

## REVIEW OF HOUSING-RELATED SUPPORT

# FREQUENTLY ASKED QUESTIONS

### What was the review about?

The review was commissioned by the Deputy Minister for Housing and Regeneration at the end of 2009 and carried out by an independent team led by Prof. Sir Mansel Aylward CB. The report was accepted by the Deputy Minister for Housing and Regeneration (DM) towards the end of 2010.

Prof Aylward was tasked with making recommendations as to how the SP programme could be improved to ensure it:

- Achieves the development and delivery of high quality, flexible and person centred services
- Maximises the ability to meet the needs of the widest range of people with support needs, including the needs of statutory and non statutory groups, and those of a complex nature
- Maximises value for money, as well as ensuring that the maximum level of resources is directed into service delivery
- Achieves appropriate, fair and transparent planning, procurement and commissioning policies, processes and practices
- Identifies clear and appropriate roles for stakeholders – WAG, Local Government and Service Providers
- Joins up with other relevant policy areas at citizen, regulatory and policy levels
- Delivers practical recommendations for resolving issues raised

The recommendations from the review team which they developed to deliver the above are set out in full in the annex to this document. Information is also provided on which workstream is taking forward each recommendation as well as details of the workstream membership.

### What was the role of the Advisory group?

An Advisory group made up of representatives from key stakeholders was established at an early stage to agree the terms of reference for the review. During the course of the review this group met regularly with the review team. The group consisted of the following representatives:

- Chris O'Meara Deputy Ministers special adviser
- Kath Palmer Welsh Assembly Government



## What happens if the workstreams can't agree how to take forward a particular recommendation?

The DM made it clear that she wanted the stakeholder representatives on the groups to work together to take forward the recommendations. With the right approach, it should be possible for the workstream members to reach a consensus on how best to move forward. In the unlikely event that a particular workstream cannot reach agreement, the matter will be considered by the SP Steering Board and the Housing Programme Board and the final decision lies with the responsible Assembly Minister.

## Won't it be difficult to take forward some individual recommendations without it having a knock on effect on others?

It's absolutely imperative that the three workstreams work together to make sure the new way of working is an improvement and negative unintended consequences are avoided. This is why the original Advisory Group set up to help with the review process will continue to oversee implementation and has been broadened out to include the chairs of each workstream to ensure their work dovetails together. Also, while the workstreams are operating, they will feed into the Housing Programme Board via the SP Steering Board. It is hoped that this structure will provide the necessary check and balance for the Minister to be confident that the way forward being proposed has been fully considered before being signed off.

## Some of the recommendations are quite broad and others are very specific - how will the workstreams manage that?

Where there is a particular recommendation that needs specialists to develop it, the chair of the workstream that this sits under will set up a sub-group to take it forward and report to the group. This may well be the best way forward for instance in relation to the recommendation that has most bearing on sheltered housing.

The broad recommendations are the ones where the workstreams will need to work closely together as described above and where the SP Steering Board and Housing Programme Board will have a key role in ensuring that any new arrangements will work.

## I've heard people say implementation will take an Essex style approach - what does that mean?

"The Essex Review" was an independent review of the provision of affordable housing in Wales led by Sue Essex and commissioned by the DM. After the report was accepted by the DM, workstreams were set up with stakeholders from across housing and related sectors who worked together to take forward the recommendations. This collaborative approach where people from the sector worked with WAG officials to develop the recommendations has become known as "The Essex approach" and it is this style of policy making that is being used to take forward the review of housing-related support.

I'm worried that re-distribution and tariffs ending for SPRG is going to destabilise services at a time when we're under increased pressure a more demand for services and less money in the system because of the economic and public spending situation.

The UK public funding situation and the possible impact of welfare reform changes are creating a very difficult situation for everyone and it's understandable that people are nervous about the future.

WAG and the SP Steering Board are very much aware that the last thing that should happen is that taking forward the review will add further pressures or destabilise services at this difficult time and the implementation of any changes will take this into account.

It's also important though that, because of the challenges Wales is facing, we ensure the sector is able to contribute the maximum it can to helping vulnerable people get through the difficult times ahead. We need, as a sector, to all take this opportunity to build positive, collaborative relationships and structures which are most likely to provide the context within which better services can be delivered. This approach gives all of us an opportunity to shape the future for the better and we need to take that opportunity.

## How can I help?

Each stakeholder representative organisation contacted its members regarding taking part in a workstream or being on a virtual group that reviews papers from the workstreams. Each representative body and WAG is also committed to keeping stakeholders regularly updated on developments through joint meetings where appropriate and through their other usual

communication channels. Regular updates will be sent out via email and if you feel concerned about anything you receive or hear, or if you have ideas to input, the best way to respond is by contacting your representative body or the chair of the workstream that is taking forward the relevant recommendation.

Produced by the SP Steering Board

April 2011

## Annex One – Recommendations and Workstreams

### There are three workstreams:

- Quality services
- Financing housing-related support
- Governance/regulation

### Workstream 1: Quality Services

- Chaired by Liz Slade, SYSHP and facilitated by Cymorth
- Vice chair: Rhian Stone, Solas

### Members:

- Kath Palmer, WAG
- Simon Prothero, WAG
- Clara Hunt, WAG
- Karin Phillips, WAG
- Carol Mooney, WAG
- Steve Milsom, WAG
- Alun Nutt, Cartrefi Cymru
- Angelina Rodrigues, BAWSO
- Hugh Irwin, Linc
- Kieran Towler, UWHA
- Serena Jones, Gwalia
- Jane Pagler (deputy), CHC
- Rob Loudon, Wrexham CBC
- Matthew Richards, Ceredigion, CBC
- Sam Harry (Deputy), Cardiff CC
- Chris Price, WLGA
- Sue Finch, WLGA
- Sian Price, Public Health Wales

### Recommendations being taken forward by this workstream:

5. It is recommended that the collaborative arrangement would be best placed for developing short, medium and long-term service planning that is more effective and unified. A culture could thereby be engendered to ensure that leadership and engagement are encouraged, that the voice of the citizen is heard and that allocated funds are used solely to meet the needs of those people for whom the Supporting People Programme is intended to support.

15. It is recommended that the task and finish group which is undertaking the work on outcomes should continue to be led by Supporting People Information Network (SPIN). The work of the group would benefit from statistical / data and health intelligence advice from organisations such as the Public Health Wales Observatory and appropriate database providers.

16. Work towards the realisation of a comprehensive database to inform the selection and evaluation of appropriate tangible outcomes across a wide range of existing and future interventions should be taken forward with a degree of urgency. In the short term it is recommended that a national implementation group is convened to deliver in a short time-frame (preferably April 2011) the gathering of pertinent data to serve as a baseline and to derive a small set of well-defined outcome measures applicable to interventions that are currently assessed by process output. Over a period of 2-3 years this work should continue to refine and enlarge the database and document evaluated outcomes with the aim of introducing a national web-based resource to facilitate more robust planning, commissioning, outcome assessment and cost-effectiveness.

17. It is recommended that the best available evidence is used in planning and that the literature review *Supporting People programmes across the UK* at appendix 3 be widely disseminated as a reference document to inform the planning process

18. It is recommended that in the current economic climate priority is given to funding the Supporting People Programme for which the evidence of its effectiveness is strong, and value for money has been demonstrated. Further work is necessary to establish more exact measures of cost-effectiveness for which an outcomes-based framework is an essential pre-requisite.

19. It is recommended that the eligibility criteria for older people receiving Supporting People funds should be based on need rather than age or tenure.

24. It is recommended that the Welsh Assembly Government takes advantage of the current work and enthusiasm for an outcomes-based framework to introduce A National Framework for data collection, the elements of which are discussed in this report.

25. A greater role for public health in commissioning decisions is recommended. Health and healthcare intelligence from a population perspective would be brought by expert advice from public health to commissioning decisions. This would also facilitate the introduction of a required element of academic rigour and the more robust evaluation of outcomes.

## **Workstream 2: Financing Housing related support**

- Chaired by Brian Pickett, WAG and facilitated by WAG
- Deputy Chair: Mark Sheridan, Taff Housing

### **Members:**

- Kath Palmer, WAG
- Simon Prothero, WAG
- Clara Hunt, WAG
- Rob Hay, WAG
- Geoff Petty, WAG
- Ciaran Humphries, PHW
- Mark Lewis, Gwalia
- Cathy Davies, Hafan Cymru

- Ceri Meloy, Dimensions
- Shelagh Iles, Rhondda HA
- Barry Gallagher, Drive
- Sam Austin, Llamau
- Rachel Evans, Swansea CC
- Elke Winton, Torfaen CC
- Katie Davies (deputy), Flintshire CC
- Chris Price, WLGA
- Venessa Phillips, WLGA
- Jane Pagler (deputy)

**Recommendations being taken forward by this workstream:**

1. The current funding streams require urgent revision. The Supporting People Grant (SPG) and the Supporting People Revenue Grant (SPRG) should be brought together to constitute a single, unified Supporting People Programme Grant (SPPG).

2. It is recommended that the SPPG is allocated to Local Authorities outside the Revenue Support Grant (RSG), ring-fenced and used solely to fund support-services, projects and programmes to meet the needs of disadvantaged and vulnerable people within the context of the Supporting People Programme for whom that programme is intended to support. Arrangements analogous to “Indicator Based Assessments” should be explored to establish robust mechanisms for this allocation of the SPPG.

8. The current formula for distribution of the Supporting People Grant to Local Authorities is in need of urgent adjustment. The existing distribution is very largely provision-based and should move to a distribution based on needs which is more equitable at a local population level.

9. As a first step it is recommended that serious consideration be given to the introduction of a distribution formula in which the weighting reflects a small number of items which are robust, transparent and include appropriate adjustments for measures of deprivation or its component parts. The sources of data for the proposed formula should be readily retrievable.

10. It is recommended that careful consideration should be given to the following geographically based measures and their weighted contribution to the allocation (per cent), to constitute a new formula for distribution in the short term:

- Welsh Index of Multiple Deprivation [20%]
- Social Fragmentation Index [20%]
- Number of people in receipt of at least the middle rate of the care component of Disability Living Allowance [10%]
- Age structure of the population (the proportion of older people living alone) [20%]
- Local measures of homeless people [30%]

11. It is strongly recommended that the introduction of a new formula for distribution whether or not based on that proposed in the recommendation (10) above, should take careful account of transition effects which could have significant net negative impacts

consequent to abrupt changes in the levels of funding to individual local authorities. A phased and tapered approach is strongly advocated.

12. The introduction of a distribution formula to address inequities in current grant distribution in the short term should move over a period of three to five years for the phasing-in of a more robust and evidence-based distribution formula which more accurately defines the levels of resources required to address more soundly the support needed by, and provided to constituent local populations.

13. It is recommended that a needs-based formula that is proposed for the disbursement of funds in the Supporting People Programme may also have wider currency and be utilised for other expenditure allocation decisions from within the Welsh Assembly Government and indeed Local Authorities where weighting for degrees of deprivation at the local population level are pertinent.

20. It is recommended that the tariff system should no longer be used.

### **Workstream Three: Governance/Regulation**

- Chaired by Naomi Alleyne, WLGA and facilitated by WLGA
- Deputy chair: Christine Evans, UWHA

#### **Members:**

- Kath Palmer, WAG
- Simon Prothero, WAG
- Clara Hunt, WAG
- Caroline Humphries, independent
- Kevin Hughes, Pennaf
- Frances Beecher, Llamau
- Tim Paddock, The Huggard
- Adrian Roper, Cartrefi Cymru
- Ewan Hilton, Gofal
- Ruth Evans, Carmarthenshire CC
- Jenny Elliott, Denbighshire CC
- Malcolm Topping (deputy),  
Caerphilly
- Chris Price, WLGA
- Julie Caffel, Public Health Wales
- Cery Evans, WAG
- Amanda Oliver (deputy), CHC

#### **Recommendations being taken forward by this workstream:**

3. Administration of the allocated portion of the SPPG to each Local Authority should be undertaken by a collaborative, multi-sectorial committee duly constituted to include representatives of the Local Authority, housing related services, probation service, providers of supporting people services, public health, Local Health Board and independent members. The overriding purpose of the committee shall be a collaborative approach to the administration, commissioning, procurement, quality assurance, local regulation and oversight of services, projects and programmes with an abiding

emphasis on co-design and co-production and the securing of tangible outcomes, their assessment and evaluation.

4. It is recommended that this collaborative arrangement could well form a subcommittee of the relevant Local Service Board.

6. It is strongly recommended that Local Collaborative Committees lodged in Local Service Boards are an interim measure towards the aim of developing further arrangements to set up across Local Authority boundaries single geographically determined collaborative committees. These would subsume the administration roles of the constituent Local Authority collaborative committees located in Local Service Boards.

7. It is recommended that the Welsh Assembly Government supports the cross boundary working that already exists in Wales and encourages the development of further cross boundary working throughout Wales.

14. It is recommended that the Deputy Minister for Housing and Regeneration considers the establishment of a Supporting People National Advisory Board (SPNAB) which would be chaired by the Deputy Minister to provide her with advice and information. The SPNAB would be responsible for providing independent advice to assist the Deputy Minister in discharging her functions and meeting her accountabilities for the execution and performance of the Supporting People Programme in Wales. Consideration should be given by the Deputy Minister to the proposals set out in Appendix 6 to this report on the objectives, constitution, functions, arrangements and relationships for the suggested National Advisory Board. The SPNAB could also serve to advise the Deputy Minister when she might consider using powers enshrined in the Legislative Competence Order (LCO) to address matters which may well arise in strengthening administrative and other elements of the Supporting People Programme.

21. It is recommended that the Supporting People Programme should be brought into the new Housing Association regulatory framework.

22. There should be a national accreditation process for all providers with fast track entry for current accredited providers. Furthermore there should be consistent performance monitoring throughout the Programme but this should be light-touch with an emphasis on outcomes. Inspections should be multi-disciplinary and undertaken at three year intervals unless triggered earlier.

23. It is recommended that national guidance should be given to Local Authorities regarding inspections. Preferably, the national guidance should be informed by, and developed with, those people who are currently tasked with the undertaking of inspections of Accredited Support Providers.