

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 02 October 2018

TITLE	Alignment of “Supporting People” Provision with Better Lives Commissioning	
Ward(s)	All	
Author:	Carol Watson	Job title: Head of Adult Care Commissioning
Cabinet lead:	Helen Holland	Executive Director lead: Jacqui Jensen
Proposal origin: BCC Staff		
Decision maker: Cabinet Member		
Decision forum: Cabinet		
<p>Purpose of Report: This report sets out an approach to services previously funded through “Supporting People” and provides an update to Cabinet on work carried out since a Cabinet decision in December 2017. Supporting People as a funding stream no longer exists so we propose to align and refine services (on a coproduction basis alongside stakeholders) to become more clearly central to the delivery of the Adult Care “Better Lives” vision adopted by the Council.</p> <p>In order to consider these services within new commissioning approaches and to ensure that commissioning is therefore timely in terms of a strategic commissioning approach we propose to extend most current contracts for up to 12 months. This report identifies that many of these services deliver a Tier 2 “Help when you need it” approach or deliver supported accommodation which is an area of key focus within the Better Lives at Home project.</p>		
<p>Evidence Base: The Supporting People programme was launched in 2003 as a £1.8 billion ring fenced grant to local authorities intended to fund services to help vulnerable people live independently. The level of grant was reduced in subsequent years and in 2009 the ring fence was removed from the grant thereby allowing all local authorities to spend their Supporting People allocation as they deemed appropriate. The Council continue to fund a diverse number of services that support people to remain independent in their own homes, maximise their incomes, reduce social isolation, manage their day to day lives and help them keep well and sustain recovery.</p>		
<p>Delivering within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017) £1.8 million was removed from this budget in 18/19 and we have agreed a 15% reduction to contract values across all services. We are working with our providers to ensure that we come in on budget for this financial year. Where services have consistent underspend we will we will take money that has not been spent back and will make reductions in their contract values for 2019/20. We will remove funding for “alarm only provision” from sheltered housing, and will not extend or recommission such contracts. Not all people who live in sheltered housing need this service and people who live in the community or other types of older people`s supported housing are charged for an alarm service – the provision of this service has been inequitable to date. We do understand that access to someone in an emergency does promote independence. Service users who need an alarm will be assessed through the usual processes via Care Direct. If people need an alarm they will be charged in line with the Bristol City Council charging policy.</p> <p>We have worked closely with stakeholders, providers and service users to better understand the current services (former Supporting People services listed in Appendix A), needs of vulnerable adults and support available to them. We have developed these recommendations with those stakeholders in the context of a longer –term transformation of Adult Social Care as set out in the Better Lives Programme</p>		

Better Lives

The Council proposes to take the Adult Care Better Lives approach, based on the 3 Tier Model and (continue to) adopt a co – production commissioning process with this group of providers to enable Adult Social Care to:

- Align services with the wider objectives under the Adult Social Care Better Lives Programme and the new Adult Social Care Market Position Statement (Working with us for Better Lives): to maximise people’s independence at home and improve people’s wellbeing; deliver support at the right time that will ‘help people when they need it’; reduce demand for long term formal Adult Care services and/ or support our increased emphasis on supported accommodation rather than residential care for those people with more complex needs.
- Deliver services within the reduced budget envelope as agreed by cabinet in December 2017
- Establish pathways of support that are sustainable, meet the needs for Citizens and are in line with City priorities
- Continue co-production with providers currently overseen by a steering group involving representatives from providers working alongside commissioners and working to a shared set of principles.
- This work, including appropriate procurement activity, will be complete by no later than the end of march 2020, and will comply with EU procurement rules so far as necessary. A report with full detailed recommendations will be considered by Cabinet prior to any procurement process.

Fit with Better Lives

Better Lives is the Adult Care Transformation programme, which aims to deliver improved outcomes and manage demand and spend, based on the 3 Tier Model, (see Appendix A). Commissioners are currently carrying out needs analyses and developing procurement approaches to deliver this vision. Most “Supporting People” services align very well with the Better live vision; they will contribute to and help define our commissioning of services to deliver this vision. They will also support the management of demand and spend. Going through a procurement process for the ex “Supporting People” services therefore before this work is complete may prevent the best use and implementation of new approaches which will emerge in the next few months. It is therefore recommended that we apply a waiver to our procurement rules and continue current contracts until they are commissioned alongside other such provision, until March 2020 at the latest, thus securing the best interests of the Council and citizens. Services directly managed by the Council will also be realigned and included in coproduction in the same way as externally provided services.

The Welfare Rights Service WRAMAS represents a different kind of service, which is also crucial to maintaining independence and enabling people to live independently. The budget for this service will be re-aligned with the management of that service.

Contracts for alarm only provision will not be extended and this funding will end. We will work with providers of these services to ensure that service users who continue to need this type of service will get the support that they need. If appropriate they will be assessed through the usual processes via Care Direct. If they need an alarm they will get one and will be charged in line with the Bristol City Council charging policy.

Co-production with stakeholders on proposals

There has been extensive engagement with Supporting People providers and service users on the proposals for these services and how they align to the new Council Adult Social Care Market Position Statement. The Market Position statement sets out how commissioners are looking to support and develop the local care market as a whole.

Commissioners will continue to work with stakeholders in the City to develop these proposals further using a co-design model. The work to date is proving successful and we are confident we will continue this working partnership.

Establish pathways that ensure people get support at the right time

The establishment of clear pathways for service users in and out of the right service at the right time has been a consistent theme in discussions with stakeholders. This will be addressed in the respective work streams.

Full reports and recommendations will be brought to Cabinet in due course in relation to both Better Lives at Home and a Tier 2 “Help when you need it” offer.

Recommendations: That Cabinet :

- Notes progress on the coproduction of redesigned services previously funded as Supporting People, and the proposal to realign those services (set out in Appendix A) with Better Lives.
- Delegates authority to the Executive Director for ACE in consultation with the Cabinet Member for Adult Social Care to vary the specified Supporting People contracts in terms of contract value (where there is further reduction in agreed spend), and extend contracts for current service provision as required, for up to 12 months to include award and implementation and align with wider Better Lives Commissioning. The specified Supporting People contracts are set out in Appendix A.

Corporate Strategy alignment: This proposal aligns with the 'Empowering' and 'Caring' strategic themes

City Benefits: This proposal benefits the City as an investment in preventative services and it is an 'Invest to Save' to reduce spend over time on more intensive forms of care and support such as Community Support Services, homelessness provision and residential care. It should improve outcomes for citizens by enabling people to live independently in their home for as long as possible.

Consultation Details: These proposals have been discussed with providers, with whom there is an extensive coproduction approach underway and key stakeholders within the Care and Support Adults Directorate. They have been informed by Service User engagement. This is set out in Appendix B. They have been through Adult Care and Support DMT and EDM. These proposals have also been discussed and approved at Cabinet agenda briefing with the Cabinet Member for Adult Social Care Cllr Helen Holland.

Revenue Cost	Not applicable	Source of Revenue Funding	Not applicable
Capital Cost	Not applicable	Source of Capital Funding	Not applicable
One off cost <input type="checkbox"/>	Ongoing cost <input checked="" type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: Finance Advice:

The Cabinet report approved in December 2017 set out how the savings attributed to the "Supporting People" of £1.8m would be delivered across financial years 2017/18 and 2018/19 following consultation on various options. The saving for 2017/18 of £0.643m has been delivered by using underspends on contracts which were removed from recurring spend. The remainder of savings, as approved at Cabinet, were to be delivered from a 15% reduction in value across all contracts, expected to realise £1.157m in savings and a remodelling and recommissioning of existing contracts implemented from January 2019 to realise a further £0.077m. The approach outlined above ensures that the balance of savings agreed to be delivered in 2018/19 are safe but at the same time ensures that the principles at the heart of Better Lives Programme are applied to any remodelling and recommissioning of existing provision to gain the maximum benefit of the remaining budget.

Finance Business Partner: : Neil Sinclair, Finance Business Partner - 10th August 2018

2. Legal Advice: It is recognised that the need to extend the current contracts places the Council in a situation where it may breach the procurement regulations, and so expose the Council to a risk of challenge. The regulations do however allow for awarding contracts without running the usual competition process in certain circumstances, and furthermore provide a procedure whereby the Council might protect its position in the event of challenge. Officers should fully explore these options, together with any other operational arrangement which will avoid or minimise the risk on non-compliance. The fact that the extensions are required to allow time for the Council to run a fully compliant procurement process which will commence as soon as possible, will also help mitigate the risk of challenge. Legal services will advise and assist officers with regard to the conduct of the proposed procurement process and the resulting contractual arrangements.

There are no specific issues in relation to Consultation as this recommendation is to maintain the current position pending further consultation and co design on the realignment of the service.

Equalities

The decision maker must when taking the decision comply with the Public Sector Equality duty to consider the need

to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. In order to do this Cabinet will need to have sufficient information about the effects of the proposed changes on the aims of the Equality Duty. The Equalities impact assessment is designed to assist with compliance with this duty and so the decision maker must take in to consideration the information in the check and the Public sector equality duty before taking the decision.

Legal Team Leader: Nancy Rollason , Service Manager Legal and Procurement – 24th September 2018

3. Implications on IT: The “Better Lives” programme referenced within this initiative does have IT Implications and these are being addressed as part of that programme. For this specific initiative, however, there are no identifiable IT implications.

IT Team Leader: Ian Gale Service Manager ICT service delivery and integration - 16th August 2018

4. HR Advice: The Supporting People Programme proposals include a number of in-house services which currently have waivers in place until March 2020, it is unclear what will happen after this date but there are a number of options. I am assuming that prior to the end of the waivers each service will go through a review to ensure the services are able to deliver aligned to the three tier model. Each proposal will be approved separately by EDM and then the appropriate action taken in line with the specific proposal for each service area. Once we know what the specific plans are for each service, a more specific and in-depth HR response will be provided.

HR Partner: Lorna Laing ACE and Culture HR business partner - 23rd August 2018

EDM Sign-off	Jacqui Jensen	8/8/18
Cabinet Member sign-off	Helen Holland	13/8/18
CLB Sign-off	Jacqui Jensen	21/8/18
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	3/9/18

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Combined Background papers	NO
Appendix J – Exempt Information	NO
Appendix K – HR advice	NO
Appendix L – ICT	NO