

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1. Meeting:	The Cabinet
2. Date:	6th February 2013
3. Title:	Supporting People Programme – Proposed Governance Arrangements
4. Directorate:	Neighbourhoods and Adult Services

5. Summary

- 5.1 The purpose of this report is to agree an approach to the future governance and management of the Supporting People (SP) Programme.
- 5.2 In 2003 governance arrangements were developed based on best practice at that time, recommended by the then Communities and Local Government (CLG). The structures ensured that all key partners across housing related support provision were represented at either a strategic, operational or provider level, with a service user group sitting underneath. The funding was ring-fenced and formally managed by the Supporting People Commissioning Body. This Body was supported by the SP team: and informed by a Core Strategy Group, Provider Forum, and Inclusive/Customer Forum.
- 5.3 The SP team now sits within the Strategic Commissioning Team of the Commissioning, Policy and Performance (CPP) function in the Resources Directorate.
- 5.4 The SP grant is now unringfenced and sits within the wider formula grant to the Council, held within the allocation to Neighbourhoods and Adult Services; there is a need to review current decision-making and governance arrangements to ensure that they remain fit for purpose.

6. Recommendations

- 6.1 **That Cabinet approves the recommendation outlined in Section 9 – Proposed Arrangements.**

7. Background

7.1 The Supporting People (SP) Programme was launched on 1st April 2003; this brought together a number of housing related funding streams across housing, health and probation. The main aim of the programme was to help end social exclusion and to enable vulnerable people to maintain or to achieve independence through the provision of housing-related support.

7.2 The SP programme is commissioned mainly from the VCS and supports vulnerable people, the majority of which do not meet the Council's eligibility criteria for access to social care services, across the following client groups (not exclusively):

- People who have been homeless or a rough sleeper
- Ex-offenders and people at risk of offending and imprisonment
- People with a physical or sensory disability
- People at risk of domestic violence
- People with alcohol and drug problems
- Teenage parents
- Elderly people
- Young people at risk
- People with HIV and AIDS
- People with learning difficulties
- Homeless families with support needs.

7.3 The then Communities and Local Government (CLG) government department provided guidance on the governance arrangements to be in place to support effective delivery of the Programme across all partnerships with the Council as the administering authority. This included the development of a formal Commissioning Body, Core Strategy Group, Provider Forum, and a Service User Group (all groups met on a quarterly basis). It also provided an SP Administration Grant to establish a team to deliver the programme.

7.4 The SP Commissioning Group was established under the terms and conditions of a Memorandum of Understanding (MOU) between the Council, Health, and Probation in 2003.

The MOU detailed the Commissioning Group's responsibilities:

- Agreeing a Supporting People Strategy and annual plan in line with CLG guidelines
- Considering any significant proposal to the approved supporting people strategy and annual plan
- Taking appropriate action to give effect to the Supporting People Strategy
- Establishing a programme of project reviews in accordance with CLG guidance
- Reaching a view on the outcome of project reviews including:
 - the need for an action plan to address weaknesses in services
 - the need for an alternative provider to be commissioned
 - the need to remodel services

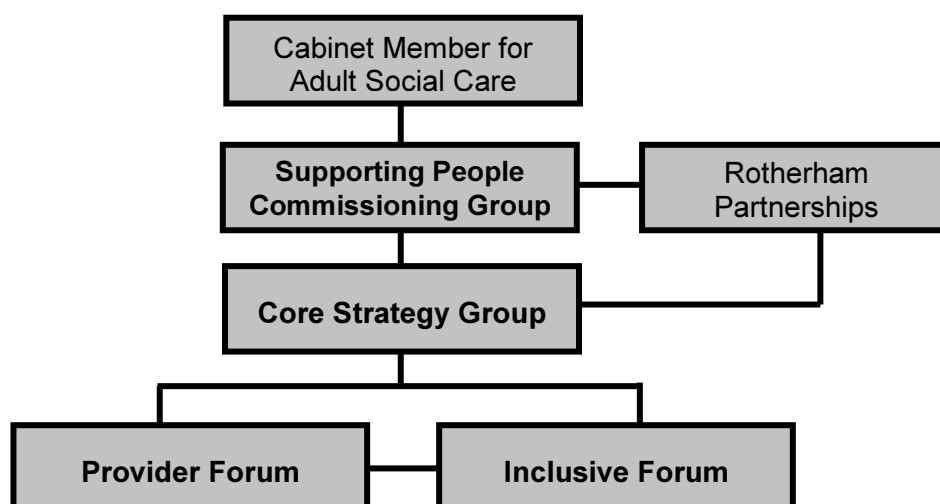
- the need to decommission a service
- the length of any new contract to be offered up to a maximum of 5 years
- Making recommendations to the Council on tendering and commissioning of new services as appropriate using a fair and open system of project appraisal and approval.

Since 2009/10 when the ring-fencing arrangement ceased, SP funding has been included in the NAS budget allocation. As a consequence the Commissioning Group has referred all major commissioning decisions to the Cabinet Member for Adult Social Care for formal approval and direction.

7.5 In Spring 2010, the SP Administration Grant was removed from the Council's SP allocation. SP Programme administration is currently delivered by a combination of top-slicing of the SP main programme budget, and through the established Commissioning team.

8. Current Governance Arrangements

8.1 Diagram 1



Current SP Commissioning Group Attendance:

- Cabinet Member for Safe and Attractive Neighbourhoods (Chair)
- Cabinet Members for Adult Social Care, and Safeguarding and Developing Learning Opportunities; invited as required
- Rotherham CCG – Assistant Chief Operating Officer
- Rotherham Probation
- RMBC Children and Young People's Services - Director
- RMBC Commissioning – Strategic Manager

(See 7.4 for main aims of SP Commissioning Group)

Core Strategy Group Membership

- Offender/Substance Misuse PCT
- RMBC Neighbourhoods Asylum team (NAS)
- RMBC Domestic Abuse Co-ordinator (NAS)
- RMBC Strategic Commissioning Manager (Resources)
- RMBC Operational manager prevention and early intervention team (CYPS)
- NHS/RMBC Joint Commissioning
- RMBC Neighbourhoods - Key Choices (NAS)
- Provider Representative
- YOS team (CYPS)
- RMBC Learning Disabilities (NAS)
- NHS Teen parents/sexual health
- RMBC Physical and Sensory Impairment team (NAS)
- SY Probation

Provider Forum Membership

All existing contracted SP providers.

Inclusive Forum Membership

All customers and carers (past and present) of contracted SP services.

8.2 There have been a number of changes to the SP programme, including the funding arrangements, since 2009-10 (when the funds were first unringfenced). It is an appropriate time to reassess the governance arrangements and establish a more appropriate structure that fits with the council's wider decision making arrangements.

9. **Proposed Arrangements**

9.1 Governance

It is recommended that the SP Commissioning Group and Core Strategy Group are amalgamated to form a 'Supporting People Programme Strategic Group'. This group would serve as an expert/advisory group to shape and support the recommendations relating to the effective delivery of the programme, and take on some of the functions of the Commissioning Group described in paragraph 8.

At an operational level the SP team would continue to work in collaboration with the previous members of the Core Strategy Group and other appropriate key partners to gain advice/information on the needs of specific client groups, gaps in provision, emerging concerns, and policy and practice issues as required.

This group would meet on a quarterly basis; the Provider Forum and Inclusive Forum would remain unchanged and also meet on a quarterly basis.

Under the new arrangements a full report on a yearly basis would be tabled at full cabinet meetings to ratify the Supporting People annual plan for the year ahead including the funding allocation from the Formula Grant.

All other decisions/proposals for agreement would go to the Cabinet Member for Adult Social Care. However, Cabinet Members would have access to any reports/proposals to be tabled and could choose to make comment or attend this meeting.

9.2 Strategic Group Responsibilities

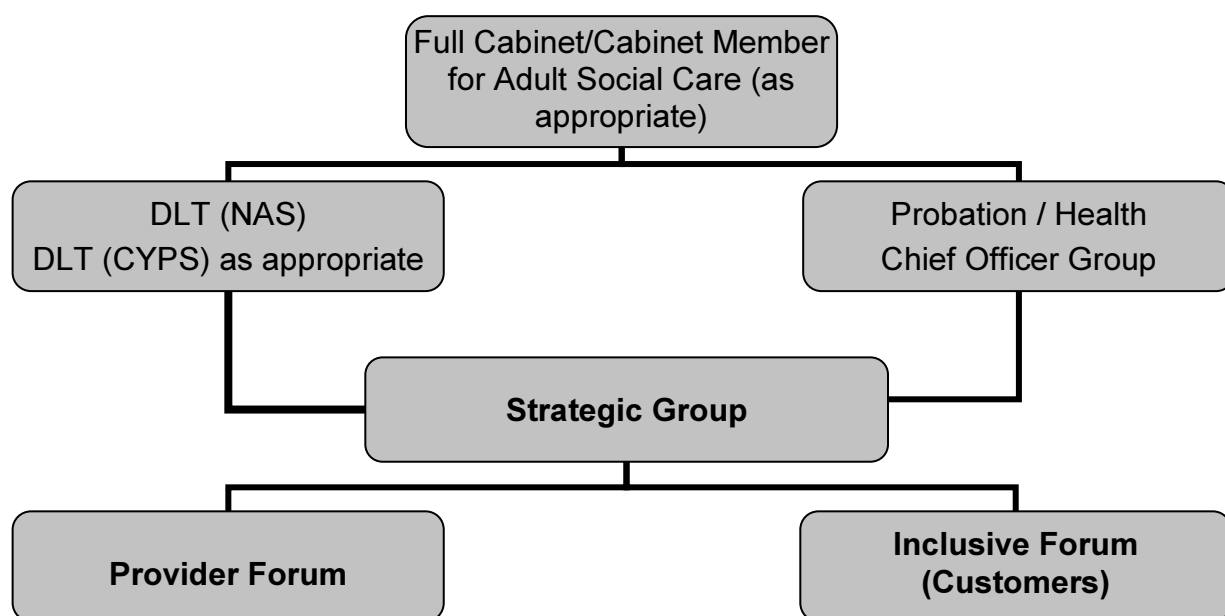
The new Strategic Group would be responsible for;

- Supporting the development of the Supporting People Strategy and annual plan in line with CLG guidelines (for agreement at full Cabinet)
- Considering and make recommendations for any significant proposal to the approved supporting people strategy and annual plan throughout the year
- Taking appropriate action to give effect to the Supporting People Strategy
- Establishing a programme of project reviews in accordance with CLG guidance
- Reaching a view on the outcome of project reviews including:
 - the need for an action plan to address weaknesses in services
 - the need for an alternative provider to be commissioned
 - the need to remodel services
 - the need to decommission a service
 - the length of any new contract to be offered up to a maximum of 5 years
- Making recommendations to the Council on tendering and commissioning of new services as appropriate using a fair and open system of project appraisal and approval.

Proposals emerging from the Strategic Group that require agreement/decision-making, would be taken through NAS DLT, CYPS DLT (where appropriate), and to the relevant partner Executive Meetings, for comment and amendment.

As stated in paragraph 9.1 any proposal requiring Cabinet Member consideration/decision would be directed through the appropriate formal Council Member processes. (*See Diagram 2 below*)

Diagram 2



As decisions will be made by Full Cabinet or at Cabinet Member Delegated Powers Meetings there is no requirement for Cabinet Members to attend the strategic group.

9.3 Strategic Group

The final membership should be agreed and regulated by NAS and CYPS DLT and by the Chief Officers of strategic partners.

There must be representative from the following areas to ensure a strategic approach to the management of the Supporting People Programme;

- Rotherham NHS
- South Yorkshire Probation
- RMBC Children and Young People's Services
- RMBC Housing
- RMBC Adult Social Care
- Rotherham Public Health
- RMBC Commissioning

A new TOR and protocol for attendance will be agreed at the first meeting, meetings will be held on a quarterly basis.

9.4 Supporting People Programme Management

Commissioning and Finance officers from the Resources Directorate will support the activity of the Strategic Group by;

- Leading the needs assessment exercise;
- Commissioning services and decommissioning;
- Managing the relationship with providers;
- Achieving efficiencies where mandated;

- Preparing detailed budget information.

10. Finance

- 10.1 The Formula Grant allocation for 2012-13 is £7.177M. The Strategic Director of NAS holds the SP Programme budget. It is proposed that the Strategic Director will retain responsibility for financial decision-making for the Programme, but will delegate operational administration of the Programme to the Strategic Group.

11. Risks and Uncertainties

- 11.1 The SITRA report Navigating the Maze, July 2010 examined various emerging governance arrangements across the Midlands and indicated that where there was a more generic decision-making structure in place the following issues tended to occur;

- The customers voice was getting further away from the decision making process.
- There was a loss of experience and dilution of the partnership approach.

The Strategic Group will be mandated through its TOR to demonstrate that these risks are managed effectively and that the arrangements add value to a programme which performs well and delivers significantly against the Rotherham H&WB Strategy and the Council's prevention priorities.

- 11.2 An Equality Analysis has been completed.

12. Policy and Performance Agenda Implications

- 12.1 SP delivers on the following Performance Indicators (ex- NI 141 and 142) for the NAS Service Plan 2011/12:
- Percentage of vulnerable people moving on in a planned way to independence
 - Percentage of vulnerable people supported to maintain their independence
- 12.2 The SP programme contributes to the Corporate Plan:
- Making sure no community is left behind
 - Ensuring care and protection are available for those people who need it the most
 - Helping to create safe and healthy communities.
- 12.3 The Programme is aligned with the Corporate Plan and with the preventative strategies of the Council and its strategic partners, and contributes to priorities across all council areas.
- 12.4 The SP team have completed an Equality Analysis relating to this proposal which can be obtained on request.

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