

**CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD**

**CABINET MEETING: 18<sup>th</sup> JANUARY 2018**

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**SUPPORTING PEOPLE LOCAL DELIVERY PLAN**

**REPORT OF DIRECTOR COMMUNITIES, HOUSING &  
CUSTOMER SERVICE**

**AGENDA ITEM:**

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**PORTFOLIO: HOUSING AND COMMUNITIES (COUNCILLOR LYNDA  
THORNE)**

**Reason for this Report**

1. To seek approval for the Supporting People Local Delivery and Spend Plan 2018/2019.
2. To update Cabinet on the progress made on the recommissioning of Accommodation and Support services.
3. To agree the proposed revised approach to older persons floating support services.
4. To agree the proposed overarching approach to the recommissioning of accommodation and support services for young people.

**Background**

5. The Supporting People Programme provides housing related support services to some of the most vulnerable people in the city. Services include homeless hostels, domestic violence refuges, supported accommodation, floating support provided in the clients own home, community alarm and warden services.
6. The programme is funded through Welsh Government Grant. Cardiff's allocation has remained at £16.2m since 2015/16 and this is anticipated to be the same for 2018/19.
7. The programme plays a significant part in preventing homelessness by providing people with the support they need to live independently in their own homes. Early intervention through the programme can also reduce demand on other services such as health and social services.

8. The Welsh Government require the Council to produce a spend plan each year to set out the way in which the grant funding is used. The programme is overseen by the Cardiff and Vale Regional Collaborative Committee which produces a Regional Commissioning Plan each year.
9. It is important to note that one of the key principles of the Supporting People Commissioning approach is to bring together a range of discrete funding streams so that they are aligned to achieve a set of common outcomes. Through this approach it is intended that the Council will achieve:
  - Improved outcomes for individuals and families
  - A more simplified approach for those in need to access the right services
  - Reduced management and administration costs
  - Reduced duplication
  - Increased transparency
10. In 2016 Cabinet agreed a phased approach to the recommissioning of services and this report contains an update on progress in this area. It is proposed that contracts which have not been recommissioned by 31 March 2018 will be extended for a further 12 months.

## Issues

### The Supporting People Delivery and Spend Plan for 2018/19

11. The proposed Supporting People Delivery Plan, including the 2018/19 Spend plan is at **Appendix A**. This sets out the priorities for Cardiff's Supporting People Programme over the coming year. The major changes to spend are set out below:
12. **Women at risk of domestic abuse** – Spend in this area is expected to increase to reflect the need to carry out more preventative work. Previously services focused only on victims at medium or high risk of abuse. Intervening at an early stage while risk is lower could prevent abuse from escalating and is in line with new legislation. A service for standard risk victims has been built into the new Gender Specific services which are currently being recommissioned.
13. Following consultation with victims of domestic abuse a modification was made to the approach initially proposed and services for Male victims will now be recommissioned separately. Services for male victims are being considered on a regional basis and will be the subject of a future report.
14. **Older Persons Support and Alarm services** - Spend on older persons support services are expected to decrease, the reasons for this are outlined in more detail in paragraphs 24 to 28. Spend on alarms will also reduce following changes to bring these in line with the grant terms and conditions that *'funding for alarm services should cover the emergency*

*alarm element only and this should only be for those with an identified need.'*

15. **Homelessness Prevention Projects** – in 2017/18 a grant programme was supported to allow third sector organisations to bring forward innovative proposals for new ways of working. These included:
  - The Compass Project – intensive support for those who are entrenched rough sleepers or who experience a revolving cycle of frontline accommodation, prison, mental health rehabilitation, hospital and rough sleeping.
  - Housing First Project – providing mainstream accommodation for rough sleepers; with flexible support for as long as it is needed
  - Cardiff Solutions Project - aims to provide assistance to individuals who do not wish to access services through more formal settings by using the Wallich Night Shelter.
  - Ty Tarian - provides homeless women who are being exploited or who are at risk of exploitation to access to secure, female-only hostel accommodation with 24 hour support.
16. The number of rough sleepers in Cardiff has been increasing over recent years. The projects above, as well as the expansion of the Council's own Outreach service, have been developed to encourage rough sleepers to engage with services. Early indications from these projects suggest progress is being made and it is our intention to continue funding these projects for 2018/19.
17. **Homelessness Support Service** – Operated by the Council's Housing Options service, working to prevent and address homelessness by assisting families and vulnerable individuals to prepare for, access and relocate to accommodation in the private rented sector.
18. **Youth Mentoring** - This Council provided service will enhance the new Employment Service due to commence in April, assisting young people who are furthest from the workplace to resolve any issues which are preventing them from accessing employment or training. This service will link closely with Youth Services and Careers Wales to target the most vulnerable including young people in supported accommodation. Given the growing impact of the welfare reform changes on young people, returning to work is an important route out of poverty and homelessness.

## **Recommissioning of Accommodation and Support Services**

19. On 15 September 2016 the Advice and Support Recommissioning Cabinet Report set out a proposed approach to recommissioning of services. At that time there were 38 contracts, delivered by 32 third sector providers and it was accepted that the recommissioning of these complex and essential services should be carried out in a phased way. The phased recommissioning plan is set out below:

<b>Accommodation &amp; Support Services - Three Phase Commissioning Plan</b>	
<b>Phase 1</b>	<p>Generic Floating Support services</p> <p>Older Persons Floating Support services</p> <p>All Gender Specific services (including domestic abuse)</p> <p>Advice Services</p>
<b>Phase 2</b>	<p>Supported Housing</p> <p>Specialist Floating Support services (includes substance misuse, mental health, young persons and refugees.)</p> <p>Other specialist support (includes learning disabilities and physical disabilities.</p>
<b>Phase 3</b>	Homeless Hostels

20. A joined up approach has been taken to recommissioning services, working across departmental and grant funding boundaries to commission comprehensive services for clients. It is important to ensure that there is effective alignment of services and that duplication is avoided. This approach is fully in line with the Funding Flexibilities project that Cardiff is to pilot on behalf of the Welsh Government over the coming year.

#### **Update on Progress to Date**

21. Both the Advice Services and Generic Floating Support recommissioning projects have been completed and have resulted in efficiencies being made. The Generic Floating Support recommissioning in particular released considerable savings while reducing the number of contracts and streamlining administration. Savings to the Supporting People grant released from this process have been reinvested in projects to relieve homelessness and rough sleeping as outlined above.
22. The approach to the recommissioning of Gender Specific services was set out in the previous cabinet report. This recommissioning project brings together a number of funding streams to deliver a comprehensive service including one stop shop, refuge, supported accommodation and community based support. The service will assist women and their children who are affected by violence, domestic abuse and sexual violence. Services for male victims are being considered on a regional basis and will be the subject of a future report.
23. Much work was undertaken to develop a detailed specification for these services in partnership with Childrens Services, Flying Start, South Wales Police, the Police and Crime Commissioners office. Welsh Women's Aid assisted with the specification and with obtaining feedback from victims of abuse. The procurement process commenced in October

2017 and is ongoing. It is expected that the newly recommissioned contract (once awarded) will commence in April 2018.

### **Older People**

24. Welsh Government guidance requires a move away from support based on tenure towards a service based on need; for example it is no longer possible to fund a warden support service to all residents of sheltered accommodation just by virtue of being a resident. Many social landlords, including the Council, have implemented this change already and the remainder will have done so by the end of this year. Many social landlords have retained their scheme manager/warden funded through rental income, minimising the impact to tenants.
25. As a result of this change the number of contracts for older persons' accommodation based support had reduced. As a contingency arrangement capacity within older persons floating support services was increased however this additional capacity has not been used and demand for this service is low with only 18 older people receiving a service at present.
26. The Council's development of the Independent Living Service has brought better co-ordination of services, addressing the needs of older persons living in the community. The service provides help to access a wide range of support such as advice on benefits, grants, disabled adaptations, home energy efficiency and support to avoid social isolation. The further development of the service will include support for older people leaving hospital and low level support to help people live independently.
27. The service provided by the Independent Living Service together with the capacity that exists within the Generic Floating Support contract provision mean that it is no longer necessary to commission a specific older persons floating support service. It is therefore proposed to cease funding for the current older persons floating support service during 2018/19. To ensure that no older person is left without the support they need, each current client of the service will have their support needs reviewed by Independent Living Officers, a holistic approach will be taken ensuring that the full needs are met by appropriate alternative provision.
28. Contracts for housing related support services funded by Supporting People within Extra care schemes will continue. Extra care schemes provide the opportunity for people with significant care needs to live as active and independent lives as possible, living in their own homes with support tailored to their individual needs providing a real alternative to residential care.

### **Recommissioning of Accommodation and Support services for Young People**

29. Phase two of the accommodation and support commissioning plan includes the recommissioning of supported accommodation and

specialist floating support services. This type of support makes up a significant part of the Supporting People Programme and supports some of the most vulnerable clients such as those with mental health and substance misuse issues and young people.

30. To ensure that the recommissioning process was client focused this phase has been further broken down with the initial focus on services for young people. This focus has allowed a joined up approach to be taken to commissioning which is a natural next step for the joint working partnership that has already been established between Housing and Childrens Services to address the need of this client group.
31. In October 2015 the Council established a Young Person's Gateway to manage accommodation and support services for young people. Previously services for homeless young people operated separately from services for 'looked after children'.
32. Housing options officers, social workers and support workers from Llamau, a third sector organisation, are now co-located within the Gateway, which is located in Charles Street. When a young person presents as homeless to the Gateway assessments can be carried out of the young persons need and the Council's duties both under Childrens and Homelessness legislation. Appropriate mediation takes place to prevent homelessness but where this is not possible the young person has access to a range of supported accommodation.
33. Since the establishment of the Gateway the mediation work to prevent homelessness has had a positive outcome in over 55% of cases and more than 550 young people have been housed without use of bed and breakfast accommodation. The Gateway has demonstrated the benefits of operating services in a joined-up way, using different funding streams to create clear support pathways to assist vulnerable people towards independence. This approach has been recognised as good practice by the Welsh Government.
34. More recently the possibility of developing a One Stop Shop for young people has been considered. This could bring together the work already carried out at the Gateway with the Youth Service's mentoring provision available at Grassroots, also in Charles Street, to develop a comprehensive service for young people. By combining this existing provision and incorporating other services such as money advice, into work and health services under one roof, this could provide a complete service for young people needing advice. This approach would bring Cardiff very much in line with good practice in this area as set out in the Positive Pathway. If it is not possible to develop the One Stop Shop services will continue as currently in their separate locations.
35. The services to be recommissioned externally as part of the current phased process are as follows:
  - Housing Advice, Family Mediation and Homelessness Prevention Service

- Accommodation for Young People – Emergency Accommodation; Hostel Accommodation; Supported Accommodation
  - Move On Support and Tenancy Rescue - Housing Related Floating Support, Homelessness Prevention Support; Support for young people moving into Training Tenancies and help to access private rented accommodation.
36. It is proposed that the recommissioned service will contain an option to purchase services for very high risk young people, and to deliver a supported lodging service.
37. It is anticipated that the recommissioning project will replace 17 existing contracts, see Appendix B. The current cost of these projects is £4.1 million per annum, made up of £1.5 million Childrens Services funding, £2.5 million Supporting People funding and £104,852 Families First funding.
38. This current complex arrangement of providers and contracts increases administration, hampers effective contract and quality management, and prevents economies of scale being achieved. In the current economic climate, with reductions in funding likely and increased pressure on resources, continuing with smaller contracts is neither practical nor sustainable.
39. Fewer contracts for the services would not only resolve the issues outlined above but would also allow a more joined up approach to be taken with young people moving seamlessly through a clear pathway of services towards independence. There would be greater flexibility to respond to individual need and to change services as demand changes over time.

### **Commissioning Proposal**

40. It is anticipated that two contracts for Accommodation and Support for Young people will be commissioned; each contract to include both supported accommodation and floating support, one contract will include the initial advice and mediation at the one stop shop. Consultation is ongoing with both providers and young people and this will inform the design of the new services.
41. Tenders would be welcome from all bidders, including single providers; consortia or lead providers with subcontractors. To encourage co-operation between existing and potential providers two sessions have been held by Cardiff Third Sector Council (C3SC). These sessions have provided networking opportunities for providers and advice on forming consortia (should any bidders wish to bid on a consortium basis).
42. The proposed contracts would be for an initial fixed period of 3 years with an option to extend, provided that the contract term did not exceed 7 years in total. This will give the provider the certainty of a longer contract while retaining flexibility to allow for future change.

43. The contract will include the ability to amend the terms should funding decrease or following a change in legislation or demand. There will also be the scope to increase services should additional funds become available or should demand increase.
44. A detailed specification will be developed using the feedback from both providers and service users and informed by the Positive Pathway model and learning from other authorities.
45. Quality criteria will be a significant part of the specification and the assessment process, focusing on the outcomes for Young People. It is envisaged that quality will have higher weighting than price in the assessment.

### **Timescale for recommissioning**

46. It is anticipated that the procurement process for Accommodation and Support services for Young People will commence in early 2018, with the aim of having new contracts in place by April 2019.

### **Consultation**

47. Two consultation workshops with current and potential providers took place in October and December 2017. Providers fed back that mother and baby accommodation should not be commissioned alongside services for young people as this was a specialist area. The proposals were amended to remove this provision which will be recommissioned at a later date. Providers also regarded one large contract as too high risk for both Council and providers, this was accepted and therefore 2 contracts are proposed. A third consultation workshop is planned for early 2018; comments from providers will help inform the detailed specification.
48. A service user consultation event also took place in November 2017 attended by young people from either a care background or who had been accepted as homeless. In addition a questionnaire asking young people about their experiences of supported accommodation and how the service could be improved has been completed by approximately 100 people to date. Feedback will be used to inform the specification and it is proposed to continue to involve young people throughout the procurement process.
49. A report of the findings of the consultation to date can be found at Appendix C.
50. The report was subject to pre-decision scrutiny on the 17th January 2018 and the views of Community and Adult Services Scrutiny Committee will be available to Cabinet.



**Reason for Recommendations**

51. To agree the arrangements for the Supporting People Programme and contractual arrangements for 2018/19 and to agree the approach to the next stage in the recommissioning process.

**Financial Implications**

52. The report seeks approval for the 2018/19 Supporting People Spend Plan, provides an update on the progress of recommissioning and proposes a revised approach to older persons floating support. The spend plan is fully funded by the indicative SPPG funding, while this funding covers the previous recommissioning and older persons schemes.
53. The report also includes details of the recommissioning strategy regarding the procurement of accommodation and support services for young people. The current cost of these services is approximately £4.1m. Funding for the proposed contract comes from a combination of Welsh Government grant funding (SPPG & Families First) and Council funding through Children's Services. As in current contracts, it is important that there remains an option to amend contract prices if there are subsequent changes in the level of grant the Council receives, both in 2018/19 and future years.
54. Any Children's Services base budget savings resulting from this recommissioning will contribute towards future budget savings targets for the Directorate.
55. Cardiff's grant funding for the Supporting People Programme Grant (SPPG) in 2017/18 totals £16,267,470. Early indications from the Welsh Government are that SPPG funding will remain at current levels in 2018/19. Although the Council has been provided with an indicative funding total for 2018/19, formal Welsh Government confirmation of actual grant funding allocations has yet to be received. To mitigate this uncertainty over the final grant allocation, funding commitments contained in this report should be considered as draft.
56. The SPPG grant conditions require that financial commitments are only entered into where there has been approval from the Regional Collaborative Committee and the Welsh Government, with Spend Plans detailing expenditure commitments submitted by the Council. These spend plans will continue to require some degree of flexibility in dealing with any uncertainty over future funding allocations.

**Legal Implications**

57. The proposed recommendations numbered 1 and 2 do not raise any direct legal implications.

58. With regards to the third recommendation, the proposal is, put simply, to authorise the proposed overarching approach to the procurement of accommodation and support services for young people. It is noted that such services fall within phase 2 of the Supporting People Programme phased recommissioning strategy.
59. The proposal is to carry out a competitive tender in order to award two contracts, such contracts to have a proposed fixed term of three years with an option to extend for up to four further years and to commence by April 2019. The estimated value of the proposed contracts is considerable (circa £4.1million per annum).
60. The services concerned fall under Schedule 3 of the Public Contracts Regulations 2015 ("the Regulations") and accordingly are subject to the so called Light Touch Regime. What this means is that when procuring these services the Council should comply with the mandatory requirements set out in the Light Touch Regime (Regulations 74-77). In particular, advertise the contract notice in OJEU, conduct the procurement in conformance with the information provided in the OJEU advert, set procurement time limits which are reasonable and proportionate to the services/procurement in question, comply with the EC Treaty based principles of transparency and equal treatment, and publish a contract award notice. Detailed legal advice should be sought on the proposed procurement strategy and proposed procurement route.
61. It is noted from the body of the report that the services are currently being delivered under 17 contracts and that the client department is proposing to appoint the new contracts to 2 providers. It is likely that many of the unsuccessful bidders will be disappointed. Whilst it is not mandatory under the Light Touch Regime to split contracts into lots, as a matter of good practice the Council should consider the possible benefits of splitting larger contracts into lots. That said, it is noted from the body of the report that the Directorate has undertaken consultation (with providers and service users) and that feedback received from the consultation has helped to shape the proposed overarching approach, including the proposal to let two contracts. It is noted that further consultation with the marketplace is planned for early 2018.
62. Given the proposal to reduce the number of providers from circa 17 to circa 2, TUPE may apply to the award of the new contracts.
63. The proposed recommendation numbered 4 is to approve delegating authority to the Director to deal with all aspects of the recommissioning of the accommodation and support services for young people. This is a substantial delegation and delegates such matters as determining the evaluation criteria and the award of contracts. Legal advice should be sought as the proposed procurement is worked up.

#### Welsh Government grant conditions

64. It is noted that the services are funded via Welsh Government funding under the Supporting People Programme. Normally Welsh Government

grant conditions contain a proviso that the services funded via the grant are commissioned in accordance with all relevant legislation and accordingly the client department should satisfy itself that it can comply with the same before proceeding.

### Equality duty

65. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment (c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief.
66. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix D & E. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision.
67. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014 and The Wellbeing of Future Generations (Wales) Act 2015. In brief both acts make provision with regards promoting/improving wellbeing.

### HR Implications

68. There are no HR implications relating to this report.

## **RECOMMENDATIONS**

It is recommended that Cabinet to:

1. Approve the Supporting People Local Delivery and Spend Plan as set out at Appendix A.
2. Note the progress in recommissioning phase one services and agree the revised approach to older persons floating support services.
3. Agree the proposed overarching approach to recommissioning of accommodation and support services for young people as set out in the body of the report.

4. Delegate authority to the Director of Communities, Housing and Customer Services in consultation with the Cabinet Member for Housing and Communities), the Council's Section 151 Officer, Director of Social Services and the Director of Law and Governance to deal with all aspects of the recommissioning of accommodation and support services for young people as set out in the body of the report, up to and including the award of contracts, and all ancillary matters pertaining to the same.
5. Note that it is intended to submit further reports to Cabinet to seek authorisation to commence the procurement processes for those remaining services to be recommissioned as part of phases 2, and the phase 3 services, as and when the detailed procurement strategies are developed.

**SARAH MCGILL**  
**December 2017**

*The following appendices are attached:*

Appendix A - Supporting People Delivery and Spend Plan  
Appendix B - Breakdown of current provision  
Appendix C - Report on Consultation  
Appendix D - Equality Impact Assessment (Supporting People Local Commissioning Plan - 2018/19)  
Appendix E - Equality Impact Assessment (Young Persons Services)

*The following background papers have been taken into account*

Welsh Government Positive Pathway Model