

A separate report is submitted in the private part of the agenda in respect of this item, as it contains details of financial information required to be kept private in accordance with Schedule 12A of the Local Government Act 1972. The grounds for privacy are that it contains information relating to the financial and business affairs of any particular person (including the authority holding that information) and the amount of expenditure proposed to be incurred by the Council under a particular contract for the supply of goods or services. The public interest in maintaining the exemption under Schedule 12A outweighs the public interest in disclosing the information.

Scrutiny Co-ordination Committee  
Cabinet

22 November 2017  
28 November 2017

**Name of Cabinet Member:**

Cabinet Member for Adult Services – Councillor Abbott

**Director Approving Submission of the report:**

Deputy Chief Executive (People)

**Ward(s) affected:**

All

**Title:**

Preventative Support - Adult Services

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**Is this a key decision?**

Yes – the proposals in the report will affect the whole city and involve financial implications in excess of £1m

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**Executive Summary:**

The delivery of effective preventative support is an important element of supporting people early in order to maintain their independence and prevent or reduce the need for social care or health support. Providing support in this way is a key element of the strategy for Adult Social Care as well as being enshrined in the Care Act 2014.

Preventative support is currently provided by a range of voluntary and third sector organisations who are commissioned by both the City Council and the Coventry and Rugby Clinical Commissioning Group (CRCCG) through a range of contracts and grants all of which are due to expire in March 2018.

In order to ensure that the support provided beyond the end of these existing arrangements remains focused and delivers positive outcomes for the people of the city within the available resource, the City Council and CRCCG undertook a programme of work to review and then re-commission support across four priority groups: carers, people with physical impairments or dementia, mental health conditions and adults with learning disabilities. Voluntary and Third

Sector providers were fully engaged in the process of the review including the setting of priority areas and outcomes. Stakeholder views were actively sought to support the development of proposals for future services.

As well as targeting support on priority groups the review work also sought to deliver a saving for the City Council of £0.5m for delivery in 2018/19 from the existing Council spend of £3.01m per annum as part of the budget setting process in February 2017.

This report details the outcome of the review work and the proposed changes for the support across each of the priority areas and, following a grant application process, seeks approval to enter into grant arrangements for a period of five years.

**Recommendations:**

Scrutiny Co-ordination Committee is recommended to:

1. Consider the proposals contained within the report and forward any comments to Cabinet for consideration at their meeting on 28 November 2017

Cabinet is recommended to:

1. Consider any comments and/or recommendations from the Scrutiny Co-ordination Committee
2. Approve the award of community based preventative support grant funding to 12 organisations for the delivery of 11 grant proposals for a period of five years from 1 April 2018

**List of Appendices included:**

Appendix A - Equality Consultation Analysis

**Background papers**

None

**Other useful documents**

None

**Has it been or will it be considered by Scrutiny?**

Yes. Scrutiny Co-ordination Committee – 22 November 2017

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

No

**Will this report go to Council?**

No

## **Report title: Preventative Support – Adult Services**

### **1. Context (or background)**

- 1.1 Recent policy changes and the introduction of the Care Act 2014, along with the development of local strategies provides an opportunity to consider whether current funding of preventative support provided by the voluntary and third sector to adults and older people living in the community is as effectively targeted as it could be.
- 1.2 Enabling people to be as independent as possible is a fundamental principle to the delivery of Adult Social Care in Coventry. The provision of effective preventative support enables this by supporting people to access alternatives to statutory funded services. The Care Act itself establishes a general responsibility for prevention and the reduction of needs for care and support and the promotion of well-being.
- 1.3 Both the City Council and the Coventry and Rugby Clinical Commissioning Group (CRCCG) commission preventative support to a variety of groups through a series of contracts and grant aid agreements that expire in March 2018, including carers' support, advocacy, housing related support, money management and information and advice and counselling support.
- 1.4 In order to ensure the support that is provided beyond the end of these existing arrangements remains focussed and delivers positive outcomes within the available resource the City Council and CRCCG undertook a programme of work to review and then re-commission support across four priority groups – a) carers, b) people with physical impairments or dementia, c) people with mental ill health and d) adults with learning disabilities.
- 1.5 The work was also undertaken with the additional objective of achieving a savings target of £0.5m for the City Council from a spend level in 2017/18 of £3.01m. Previously, and as part of earlier reviews, some organisations had already experienced reductions in funding. In total 36 different services from 22 providers were included in this review.
- 1.6 The scope included current support provision e.g. carers' support, housing related support, information and advice, mental ill health support and a broad range of community support to help build resilience. The review did not include Council expenditure on domestic violence, homelessness, advocacy, money management services or the foodbank.
- 1.7 A collaborative approach to the review was taken, involving voluntary and third sector providers in the co-production of future provision and commissioning arrangements. Three workshops were held with providers between November 2016 and January 2017 seeking their views and input on a range of different areas, including: the appropriateness of identified priority groups; flexibility within arrangements to adapt to changing circumstances: duration of agreements and monitoring arrangements for successful organisations.
- 1.8 Feedback from these sessions indicated what was required in order for the Council and the CRCCG to achieve the best possible outcomes:
  - Any funding application process should be as simple and straightforward as possible to ensure that smaller organisations are supported to apply and provide adequate time for applications.

- Flexibility in arrangements with a focus on outcomes that enable movement in response to changing needs.
  - Some stability of funding, providing time to adjust to new arrangements and recognising that this supports organisations' ability to invest in developing new models
- 1.9 Input was also sought from the Adult Social Care Stakeholder Reference Group, CRCCG patient representatives and professionals working with the services. Feedback indicated a preference for a range of support options that avoid duplication, including support that enables emergency response for carers, support for older people to access community support and support for people who hoard.
- 1.10 Using the outcome from this engagement, a grant application process took place from 24 April 2017 to 30 June 2017, as a result of which a total of 24 applications were received. A two stage evaluation process was used including representatives of both the City Council and CRCCG. 17 applications progressed to the second stage which involved face-to-face meetings, enabling panels to explore how proposals would be delivered in order to meet the required outcomes. These meetings also focused on use of resources which in some cases resulted in organisations revising the original costs submitted. 5 further applications were unsuccessful at this stage and 1 was withdrawn resulting in 11 applications from 12 providers being recommended for award. A summary of the successful grant applications illustrating changes to the support offer and the value of proposed grants to be awarded is detailed in the private report on this agenda.
- 1.11 Voluntary and third sector organisations that are successful for grant funding will be expected to regularly provide outcome monitoring evidence, which can be readily submitted to the Council and CRCCG on request or at specified intervals during each financial year. The Council and CRCCG intends to further develop monitoring arrangements in collaboration with successful organisations during the period of implementation.
- 1.12 Many existing providers are recommended for the award of grants as a result of this process. This will support continuity and market stability and in many cases existing support offers will remain, albeit on reduced funding levels. There was no indication that any organisation will become unsustainable as a direct result of the grant process, regardless of whether they are successful or unsuccessful. Where existing providers did not apply or their application for grant funding was unsuccessful, the impact of this has been assessed and plans are in place to deliver transition arrangements for people currently accessing support.
- 1.13 Taking each priority area in turn, paragraphs 1.14 to 1.23 outline the range and type of support to be made available as a result of the work undertaken.
- 1.14 **Supporting Carers to live well whilst caring**  
The proposals will enable carers in Coventry to access a range of services that maintain and add to the preventative support offer for carers. For example, a 'Carers Wellbeing Service' will strengthen the existing support offer to meet demand through a package of early identification and awareness of carers' needs. This will include:
- One-to-one support
  - Information and advice
  - Carers' peer support groups
  - Emergency support

- Urgent support to prevent carer crisis
  - Carers' training
  - Carers' short breaks
- 1.15 In addition, training and awareness raising options for carers will continue to be provided with a focus on building community resilience through greater stimulation of peer-support networks.
- 1.16 Outside of this grant process carers living in Coventry can continue to access a broad range of assistance to maintain their caring role, and their own health and wellbeing. This assistance includes residential respite, carer direct payments, primary care support and signposting through GP surgeries, access to the Admiral Nursing Service that helps carers to care for people with complex needs, and the Carer Aware online training in respect of carers' rights and needs. Carers' assessments will also continue to be provided through Heart of England Carers Trust.
- 1.17 **Supporting people with physical impairment and those with dementia to remain independent and live well**  
The proposals will strengthen the range of existing support options for people with physical impairments and dementia along with assistance for their families, relatives and carers. The main support elements in this priority group cover:
- Targeted interventions for more complex needs including dementia and sensory impairments
  - Information and advice
  - One-to-one and outreach support
  - Peer support groups
  - Health and wellbeing activities
- 1.18 The support offer for people with sensory impairment will also be improved through targeted help and interventions for people to build independent living skills.
- 1.19 **Supporting people with mental ill health to live well**  
The proposals are expected to maintain support levels and meet existing demand whilst also enabling additional flexibility and innovation to target support more effectively for people with mental ill health. The main types of support include:
- Accommodation-based housing related support and outreach capability
  - Community short-term and intensive support
  - Targeted one-to-one interventions
  - Peer support, community involvement and advocacy
- 1.20 A central part of the preventative offer will be a collaborative model of support delivered across three local organisations, which will enable more joined-up and flexible options for people when they need it most alongside the ability to outreach into specific communities.
- 1.21 In addition, targeted early help for people with hoarding behaviours will be provided which will enable people to live safe and well in their own homes.
- 1.22 **Supporting adults with learning disabilities to live fulfilling lives**  
The proposals will deliver a range of support to enable people with learning disabilities to develop skills, confidence, participation and resilience within the community. Support elements include:

- Targeted one-to-one and peer support
- Engagement with and training for local businesses to provide opportunities and safe spaces within the community for people with learning disabilities
- Housing related floating support for people with learning disabilities to maintain their own home in the community

1.23 There will be change to the provision of accommodation-based housing related support largely as a result of 4 existing providers not applying for a grant. Decommissioning arrangements are in progress to ensure that those affected by this continue to be supported in the most appropriate way, dependent on individual needs. The ongoing delivery of housing related floating support is expected to meet any existing needs along with capacity to support emerging demand.

## 2. **Options considered and recommended proposal**

### 2.1 Option 1 – Recommended option – Award grants

It is recommended that the Council awards grants to the organisations and at the values specified in the private report on this agenda. As it both enables the targeting of resources to identified priority groups and the delivery of the £0.5m annual savings target required from this work.

### 2.2 Option 2 – Not recommended - Implement a percentage reduction

The Council could seek delivery of the annual savings target of £0.5m through applying an apportioned reduction to all existing arrangements with the voluntary and third sector and extend current arrangements on this basis. This would deliver the savings target but would not enable the refocusing of resources and the targeting of resources on priority groups. Equally an apportioned reduction takes little account of organisations ability to absorb the reduction or the impact of this and therefore can create sustainability risks.

### 2.3 Option 3 – Not recommended - Extend existing arrangements on existing terms and conditions

The Council could extend and continue with existing arrangements. Although this would provide the most stable position for existing organisations and people that use their services, this would not enable the targeting of resources on identified priority areas and would not enable the annual savings requirement of £0.5m to be met.

### 2.4 Option 4 – Not recommended – Undertake a formal tender

The Council could undertake a formal tender process for preventative support as opposed to the award of grants. Progressing this route would put at risk the sustainability of many existing local voluntary and third sector organisations and therefore undermine many local organisations who use their own resources as well of funding from statutory bodies to support people in Coventry.

## 3. **Results of consultation undertaken**

3.1 A formal consultation has not been undertaken. Instead, a commissioning approach was designed and progressed in collaboration with the voluntary and third sector. This co-production was initiated in November 2016 and continued up to the point of the commencement of the grant application process.

3.2 Stakeholder feedback regarding future provision of preventative support was also sought. This indicated a preference for a range of support options that avoid duplication including support that enables emergency response for carers, support for older people to reduce their social isolation and support for people who hoard.

#### **4. Timetable for implementing this decision**

4.1 If approved, grants will be awarded to successful providers with new arrangements commencing from 1 April 2018.

4.2 Planning and preparation to implement new support arrangements will take place between 1 December 2017 and 31 March 2018. This will allow organisations the opportunity to adjust delivery and funding models, inform existing people receiving support of any changes and communicate the new arrangements.

4.3 8 current providers did not apply for grant funding, which includes 4 providers of housing related support for people with learning disabilities and a provider of a home maintenance and handy man service. Therefore decommissioning arrangements for this provision are in progress, focused on ensuring that people continue to be supported in the most appropriate way, dependent on individual needs.

#### **5. Comments from the Director of Finance and Corporate Services**

##### **5.1 Financial implications**

The grant award process proposes to award £2.51m of resources to 12 providers. This is funded jointly across the Council and Coventry and Rugby Clinical Commissioning Group; £1.76m and £0.75m respectively. The process delivers £0.5m of savings, meeting the target set in the February 2017 budget report.

##### **5.2 Legal implications**

The Care Act 2014 makes it clear that in performing its functions under the Act,

*“The general duty of a local authority, in exercising a function ... in the case of an individual, is to promote that individual’s well-being”.*

The Act also introduced a specific requirement for local authorities to focus on the prevention, reduction or delay in development by adults in its area of needs for care and support, and by carers in its area of needs for support. The local authority has considerable discretion in how it chooses to meet this responsibility so as to be able to flexibly respond to the specific requirements of adults and carers in its area.

Public authority decision makers are under a non-delegable ongoing duty to have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic (disabilities, age, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation). (Public sector equality duty, s 149(1) Equality Act 2010). Decision makers must be consciously thinking about these aims as part of their decision making process, with rigour and an open mind. The duty is to have "due regard" not to achieve a result, but to the need to achieve these goals and consideration must be given to the potential adverse impacts and the measures (if any) that are available to minimise any discriminatory effects. Members must therefore ensure that they read all relevant papers to enable them to assess the risk and extent of any adverse impacts and the

ways in which any such risk can be eliminated. This requires more than just an awareness of the equality duty, it requires rigorous analysis by the public authority, beyond broad options.

The proposed grant funding does not breach state aid regulations as it can be argued to fall within the local aid exemption.

## **6. Other implications**

### **6.1 How will this contribute to the Council Plan ([www.coventry.gov.uk/councilplan/](http://www.coventry.gov.uk/councilplan/))?**

Implementation of a new community based preventative support grant and agreements will make a positive contribution to the delivery of the Council's priorities, particularly in relation to: citizens living longer, healthier, independent lives; support improved health and wellbeing and support the City to reduce health inequalities.

### **6.2 How is risk being managed?**

A project risk register has been established for this programme of work. Key current risks identified include managing the decommissioning progress for the housing related support providers who did not apply for future funding and supporting successful organisations to manage demand for community-based preventative support. Risks will continue to be identified, mitigations sought and impact managed through existing processes.

As requirements for a grant cannot be as prescriptive as a contract awarded as an outcome to a formal tender process providers will not be contractually obliged to deliver the services. However, clear guidelines were followed when evaluating applications to ensure that future support from the voluntary and third sector will meet Council and CRCCG objectives. Should any provider not deliver the grant outcomes required the Council would have the option to remove or reduce the grant.

### **6.3 What is the impact on the organisation?**

None

### **6.4 Equalities / EIA**

The voluntary and third sector in Coventry currently supports people with a range of protected characteristics. An analysis of equality impacts has been completed to understand the impact that community based preventative support grant awards will have on people currently in receipt of support as well as those who may need support in the future. An Equality and Consultation Analysis (ECA) document is appended to this report in Appendix A. A focus on targeted support and enabling greater community resilience through future provision is expected to mitigate any negative impacts. This will be monitored as part of overseeing delivery and outcomes.

### **6.5 Implications for (or impact on) the environment**

None



## 6.6 Implications for partner organisations?

The adult services community based preventative support grant is specifically concerned with the voluntary and third sector in Coventry. The review of current support and planning of future provision has been completed in collaboration with the voluntary and third sector organisations who will be affected by the outcome of the process.

Undertaking this work jointly with the CRCCG and entering into one agreement for both organisations (as opposed to two) furthers the integration of health and social care.

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### **Appendices**

Appendix A - Equality Consultation Analysis