

Cabinet

13 December 2022

Name of Cabinet Member:

Cabinet Member for Adult Services

Director approving submission of the report:

Director of Adult Services and Housing

Ward(s) affected:

All wards are affected

Title: Adult Social Care Preventative Support Grants

Is this a key decision?

Yes - the proposals involve financial implications in excess of £1m per annum.

Executive summary:

Preventative support and early intervention are effective ways of preventing escalation of need that can lead to poorer outcomes, loss of independence and reliance on social care and health services.

The City Council has a long history of working with the voluntary and third sector to support adults who require support from Adult Social Care. The most recent iteration of this was the introduction of a Preventative Support programme, jointly funded with the Integrated Care Board (ICB), which commenced in 2018 and awarded a series of five-year grants following a grant bidding process. Through the grant programme, support has been successfully delivered to thousands of Coventry residents with a wide variety of needs across learning disabilities; mental health; sensory impairments; carers' support; people with dementia and their families; older people; and people who hoard.

Over the five-year grant period the Covid-19 pandemic has been a significant disruptor of how support is delivered where what organisations had planned to do was quickly replaced by what they had to do to support vulnerable people within the city. In addition, organisations in receipt of a grant are now adapting to provide the support people require in respect of cost-of-living crisis where many people are turning to voluntary sector organisations for support. In addition to these factors the local authority faces uncertainty in respect of its future resources which creates challenges in making long term funding decisions.

As a result of this combination of factors it is recommended that grants are awarded for up to two years for similar purposes following a short bidding process.

Recommendation:

Cabinet is recommended to:

1. Approve the award of grants totalling £5,406,000 to be awarded to voluntary sector organisations for a period of up to two years to 31 March 2025.
2. Delegate authority to the Director of Adult Services and Housing, in consultation with Cabinet Member for Adult Services, to undertake the necessary grant funding processes for voluntary sector organisations to apply for grant funding and undertake the necessary due diligence, negotiate the terms and conditions of any grant funding agreement with the voluntary sector organisations and enter into the necessary agreement to bring into legal effect the recommendation set out at (1) above.

List of Appendices included:

The following appendices are attached to the report:

Appendix One: Equality Impact Assessment

Background papers:

None

Other useful documents:

None

Has it or will it be considered by scrutiny?

No

Has it or will it be considered by any other council committee, advisory panel, or other body?

This will also be considered by Coventry and Warwickshire Integrated Care Board, which part-funds the programme.

Will this report go to Council?

No

Report title: Adult Social Care Preventative Support Grants

1. Context (or background)

- 1.1. Preventative support and early intervention are effective ways of preventing escalation of need that can lead to poorer outcomes, loss of independence and reliance on more formal support from social care and health.
- 1.2. Providing preventative support is a key component of effective delivery of Adult Social Care as well as being enshrined in the Care Act 2014, which requires local authorities to take steps to contribute towards preventing or delaying the development by adults and carers of care and support needs and reduce the need for care and support of adults and carers. The NHS Long-Term Plan and Five Year Forward View emphasise the need for close working with the voluntary and third sector to deliver improved care and support and address the wider determinants of health and wellbeing.
- 1.3. The City Council has a long history of working with the voluntary and third sector to assist adults who require support from Adult Social Care. The most recent iteration of this was the introduction of a Preventative Support programme which, jointly funded with the Integrated Care Board (ICB), commenced in 2018 and awarded a series of five-year grants following a grant bidding process. Through the grant programme support has been successfully delivered to thousands of Coventry residents with a wide variety of needs across learning disabilities; mental health; sensory impairments; carers; people with dementia and their families; people who hoard; and older people. These arrangements are funded by both the City Council and the Coventry and Warwickshire Integrated Care Board via the Better Care Fund with current grants due to end on 31 March 2023.
- 1.4. Through the grant programme support has successfully been delivered to thousands of Coventry residents with grants providing the flexibility for organisations to adapt and change how they support people to achieve outcomes. Some of the different types of provision that is delivered through the grant programme includes one-to-one support to adults with learning disabilities, mental health, and sensory impairments; carers' assessment and support planning; support for people with dementia and their families; support for people who hoard; online and face-to-face courses to improve and understand mental health; and specialist advice and guidance.
- 1.5. Adult Social Care is an area of growing demand, and the grant programme provides an effective way of helping the City Council manage the demand for social care and support. Many people access voluntary sector organisations for support directly and through the grant programme these organisations are resourced to provide this support as opposed to directing people to the City Council. In addition, the City Council, through its Adult Social Care direct service, receives a number of contacts from people who do not meet the eligibility threshold for care and support. Through the grant programme we are able to refer people to voluntary sector organisations for support where required.
- 1.6. One of the benefits of grants is the flexibility for organisations to adapt their services and support provided based on the delivery of outcomes, however, a potential negative is that grants do not provide the City Council with the same ability to hold organisations to account for delivery of specific targets that would be the case through contracts. To ensure that the City Council achieves value for grant funding organisations are required to provide information on activity and evidence of how they are contributing to meeting peoples care and support needs and working to prevent the escalation of need.

- 1.7. Over the grant period organisations have demonstrated the ability to adapt to changing circumstances. The impact of the Covid-19 pandemic was the most profound where organisations quickly replaced what they planned to do with what they had to do to support vulnerable people within the city. Cost of living increases are also resulting in people looking to voluntary sector organisations for support including those funded through this grant programme.
- 1.8. It is recognised that the security of longer-term funding is important to voluntary and third sector organisations to enable them to plan services and attract other funding sources. However, due to an uncertain public sector and local government funding position and the need to understand the impact of the cost-of-living crisis plus the longer-term impact and opportunities for service change following the pandemic a two year grant period is considered appropriate.
- 1.9. In respect of the organisations currently funded through Preventative Grants a brief description of the support provided is summarised for each below:

1.10. **Age UK**

Age UK deliver advice and guidance and targeted interventions, with a focus on older people but open to all. They provide face-to-face support by appointment and telephone support and respond to approximately 6,000 calls for support each year. They also have a substantial outreach offer which prioritises those who do not have family or friends who are able to support them, for example with food shopping.

1.11. **Alzheimer's Society**

Alzheimer's Society provide two different grant funded services as follows:

- 1.12. Dementia Connect - Alzheimer's Society are an important part of the dementia support system and offer people with dementia and their carers support navigating through initial diagnosis through to end of life. They deliver a range of the support that is central to delivering the Coventry and Warwickshire Dementia Strategy.
- 1.13. Alzheimer's Society deliver support to people with dementia and their carers. This was initially through their Dementia Navigator service, which changed to Dementia Connect during the grant period. A number of referral sources contribute to the demands on the Alzheimer's Society including direct referrals from Coventry and Warwickshire Partnership Trust (CWPT) Memory Service at the point of diagnosis. The service supports around 400 people per year and co-delivers post-diagnosis groups with the Memory Service.
- 1.14. Carers' Information and Education – The CRISP (Carers' Information and Support Programme) project delivers several courses throughout the year to equip carers with the information and support they need when caring for someone with dementia, after which they can access a monthly support group. During the pandemic this moved to a virtual offer, which has remained popular despite the resumption of a face-to-face service, so both options are now available.

1.15. **Anjuman**

Anjuman provides 17 bedded supported accommodation to people with severe and enduring mental health issues, supporting them for up to two years and helping them transition to living independently in the community. Approximately half of residents move on within a year, and vacancies that arise are quickly filled. During the grant period so far, they have supported 151 people with housing related support, adding value by opening three additional supported living

and move on facilities. This is way in excess of the original expectation that the service supported at least 43 people during the grant period.

1.16. As well as severe and enduring mental health needs, more than half of people supported by the service have been helped with drug and alcohol addictions, and others with family conflict and homelessness. The service plays a particularly important role in delivering culturally and religiously sensitive services to people from diverse communities with 43% of service users being from non-White backgrounds.

1.17. **Birmingham Institute for the Deaf**

Birmingham Institute for the Deaf deliver one-to-one support and advice to people with vision and/or hearing loss to help them remain independent. Regular one-to-one support is currently delivered to 28 people, supporting them with issues such as housing and accessing services. The service both supports and employs people with sensory impairments.

1.18. **Heart of England Carers Trust**

Heart of England Carers' Trust provide two different grant funded services as follows:

1.19. Carers' Wellbeing Service - Heart of England Carers Trust deliver the Carers' Wellbeing Service. The service is well received and valued by carers and professionals and offers support for family carers with information, advice and guidance, group activities, training for carers, emergency response support and short breaks provision. The service also undertakes the completion of Carers Assessments on behalf of the City Council. The service plays an identifiable role in prevention and reducing the need for carers to contact adult social care.

1.20. In September 2020, additional time limited funding was granted to the Carers Trust to help respond to the significant pressures in relation to carers, this included the running of a Virtual Day Opportunities, the provision of Direct Payment support, the delivery of Grief and Loss support and targeted support for social isolation. Due to the success of this project the core aspects continued into 2022/23, including Carers Direct Payments, Carers Employment Worker and the Grief and Loss emotional support.

1.21. Primary Care Support – This service seeks to embed carer-friendly practices into GP surgeries, supporting the identification of carers, promoting carer support and helping Primary Care Networks embed Carer Friendly Quality Markers that were introduced in 2018. This is a CQC requirement and part of the NHS long-term plan.

1.22. **Enabling Spaces**

Enabling Spaces deliver specialist support and intervention to people with issues around compulsive hoarding. The service works with people in complex situations which can take up to two years of intensive work to resolve. When the grant commenced it was anticipated that they would work with around 20 people per year. But to date over 70 people have received support with a waiting list of 30 people. Referrals are accepted from a number of sources including GPs and Children's Services.

1.23. **Hope Coventry**

Hope Coventry deliver the Good Neighbours project to deliver befriending and support to older people. This includes one to one befriending and a platform for small local community projects aimed at reducing isolation and nurturing local connections through publicised friendship groups. Support is provided to approximately 360 people per year.

1.24. **Grapevine**

Grapevine provide two different grant funded services as follows:

1.25. Healthy Communities Together (HCT). The HCT partnership is one of five nationally which is majority funded by The National Lottery Community Fund, with learning support from The King's Fund. It is made up of Coventry and Warwickshire Partnership NHS Trust, Coventry City Council's Public Health Department and Grapevine. The overall aim of the HCT is to provide insight into how the voluntary and statutory sectors can work in partnership and on a fairer basis in the future and to ensure the statutory sector supports a thriving and sustainable voluntary sector.

1.26. The funding supports a dedicated role to build community asset and resource as part of the wider programme. This will result in sustainable examples of action on health, led and owned by community groups and residents.

1.27. Help and Connect. Help and Connect service is provided to people with learning disabilities or autism who do not receive support from ASC. Support they provide includes health training, one-to-one work with people at risk of harm and abuse, supporting people into work, future planning, supporting people to make connections and friendships, and workshops on topics such as safety and relationships.

1.28. The service exceeds its target of 80-120 people accessing the service per year, with an average of 140 people receiving support. Since the start of the grant the service has directly supported 496 people with a learning disability and or autism. The service therefore plays an important role in diverting people from Adult Social Care.

1.29. **Involve**

Involve are a small organisation that have been successful in developing a grassroots service which adapts to meet changing needs. They offer a valuable service which empowers people with a range of mental health conditions to develop solutions that suit them. The service is particularly valuable for people who struggle to access other mental health services, and one user reported that the personalised, less formal approach offered by the service had recently diverted him from suicide, while others reported a reduction in hospital admissions due to support they receive from the group.

1.30. The service operates a virtual offer alongside a face-to-face service. The service is particularly valuable as a smaller, more personalised offer for those who prefer this.

1.31. Involve have used the City Council grant to attract additional grants to meet identified needs, attracting funding for projects such as gym and swim, computer access, visits to inpatient units, walking groups and projects on minimising energy use at home and food poverty for families.

1.32. **Mind**

Mind 'Wellbeing for Coventry' deliver community-based preventative support for people with a wide range of established and emerging mental health needs. The service is delivered by Coventry and Warwickshire MIND in partnership with Tamarind and Sahil with the aim of being able to reach and support diverse communities through a model that includes a recovery academy, wellbeing hubs and limited-term one-to-one interventions.

1.33. In 2021/22, the service supported 272 people with targeted one-to-one support, Pathfinder supported 208 people with specific difficulties they were experiencing, 251 people attended 59 Recovery Academy courses, and 9,543 visits were made to the Wellbeing Hubs.

1.34. The service offers both a telephone/virtual support model as a primarily face-to-face contact-based service. Overall satisfaction with all the services is high with 94% of service users reporting that the service improved their mental health, wellbeing and independence and 82%

reporting that they felt more safe and secure in the community. In a survey of 350 people using the service, 46 stated that they would have attended A&E had the support not been there.

1.35. Moat House Community Trust

Moat House Community Trust are match funded by Sowe Valley Primary Care Network, to deliver the Community Navigator project. This identifies vulnerable and isolated members of the community and connects them with people and organisations that can help reduce isolation and improving their wellbeing. The service aims to grow the capability of individuals and communities to reduce the need for social care and health services.

1.36. During 2022 the Community Navigator role has been proactively reaching, re-connecting and encouraging (often reluctant) residents to re-engage in activities and events. The service aims to support 200 people per year.

1.37. Trident Reach

Trident Reach deliver housing related support to people with a learning disability. The expectation was that the service supported 60 people per year, but numbers have been lower due to needs of service users being more complex than anticipated with 17 service users staying longer than the planned 24 months. However, the service performs well against the strategic outcomes of improving wellbeing health and independence and provides an important support service meeting a group of service users who, if not supported, would access ASC or be at increased risk of losing their tenancy.

2. Options considered and recommended proposal

2.1. Option 1: Recommended option – Issue further grants for up to two years to 31 March 2025.

It is recommended that grants totalling £5,406,000 be awarded to voluntary sector organisations for a period of up to two years to 31 March 2025, for similar purposes to existing grants detailed in this paper. This would be following a short bidding process to minimise instability for Coventry's voluntary and third sector and the impact on citizens. A two-year grant enables the City Council to better understand its ongoing resource position plus how the voluntary sector can best be supported by the City Council to support vulnerable adults and older people within the city.

Over this grant period a mechanism for ensuring continued value for City Council resources and the delivery of positive outcomes would be established which may include a combination of both grants and contracts.

2.2. Option 2: Not Recommended - Not renewing the grants. Whilst this would create a saving for the Council initially, the impact would be significant on many of the more vulnerable members of our community. Additionally, ceasing to provide these services would increase pressure on social care and health services, with people coming to services later and in greater need. It is therefore recommended that we continue to fund these services.

2.3. Option 3: Not Recommended - Awarding grants for five years. This would ensure continuity and stability of services, and a longer grant period is more resource-effective for the Council. Grants allow for changes to models throughout the period, which would enable services to meet changing needs to a degree. However, given the current financial position, renewing the grant programme for such a long period is not recommended as it may be possible to identify savings, or this level of investment may not be possible to sustain for the next five years.

- 2.4. **Option 4: Not Recommended - Tender for services.** Undertaking a tender for services would enable the market to be tested to determine what alternatives for supply were available and as an end product would result in organisations being on clear contractual arrangements where they were accountable for delivery. Although some of the services provided through the grants could be delivered through establishing a contract there would be significant instability and uncertainty in the meantime which is not advisable at present.

3. Results of consultation undertaken

- 3.1. Grant recipients were involved in an engagement exercise on the future of the grant which took place on 8th September 2022. Providers expressed continuing need for their services and a desire to continue providing them. A five-year grant would be preferred to provide stability for services. Individual conversations have also been held with each organisation.
- 3.2. Referrers within the Council have also been consulted about how they use the services and any impacts of ceasing to provide the service. This has been reflected in the impact assessment.
- 3.3. Should the recommended option be approved then over the two-year grant period consultation will continue to take place with service users and interested members of the public via surveys and focus groups.

4. Timetable for implementing this decision

- 4.1. Should the additional two years of grant funding be approved, a short bidding process will be offered to the market, with a view to commencing new arrangements from April 2023.
- 4.2. The two-year grant period will be used to design a longer-term service model within available funding and implement this through a further series of grants and/or contracts as appropriate.

5. Comments from Chief Operating Officer (Section 151 Officer) and Chief Legal Officer

5.1. Financial Implications

It is proposed that Cabinet approves grants in the sum of £5.406m (£2.703m per annum) to voluntary sector providers over a period of up to two years. This is funded from a mixture of funding across the Council and Coventry and Warwickshire ICB at £1.747m and £0.805m per annum respectively, alongside £0.151m per annum of iBCF grant.

5.2. Legal Implications

The Care Act 2014 makes 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 wellbeing*".

The Act also introduced a specific requirement for local authorities to focus on the prevention, reduction, or delay in development by adults in its areas of needs for care and support, and by carers in its needs for support. The local authority has considerable discretion in how it chooses to meet its 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 grant funding will follow a bidding process to enable voluntary sector organisations to bid for the grant funding which their organisation requires and demonstrates why they require the amount being requested. As the Council is following such a process this is compliant with the Subsidy Control Act 2022.

6. Other implications

6.1. How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)?

Continuing to offer the community-based Preventative Support Grant programme will make a positive contribution to the delivery of the Council's priorities, particularly in relation to citizens living longer, healthier, independent lives; supporting improved health and wellbeing; and reducing health inequalities.

6.2. How is risk being managed?

There is a risk that grants coming to an end will mean provision is destabilised during a critical period in the cost-of-living crisis and continued Covid-recovery for our most vulnerable residents. This risk will be mitigated by using a short bidding process for similar services, meaning if the provider changes, service users will be able to access a similar service, minimising disruption.

As requirements for a grant cannot be as prescriptive as a contract awarded through a formal tender process, providers will not be contractually obliged to deliver the service. Should any provider not deliver the grant outcomes required the council would have the option to remove or reduce the grant. A regular review process will be followed to support organisations in meeting objectives. There will also be a notice period within the grant should either party wish to withdraw.

Should the support to the voluntary and third sector cease or reduce as a result of ending the grant programme the demand into the City Council would further increase. There is a risk that some services may not be bid for, as a two-year grant may be unattractive for organisations. The risk will be mitigated through market stimulation and offering a short, simple bidding process to reduce the burden on the voluntary and third sector.

6.3. What is the impact on the organisation?

None.

6.4. Equalities / EIA?

Grants awarded under this programme support people with a range of protected characteristics. An analysis of equality impacts has been completed to understand the impact that continuing, and removing, services would have. Our recommended option would have a positive impact on groups such as older people, those with learning disabilities, sensory impairments and mental health conditions, and carers by ensuring services remained available to offer them support. The EIA is attached at Appendix One.

6.5. Implications for (or impact on) climate change and the environment?

None.

6.6. Implications for partner organisations?

The Preventative Support Grant programme is specifically concerned with the voluntary and community sector in Coventry. The funding is jointly provided by the Council and Coventry and Warwickshire Integrated Commissioning Board, continuing integration between the organisations.

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