service to individuals who are struggling to maintain their tenure and are at risk of losing their accommodation. The provision of support will not be tenure specific.

Objectives

To meet key objectives identified in the Community Strategy, Local Housing Strategy, The Homelessness Strategy, Crime Prevention Strategy, Community Safety Plan, Area Probation Plan, The Children Act 1989, Child Protection and The United Nation Convention on the Rights of the Child, The Leaving Care Act (Wales) October 2001, The Housing (Wales) Act 2014, The VAWDASV (Wales) Act 2015, Social Services and Wellbeing Act (2014) and Well-being of Future Generations (Wales) Act 2015 and the Supporting People Local Commissioning Plan covering issues including:

- ❖ Safety and security
- ❖ Economic activity
- ❖ Self - development
- ❖ Health
- ❖ Homeless prevention
- ❖ Employment/training
- ❖ Independent living
- ❖ Substance misuse.
- ❖ Lessen the need for statutory and long term care intervention
- ❖ Build support within the local communities.

Eligibility

It is intended that the service will support a variety of households. Individuals must be aged 16 years or older, but there is no maximum age.

It is important that Supporting People grant funding is not duplicated and services complement each other. Anyone receiving similar housing related support from another provider will need to determine with the service user which service provider is able to meet the service user's needs.

Service Specification

Service model

The provider is expected to deliver a One Stop Shop service at a suitably identified location within the Vale of Glamorgan, which is accessible and compliant with the

Equality Act 2010. **The final location of any One Stop Shop is to be agreed by the Council prior to any agreement.**

The One Stop Shop hours of operation must operate as a minimum over 6 days a week and away from the traditional 9-5pm.

It is expected that the One Stop Shop is fully operational by the start of the contract period which is to be determined.

The aim of the One Stop Shop is to provide a reactive service by being able to support clients with existing and immediate support needs and also proactive by acting as a preventative service which service users can 'drop in', to receive advice and assistance at the earliest opportunity. This maybe 'one off support' or short term ongoing support. The One Stop Shop model enables service users to become self-reliant which is a key corporate priority and something we encourage and support. It is evident that this model is working through the success of the ad hoc "drop ins" currently delivering services in the Vale of Glamorgan, however we recognise that this approach may not work for all and therefore the service will run alongside traditional floating support services.

The service will carry out all Gateway assessments except where there are exceptional services that would make this impractical.

The provider must encourage multi-agency use within the One Stop Shop to compliment the service and meet the wider needs of service users.

It is expected that the successful provider will expand the support services offered by the One Stop Shop over time and if demand calls for it deliver services, at satellite locations.

The provider is expected to be proactive and creative in advertising the One Stop Shop to ensure that both stakeholders and service users understand what the service is about and how to receive the support. This will need to be achieved by a varied approach of advertising which is consistent and ongoing.

It is recognised that some service users may need a higher level of support than the One Stop Shop is able to offer. In these cases the One Stop Shop will be expected to refer the individual to the Vale of Glamorgan Supporting People Gateway.

It is anticipated that across all aspects of the Generic Housing Related Support Service a minimum of 300 units of support are delivered within a twelve month period. However there is also an expectation that the service will take time to build up the caseload, and it is therefore expected that the number of units delivered in the first 12 months will not meet this expectation.

The support staff will be required to support, enable and assist service users with:

- ❖ Understanding, maintaining and complying with a tenancy.

- ❖ Understanding their housing options and accessing accommodation.
- ❖ Assisting with actions within the personal housing plan when applicable.
- ❖ Budgeting and organising finances, including applications for appropriate benefits.
- ❖ Assisting with developing strategies to reduce any debts and to address financial issues.
- ❖ Acquiring and developing independent living skills. Being able to exercise increasing choice when making decisions about their life.
- ❖ Integration into the wider community.
- ❖ Being empowered to liaise with agencies and organisations and developing support networks.
- ❖ Continual development and improvement of personal autonomy; developing and maintaining positive social relationships.
- ❖ Maintaining good physical and mental health. Addressing issues in their lives relating to the maintenance and improvement of health.
- ❖ Accessing education, training and employment.
- ❖ Developing skills to be able to deal with household correspondence independently.
- ❖ Offering information, advice and onward referral, sign posting to appropriate specialist, organisations and agencies.
- ❖ Offering support to liaise with statutory and non-statutory agencies
- ❖ Assistance with maintaining the safety and security of their dwelling, and other issues around personal safety.
- ❖ Ensure that the needs of service user(s) with specialist needs are met e.g. communication and language requirements (Braille, audiotapes, different languages, pictures and symbols).
- ❖ Sign posting to specialist services such as counselling and other support services.
- ❖ The service will provide a programme of activities offering the service users a wide range of meaningful activities including workshops and training events.
- ❖ Local services are to be utilised as often as possible and links with local education facilities is also expected where applicable.

- ❖ The support will expand the individual's social network within the communities they live to assist them to become active citizens.
- ❖ All support will be delivered in line with provider's policies and procedures.
- ❖ Individuals will be expected to participate in supportive activities to promote their ability to obtain and maintain their own home.
- ❖ The service will provide housing related support based upon the outcomes guidance and will concentrate on ensuring the individuals are supported to live independently.
- ❖ The office will be staffed from 9.00am to 6.00pm Monday to Friday and from 9.00am to 1.00pm on Saturdays.

Referrals

Applicants will be able to 'self-refer' to the service either by attending the One Stop Shop / any satellite service or by making contact by phone or email.

Referrals are to be accepted from any agency in the Vale of Glamorgan, including, but not limited to the Supporting People Gateway, Housing Solutions, Social Services, Local Community Coordinators, Probation, CMHT and Registered Social Landlords.

The provider will ensure that the service is appropriately advertised so that individuals in need and partner agencies alike are fully aware of the service.

Accessibility

- ❖ The provider is expected to ensure the service is accessible to all individuals and hard to reach groups by providing a service that is responsive to their needs in line with the Equality Act 2010.
- ❖ All relevant professionals will be made aware of the service and how the service can meet the needs of individuals they may be working with.
- ❖ The service will need to demonstrate a commitment to multi-agency working whilst working within the confines of the General Data Protection Regulation (GDPR) and Freedom of Information (FOI) act.

Outcomes

Outcomes for Service Users

Outcomes will be achieved through enabling maximum possible control, involvement and understanding across the following:

Promoting Personal and Community Safety

Outcome	Measure of Success	Frequency of Info.
People are feeling safe	No. of people reporting that they feel safe (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring/3 yearly during Outcomes Service Evaluation or as required.
People are contributing to the safety and wellbeing of themselves and of others	No. of people reporting that they are contributing to the safety and wellbeing of themselves and others (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring/3 yearly during Outcomes Service Evaluation or as required.

Promoting Independence and Control

Outcome	Measure of Success	Frequency of Info
People are managing accommodation	No. of people reporting that they are managing their accommodation (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring/3 yearly during the Outcomes Service Evaluation or as required.
People are managing relationships	No of people reporting that they are managing relationships (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People to be verified annually during monitoring/3 yearly during Outcomes Service Evaluation or as required.

Promoting Economic Progress and Financial Control

Outcome	Measure of Success	Frequency of info
People are managing money	No of people reporting they are managing their money (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring /3 yearly during Outcomes Service Evaluation
People are Engaging in Education/learning	No. of people reporting they are engaging in education/learning (where appropriate to their needs)	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring/3 yearly during Outcomes Service Evaluation.
People are Engaged in employment/voluntary work	No of people reporting they are returning to paid employment or working towards paid employment. No of people reporting they have become involved in voluntary work.	6 monthly by completion of Outcomes returns to the Supporting People Team to be verified annually during monitoring/3 yearly during outcomes Service Evaluation or as required.

Monitoring and Evaluation Requirements

The service will be monitored by the Supporting People Team and there will be a contractual obligation for the provider to supply both qualitative performance data via our quarterly and annual monitoring assessment procedures.

Financial arrangements will be monitored internally using quality assurance and monitoring arrangements.

Both quality of support and subsequent outcome of the service provided will be monitored via the Supporting People Team, Contract Monitoring Officers.

