

Decision Pathway – Report

Appendix A: The alignment of former Supporting People provision with Better Lives Vision - `Help when you need it`

Introduction

Supporting People services are free to people who use them and available to help a wide range of adults with support needs to live more independently in their community. The initial vision for these services was to provide housing related support to adults with support needs to enable them to remain independent. In many cases the support offered will avoid the need for people to access care and higher cost services. Examples of how the money is used include:

- buying services that help people to remain independent
- supporting people who may become homeless without this help
- helping people keep a tenancy
- stopping people needing more social care
- keeping people safe and well

In Bristol we have a very diverse range of services run by 43 different providers, providing 11 different types of services. These services are provided both `in house` by the council and by the independent and voluntary sector and include:

- supported living accommodation for people with mental health issues or a learning disability
- sheltered housing services
- welfare advice and training services
- a range of “floating support” that supports people in their own homes
- a community based mental health support service, including support for carers

Changes to Supporting People Funding and the funding of Supported Housing

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 adults with support needs live independently.

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In an assessment undertaken for the Department for Communities and Local Government in 2009, CapGemini calculated that the net financial benefits of the programme were £3.41 billion.

The level of the grant was reduced in subsequent years, and in the 2010 Spending Review the Government announced that the Supporting People national funding levels would decrease from £1.64 billion in 2010/11 to £1.59 billion in 2014/15.

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.

Many local authorities have already recommissioned, re-designed or in some cases decommissioned services previously funded by supporting people grants. In turn, providers have also adapted their services to meet changing contractual and funding requirements.

A decision was made by Cabinet in December 2017 to reduce the budget for Supporting People services from 1 April 2018 and to co-design future services by 1 January 2019.

Future funding of Supported Housing

The government recently consulted on a new ‘flexible funding approach’ for the supported housing sector, to come in to effect from April 2020 which included housing costs for sheltered, extra care accommodation, and for short-term supported accommodation.

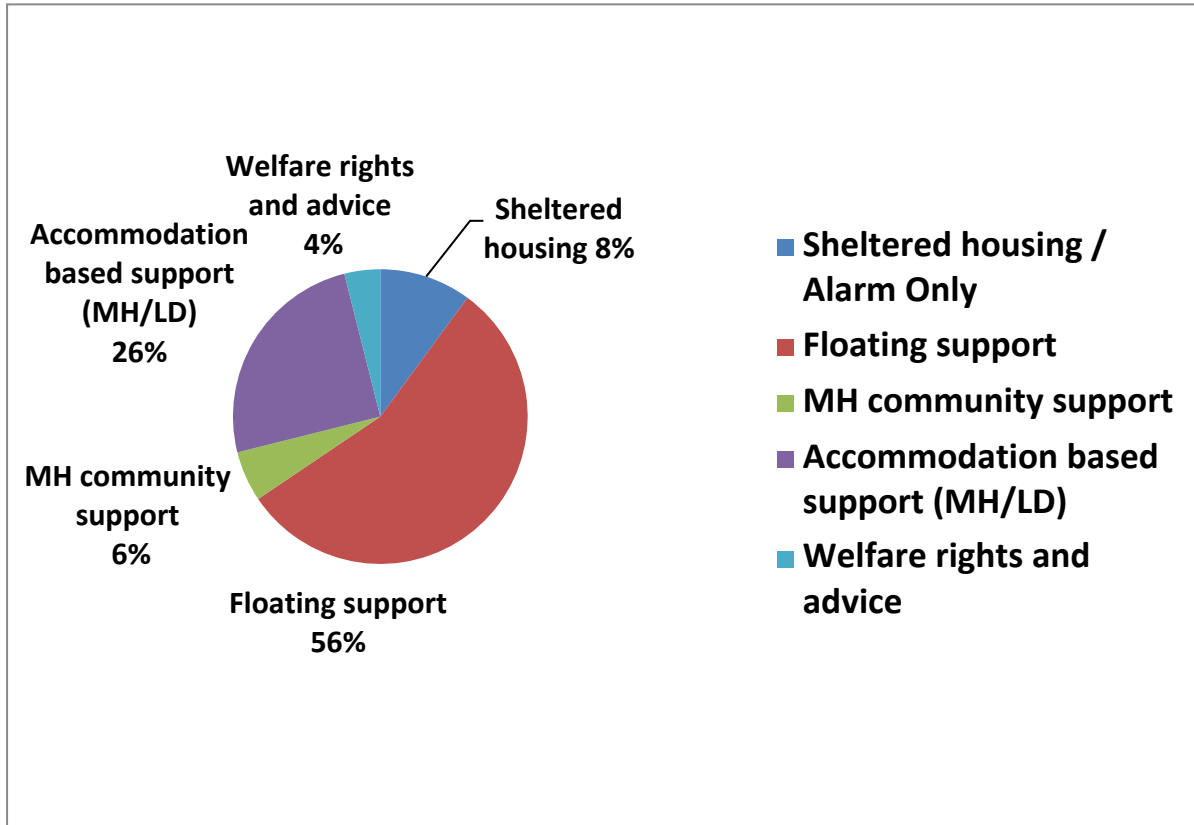
The government have concluded that they will not make any of the proposed changes and that these costs will remain in the welfare system through housing benefit.

Current service provision

Bristol City Council currently has a budget of £6 million which is spent on “Supporting People” services. It had been reduced by 1.8 million in 2018/19 to support the work to bridge the wider Council budget gap. We worked with providers of services to try and deliver this budget cut with the least impact on service users by reducing the number of places of accommodation/support available to people where there had been underutilisation in the past.

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The charts below shows you what this budget is currently spent on



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Who uses these services and what outcomes do they achieve?

As stated previously there are a diverse range of services that are purchased from this budget. They have been performance managed on the utilisation of their services. If services do not achieve this target in any given quarter then the shortfall is clawed back. All services have outcomes and are monitored through Adult Care Quality and Contracts team. There are KPIs, targets & monitoring focused on the broader outcomes for individuals on “maximising & maintaining independence” through services and “positive move on from support”. These are reported & monitored through quarterly workbooks. Recent commissioning of the mental health floating support services included more specific outcomes and similar approaches will be developed for other services in due course under appropriate approaches for Better Lives at Home or Tier 2 provision.

It is evident from work internally and nationally commissioned research that when people get the right support `when they need it` this saves money to the public purse and improves outcomes for people. In an assessment of Supporting People (SP) services undertaken for the Department for Communities and Local Government in 2009, Cap Gemini calculated that the net financial benefits of the Supporting People programme were £3.41 billion.

The table below sets out who uses these services, how much of it we buy and what outcomes are agreed and/or achieved.

| Type of service | Who use these services | How many different service providers | How many people use the services (at one time and annual through put in 17/18) | | Agreed outcomes |
|-------------------|--|--------------------------------------|--|-------------------|---|
| Sheltered housing | Older people (55+) Residents in sheltered housing schemes | 7 – sheltered housing | 836 | n/k | Remain independent Improve health and wellbeing |
| Floating support | Older people People with MH issues | 4 3 6 | 551 260 148 | 814 441 168 | Remain independent Access employment, education and training |

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|---------------------------------|---|----|-----|----------|---|
| | People with a learning disability | 1 | 24 | 35 | Improve physical health |
| | People with HIV | 1 | 55 | 323 | Improve mental health |
| | People with sensory issues | 1 | 280 | 701 | Harm minimisation/recovery |
| | Generic - all of above | | | | Maintain relationship with friends and family |
| | People with eligible care needs who have longer term /complex support needs | | | | |
| Mental health community support | People with MH issues and carers | 1 | 451 | | Improve health and wellbeing |
| Accommodation based support | People with a learning disability and or mental health issue | 17 | 156 | 155 | Remain independent |
| | People with sensory issues | 1 | 8 | n/k | Improve health and wellbeing |
| | Approximately 1/3 are people with eligible care needs. | | | | |
| Welfare rights, | All above and | 1 | 134 | 212 case | Maximise income |

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|-----------------------------------|--------------------------------------|--|--|------------------------------------|--|
| advice and money service (WRAMAS) | advice/training to service providers | | | work 747 telephone advice | |
|-----------------------------------|--------------------------------------|--|--|------------------------------------|--|

Maximising income - In the first seven months of 2017, the Community Support Team floating support service supported 124 people to increase their yearly equivalent incomes by a total of £600,838. Over twelve months, this would equate to over £1 million increase in incomes; for each £1 spent on the Community Support Team resulted in an approximate £1.70 increase to the income of vulnerable people.

Maintaining wellbeing - service providers offer health and wellbeing interventions, social isolation and hoarding support and hospital discharge planning. One provider who offers this service has seen hospital stays for tenants in the last six months reduce by 449 days, a saving for the NHS of £179,600 based on the cost at £400 per day for a hospital stay.

How this aligns with the Better lives vision.

Demand for adult social care now and in the future is increasing as the population lives longer with more complex conditions (e.g. people living with dementia, learning disabilities or mental ill health). The Care Act 2014 brought new responsibilities for local authorities, including new eligibility criteria for services, support for carers, new areas of work around information, advice, prevention, support for the care market, and safeguarding. This increase in demand and responsibilities comes at a time of significantly reduced funding. The vision and activity set out in the Better Lives programme addresses the affordability of that approach through the development of a 3 tier model, and diversion from residential provision to supported accommodation. The Commissioning approach to deliver this is set out in our recently published Market Position Statement, “Working with us for Better Lives”

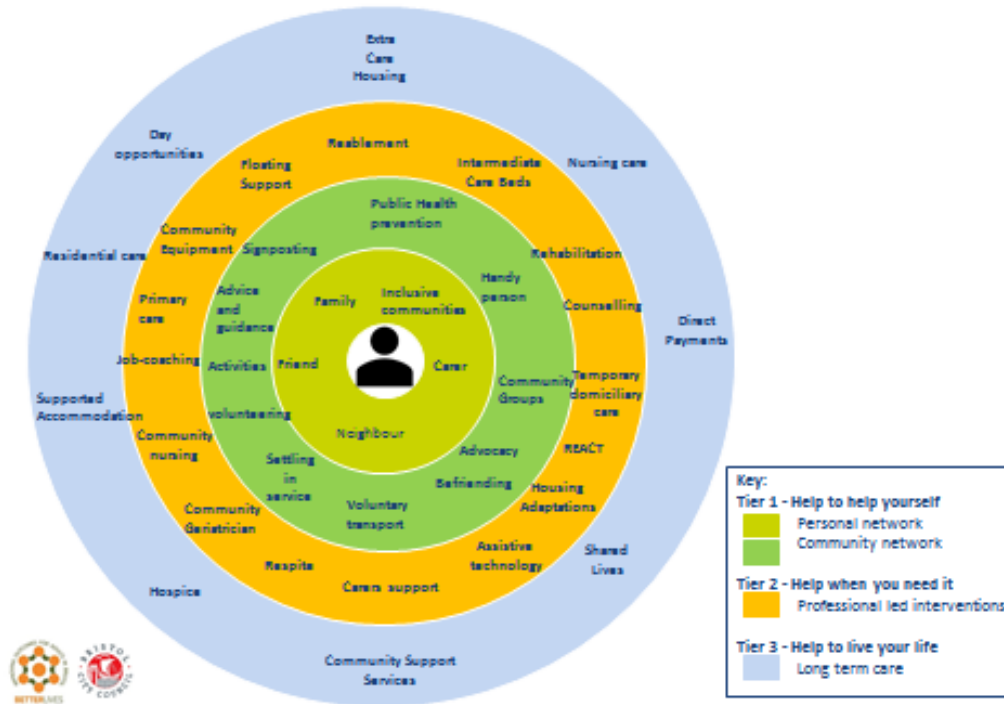
The Better lives vision for adult social care is that people can get the right level and type of support, at the right time to help prevent, reduce or delay the need for ongoing support, and to maximise people’s independence.

Part of the stated aims of the programme is to maximise the provider market by ensuring

- There is sufficient capacity in the local market to meet the needs of Bristol’s adults
- Providers are sustainable, safe and responsive to changes in the market
- Prices are stable and understood
- Providers are bought in to the 3 tier model and incentivised to improve independence

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Three tier diagram



We have been working closely with providers and service users of “Supporting People” provision to understand what these services deliver, what impact they have had on the lives of service users and how they fit with that vision. See the attached paper which outlines feedback from our service user engagement work so far.

At one of our early events we asked stakeholders to look at the services delivered through the lens of the 3 tier model and identify where services were currently aligned with the model.

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Alignment of accommodation based services for adults of working age with Better Lives at Home

Analysis and review of the “Supporting People” services have shown that a number of these services are working with people who have complex care and support needs and/or need longer term “Tier 3” support that relates to their accommodation as well as support. These are in the main people with a learning disability or a mental health issue and are in supported living accommodation or long term floating support. These services should form part of the Tier 3 offer from Adult Social Care `help to live your life` and in line with the Better lives programme it is proposed that work is undertaken to align these services more fully with (and for them to help inform) the Better Lives at Home work stream.

People who are living in these services have been referred to the Adult social care review team – the team will undertake reviews of people to ensure they are getting the right level of support and these services will be purchased in the future using the Community support service framework (CSS) in the future. This should have no overall cost implications for the Council – this section of the budget will be passed over to the relevant Adult social care budget holders.

Tier 2 “Help when you need it”

Floating support, community mental health support, welfare rights and money advice services and support to people in sheltered housing enable people usually living in Local Authority or their own accommodation to retain their tenancies and/ or avoid the need for more intensive services or residential care provision. The Council will develop a support offer for vulnerable adults to deliver the right support `Help when you need it` - this will form part of the core offer for Tier 2 adult social care service offer across the City.

A **commissioning plan (Appendix 2)** for this support has been written based on the co-production events held throughout 2018. We are currently formally consulting people about what they think of this plan.

The plan outlines the vision for the future of this support and what the Council wants to buy to `help people when they need it`. In the future the support offered should :-

- align with other support for adults in Bristol to ensure that they form part of a network of help for people
- be for everyone who really need them and be easy to access
- be flexible in the help and support that they offer
- work with people in a positive way
- be time bound so that they help people quickly and that they are focussed in the support they offer
- be straightforward for people to get help again in the future if they need to

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The plan outlines the outcomes that this support should look to achieve with people who need support. It also outlines the options we have to buy this support.

Example of new ways of working to align with the vision

We have worked with providers to identify with them strategies to make the required budget savings. These discussions have led services to remodel the way they work to align with the Better lives vision. The following are some examples of how the “Better Lives Tier 2” lens has been applied and led to changes in service delivery to align with our Better Lives vision.

Sheltered housing

Old model - wardens were `attached` to each sheltered scheme. A warden would cover the support needs of people within a given scheme regardless of the needs of people within that scheme.

New model - health and wellbeing workers now work across all schemes on the basis of need. They have an internal and external focus. They support people living in the schemes and work more proactively with health care colleagues. When an older person has a period in hospital they continue that support to them and work closely with health colleagues enabling faster discharge back home.

Mental health floating support

Old model – all services had long waiting lists. Referrals come through the housing register and services have not achieved targets for waiting times.

New model – services are working together to jointly review HSR waiting lists. An agreed joint triage system is being used to reduce the wait times for these services.

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Appendix 1 – Current services purchase with this budget

| Contract ID | OrganisationName | Service Name | Service Type | Max no. of units | Total annual value 19-20 |
|-------------|-------------------------------|--|---|------------------|--------------------------|
| BSP1119 | 3 Trees Community Support Ltd | Ashworthy Floating Support Service | Accommodation Based Service | 2 | £20,539 |
| BSP1006 | Age UK Bristol | Floating Support - Short term | Floating Support Service | 68 | £156,676 |
| BSP1131 | Age UK Bristol | Floating Support Long Term | Floating Support Service | 34 | £52,771 |
| BSP1160 | Alliance | Floating Support to Older People with Mental Health Problems | Floating Support Service | 5 | £13,928 |
| BSP1111 | Anchor Trust | Penfield Court | Accommodation Based Service - Sheltered Housing | 10 | £1,987 |
| BSP1024 | Brandon Trust | Falcondale Road(436) | Accommodation Based Service | 3 | £69,756 |
| BSP1058 | Brandon Trust | The Brandon Trust Floating Support Service | Floating Support Service | 15 | £82,134 |
| BSP1013 | Brigstowe Project | FLOATING SUPPORT(308) | Floating Support Service | 20 | £73,145 |
| BSP1005 | Bristol Charities | ORCHARD HOMES(130) | Accommodation Based Service - Sheltered Housing | 41 | £14,944 |
| BSP1015 | Bristol City Council | Community Support Team | Floating Support Service | 280 | £504,631 |
| BSP1015 | Bristol City Council | Sensory Support Service | Floating Support Service | 55 | £282,150 |
| BSP1062 | Bristol City Council | Welfare Rights Support Service | Floating Support Service | 81 | £174,198 |
| BSP1134 | Bristol City Council | Buckley Court | Accommodation Based Service | 8 | £108,520 |

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|---------|---|--|---|-----|----------|
| BSP1062 | Bristol City Council | Money Advice Support Service | Floating Support Service | 53 | £63,404 |
| BSP1138 | Brunelcare | Sheltered Housing Floating Support | Floating Support Service | 351 | £368,118 |
| BSP1012 | Brunelcare | Floating Support for Older People with Dementia(446) | Floating Support Service | 17 | £50,997 |
| BSP1153 | Choisy Care Ltd | Choisy Care | Accommodation Based Service | 1 | £28,776 |
| BSP1046 | Cintre Community | Cintre Reachout(271) | Floating Support Service | 22 | £86,687 |
| BSP1023 | Dimensions (UK) | Dimensions Support Services | Accommodation Based Service | 2 | £102,631 |
| BSP1122 | Freeways Trust Ltd | Freeways Floating Support Service | Floating Support Service | 15 | £217,279 |
| BSP1000 | HF Trust Ltd | Apsley Garden Apartments | Accommodation Based Service | 4 | £119,122 |
| BSP1091 | Housing & Care 21 | Housing 21 Sheltered Housing(338a) | Accommodation Based Service - Sheltered Housing | 48 | £1,251 |
| BSP1126 | Improving Prospects Ltd (t/a Manor Community Supportive Living) | Manor Community Supportive Living | Accommodation Based Service | 5 | £56,168 |
| BSP1033 | Keyring | Keyring Living Support Networks | Floating Support Service | 27 | £88,118 |
| BSP1009 | LiveWest (formerlyKnightstone HA) | Sheltered Housing(122a) | Accommodation Based Service - Sheltered Housing | 40 | £7,404 |
| BSP1008 | LiveWest (formerlyKnightstone HA) | Strathearn Drive | Accommodation Based Service | 3 | £7,388 |
| BSP1009 | LiveWest (formerlyKnightstone HA) | KNIGHTSTONE MOUNT(121) | Accommodation Based Service - Sheltered Housing | 2 | £370 |
| BSP1019 | Maples Community Housing Ltd | MAPLES COMMUNITY HOUSING LTD(103) | Accommodation Based Service | 16 | £136,607 |

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|---------|---------------------------------|---|---|-----|----------|
| BSP1045 | Milestones Trust | Aspects & Milestones Floating Support Service | Floating Support Service | 70 | £350,848 |
| MHFS1 | Missing Link | Mental Health Floating Support Service | Floating Support Service | 50 | £193,808 |
| BSP1156 | New Beginnings Bristol Ltd | New Beginnings Bristol Ltd | Accommodation Based Service | 1 | £79,817 |
| MHFS2 | Places for People | Mental Health Floating Support Service | Floating Support Service | 116 | £497,184 |
| BSP1003 | Places for People | Sheltered Housing - Warden Support (567) | Accommodation Based Service - Sheltered Housing | 71 | £23,990 |
| BSP1002 | Raphael House | RAPHAEL HOUSE(421) | Accommodation Based Service | 7 | £147,417 |
| BSP1120 | Royal Mencap Society | Mencap Floating Support Service | Accommodation Based Service | 1 | £25,675 |
| 361 | S.I.L.S Stepping Stones To Ind | S.I.L.S STEPPING STONES TO INDEPENDENCE(16) | Floating Support Service | 23 | £179,757 |
| BSP1129 | Sanctuary Housing Association | Stoneleigh House | Accommodation Based Service | 12 | £35,472 |
| BSP1032 | Second Step Housing Association | SUPPORTED HOUSING - PERMANENT(506a) | Accommodation Based Service | 31 | £132,369 |
| BSP1121 | Silva Care Ltd | Silva Care Support | Accommodation Based Service | 1 | £10,270 |
| BSP1089 | St Monica Trust | ST MONICA TRUST SHELTERED HOUSING(83) | Accommodation Based Service - Sheltered Housing | 1 | £1,956 |
| MHFS3 | St Mungos | Mental Health Floating Support Service | Floating Support Service | 94 | £344,885 |
| BSP1125 | Supported Independence | Floating Support | Floating Support Service | 30 | £129,904 |
| BSP1092 | The Guinness Trust | GHA - Sheltered Housing with Warden support(550a) | Accommodation Based Service - Sheltered Housing | 9 | £15,664 |
| BSP1093 | The Guinness Trust | Rockingham Gardens | Accommodation Based Service - Sheltered Housing | 23 | £4,593 |

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|---------|----------------------------|---|-----------------------------|-----|----------|
| BSP1106 | United Housing Association | Community Support | Floating Support Service | 5 | £6,315 |
| BSP1020 | Willowbank Care Ltd | Filwood and the Flat | Accommodation Based Service | 2 | £25,654 |
| | Rethink | Long Term Mental Health Community Support Service | VCS | 451 | £335,291 |

Appendix 2

[Commissioning plan](#)