



SUPPORTING PEOPLE ADVISORY PANEL

**WEDNESDAY 22 APRIL 2009
6.00 PM**

PANEL AGENDA (ADVISORY)

**COMMITTEE ROOM 6,
HARROW CIVIC CENTRE**

MEMBERSHIP (Quorum 3)

Chairman: Councillor Eric Silver

Councillors:

**Jean Lammiman
Barry Macleod-Cullinane**

**Mrs Margaret Davine
David Gawn (VC)**

Reserve Members:

**1. Mrs Myra Michael
2. Jeremy Zeid
3. Mrs Vina Mithani**

**1. Krishna James
2. Nizam Ismail
3. -**

**Issued by the Democratic Services Section,
Legal and Governance Services Department**

**Contact: Lysandra Dwyer, Democratic Services Officer
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***NOTE FOR THOSE ATTENDING THE MEETING:
IF YOU WISH TO DISPOSE OF THIS AGENDA, PLEASE LEAVE IT BEHIND AFTER THE MEETING.
IT WILL BE COLLECTED FOR RECYCLING.***

HARROW COUNCIL

SUPPORTING PEOPLE ADVISORY PANEL

WEDNESDAY 22 APRIL 2009

AGENDA - PART I

1. **Attendance by Reserve Members:**

To note the attendance at this meeting of any duly appointed Reserve Members.

Reserve Members may attend meetings:-

- (i) to take the place of an ordinary Member for whom they are a reserve;
- (ii) where the ordinary Member will be absent for the whole of the meeting; and
- (iii) the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
- (iv) if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

2. **Declarations of Interest:**

To receive declarations of personal or prejudicial interests, arising from business to be transacted at this meeting, from:

- (a) all Members of the Committee, Sub Committee, Panel or Forum;
- (b) all other Members present in any part of the room or chamber.

Enc. 3. **Minutes:** (Pages 1 - 4)

That the minutes of the meeting held on 14 January 2009 be taken as read and signed as a correct record.

4. **Public Questions:**

To receive questions (if any) from local residents or organisations under the provisions of Advisory Panel and Consultative Forum Procedure Rule 16 (Part 4E of the Constitution).

5. **Petitions:**

To receive petitions (if any) submitted by members of the public/Councillors under the provisions of Advisory Panel and Consultative Forum Procedure Rule 14 (Part 4E of the Constitution).

6. **Deputations:**

To receive deputations (if any) under the provisions of Advisory Panel and Consultative Forum Procedure Rule 15 (Part 4E of the Constitution).

Enc. 7. **The Supporting People Programme Update:** (Pages 5 - 16)

Information Report of the Corporate Director of Adults and Housing.

8. **Date of Next Meeting:**
To be agreed.

AGENDA - PART II - NIL

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SUPPORTING PEOPLE ADVISORY PANEL**14 JANUARY 2009**

Chairman: * Councillor Eric Silver

Councillors: Mrs Margaret Davine
* David Gawn* Jean Lammiman
Barry Macleod-Cullinane

* Denotes Member present

PART I - RECOMMENDATIONS - NIL**PART II - MINUTES**92. **Attendance by Reserve Members:****RESOLVED:** To note the attendance of the following duly appointed Reserve Members:Ordinary MemberReserve Member

Councillor Margaret Davine

Councillor Krishna James

93. **Declarations of Interest:****RESOLVED:** To note that the following interests were declared:Agenda ItemMemberNature of Interest

7. Supporting People Programme Update	Councillor Krishna James	Councillor Krishna James declared a personal interest in that she would be receiving social care for the future. Councillor James remained in the room and took part in the discussion on this item.
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94. **Minutes:****RESOLVED:** That the minutes of the meeting held on 24 September 2008, be taken as read and signed as a correct record.95. **Public Questions, Petitions, Deputations:****RESOLVED:** To note that no public questions, petitions or deputations were received at this meeting under the provisions of Advisory Panel and Consultative Forum Procedure Rule 16, 14 and 15 respectively (Part 4E of the Constitution).96. **The Supporting People Programme Update:**

An officer provided the Panel with an update on the key developments within the Supporting People (SP) programme since the last meeting of the Panel on 24 September 2008.

In response to a number of queries raised by Members, the Panel were advised that:

- The meeting of West London Domestic Violence Project Board on Wednesday 14 January 2009 would finalise details of the framework agreement to procure Domestic Violence (DV) services across West London;
- Results of the Individual Budgets Evaluation Network (IBSEN) report on the provision of individual budgets in social care revealed that, some service users may view it as an additional burden as they may not receive adequate support how to manage the budget allocated to them;
- An extract from the Housing Needs Survey conducted in 2006 provided a breakdown of the ethnicity and household type of 82,500 households in Harrow. Results of the survey showed that, white households were more likely to be occupied by older people than black and minority ethnic households;
- Characteristics of service users who received family care would be explored and provided by the SP team to Members of the Panel.

The officer reported on key developments within the SP programme which included that:

- The Government decision to allocate a de-ringfenced named grant for the SP programme in 2009/10. Funding for the programme in 2010/11 would also be paid as part of an Area Based Grant. The officer reported that any unallocated funding in 2008/09 would be carried forward to the next financial year but would remain subject to 2008/09 grant conditions. He added that a transition package to support service providers and officers in the delivery of the SP programme would be finalised by the Communities and Local Government (CLG) Department in the forthcoming months;
- The 2008-11 SP strategy agreed by Cabinet on 23 October 2008 would remain unchanged by the Government decision on the delivery of the SP programme;
- The Audit Commission report for CLG would identify areas where certain action may be required. Key considerations included recognising the value and cost effectiveness of continued funding for preventative services to protect vulnerable groups, support the social care agenda and reduce the costs borne by related services;
- Cabinet had approved the Supporting People strategy discussed at the previous Panel meeting in September 2008;
- Cabinet had agreed that the Divisional Director of Commissioning and Partnerships Children's and Adults could have the delegated authority to approve call offs from the West London Framework to provide generic floating support if some service users had received inadequate support from service providers. The officer added that the strategy had provided for generic floating support services to be offered alongside other services, so that the needs of particular service users who fell outside the existing eligibility criteria such as, the physically disabled and the mentally ill were met;
- Future SP contracts would be drafted in consideration of European Union procurement rules to meet the commissioning needs of Harrow Council for 2008-11. Whilst outlining the draft methodology and timetable for delivery that would be used in the future, the officer reported that:
 - (i) recommendations on the provisions needed to provide services would be made;
 - (ii) options available in procuring a particular service would be considered; and
 - (iii) a risk assessment of contracts would be completed as part of a contract monitoring review process.
- A contract monitoring timetable and a new Quality Assurance Framework (QAF) had been established for the SP team to monitor the performance and quality of services and contracts. The officer reported that the new standard considered child protection issues and required a certain quality criteria to be considered and met by all service providers in future contracts;
- The SP team had been working towards meeting National Indicator (NI) performance targets against which the service was assessed. The officer confirmed that new targets had been set by the Commissioning Body for 2008/09 to promote yearly improvement in service delivery;
- The Commissioning Body meeting had agreed to provide funding support for a number of organisations at its meeting on 5 November 2008. These included:
 - (i) the reconfiguration of services provided by Harrow Churches, including some occupants of Richards Close moving to private or sheltered accommodation provided by Harrow Council and receiving appropriate support;
 - (ii) the short term funding of the SP lodgings project run by the YMCA until the end of March 2009. The officer advised that the SP team would meet with other service providers, such as, Housing and the Young Men's Christian Association (YMCA) to negotiate long term

arrangements for the scheme. A Member of the Panel commented that the scheme could be rolled out to other boroughs that formed part of the West London Supporting People Partnership;

- Consultation with a Task force and existing mainstream service providers for the formalisation of a Somali support service would be investigated. This would develop the work of the pilot scheme that was due to be decommissioned at the end of the 2008/09 financial year.

The officer confirmed that the following information would be provided to Members of the Panel at the next meeting:

- An update on the outcome of the meeting of West London Domestic Violence Project Board on Wednesday 14 January 2009;
- Results of the Individual Budgets Evaluation Network (IBSEN) report;
- A report on Contract Monitoring and the new Quality Assessment Framework (QAF);
- An outcome report on the delivery of the supported lodgings scheme against a contract monitoring timetable and the amended West London performance management framework.

The Chairman thanked the officer for his work on the Supporting People programme.

RESOLVED: That the report and comments be noted.

97. **Date of Next Meeting:**

RESOLVED: That the date of the next meeting of the Panel would be held on Wednesday 22 April 2009, subject to consultation with the Chairman and the Portfolio Holder for Adults and Housing.

(Note: The meeting having commenced at 10.30 am, closed at 12.15 pm)

(Signed) COUNCILLOR ERIC SILVER
Chairman

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Committee:	Supporting People Advisory Panel
Date:	22 nd April 2009
Subject:	The Supporting People Programme Update
Responsible Officer:	Paul Najsarek, Corporate Director of Adults & Housing
Portfolio Holder:	Cllr Barry MacLeod-Cullinane, Portfolio Holder of Adults & Housing
Exempt:	No
Enclosures:	Appendices

Section 1 – Summary

This report sets out an update for the Members Advisory panel on the key developments within the Supporting People programme since the last meeting of the panel in January 2009, along with discussion items.

FOR INFORMATION

Section 2 – Report

The Supporting People Members Advisory Panel is a key body that offers advice and guidance to ensure the effective ongoing implementation of Supporting People in Harrow

This report provides an update on the progress of the programme since January 2009 and notifies important developments for the future of the programme

1. Minutes and Matters Arising from previous meeting:

There were matters arising from the last Members Advisory Panel meeting held on the January 2009.

1.1 An update on the outcome of the meeting of West London Domestic Violence Project Board on Wednesday 14 January 2009;

The project board has agreed not to proceed with a planned WL procurement of services this means that boroughs will adopt their own local procurement strategies for commissioning services.

Harrow is exploring the option of working with Hillingdon to deliver efficiencies on the delivering the procurement process and on the value for money provided by the services.

A decision will be taken at the Commissioning body meeting in May 09

1.2 Results of the Individual Budgets Evaluation Network (IBSEN) report;

The IBSEN report covers an evaluation of all aspects of Individual Budgets and a full report is available through the following link <http://www.york.ac.uk/inst/spru/pubs/pdf/IBSENSummaryReport.pdf>

The following extract covers the evaluation of the SP element of IBs:

SP was widely identified as integral to the success of individual budgets and, indeed, this funding stream was the most successful in terms of integrating the processes of assessment, funding, resource allocation and review. SP resources were ‘top-sliced’ and included in the Resource Allocation System (RAS) in about half the sites, and usually there was only low-level monitoring of how these resources were spent. IB and SP lead officers reported that challenges with integration included differing local aims, objectives and priorities; the fact that many individuals eligible for SP were not eligible for social care; and problems arising from two-tier authorities working with several district housing authorities. However, no single hurdle was reported by more than two sites. There were concerns that the integration of SP could result in some service users being charged for short-term support that was previously not chargeable. Some were concerned about the possible dismantling of crisis services. Further, a lot of Supporting People funds are tied up in block contracts, and in the short-

to-medium term, this could result in expensive double-funding. SP lead officers expected the demand for SP monies to increase as awareness of this funding stream grew. Demand might also increase as individuals who had not previously approached or accepted social care services would do so, some of whom would be eligible for SP funding. Despite the budgetary implications, this could mean that SP resources would support more people and support them in more personalised way

Note the Harrow approach to IBs is to have 20% of the SP funding paid through IBs by April 2010 work will begin in April to develop the systems required to do this in conjunction with the SDS work that is underway.

1.3 A report on Contract Monitoring and the new Quality Assessment Framework (QAF);

The contract monitoring and QAF report will not be available until the end of April as the monitoring timetable has slipped by a Month. This will be reported to the next MAP.

1.4 An outcome report on the delivery of the supported lodgings scheme.

The outcome of the West London Supported Lodgings contract monitoring was to recommend to the CB that the scheme be extended at its current volume for a further year. The scheme is being extended in West London – SP team are seeking to engage Children's services in discussions about expanding the scheme. The full contract monitoring report is available on request

2. Action Tracker

The MAP are asked to note the Action Tracker for the ongoing work that is being undertaken by the Supporting People Team.

What	Who	When	Progress Jan 09
1. Harrow Churches Service Reconfigurations.	HCHA	Jan 2009	HCHA have delivered the reconfigured service.
2. Report back the outcome of the Somali needs pilot and co-ordinate the exit strategy for the service	SP Team	End of December 2008	The pilot scheme has been contract monitored and decommissioned. The exit strategy has been successfully implemented. SP team to approach the Somali task force with evaluation.
3. SP and Housing to meet with YMCA to negotiate a contract for Supported Lodgings.	SP Team	17 th November	This has been successfully completed to take the contract to March 09 initially with a further extension now being negotiated
4. SP team to meet Lookahead to negotiate an extension of the WL FS contract for Harrow	SP Team	Jan 09	This has been achieved – in conjunction with the commissioning of a generic F/S service
What	Who	When	Progress May 09
5. CNWL - CB requested more work to be undertaken by the SP team to look at the options for	SP team	May 09 CB meeting	TBC

CNWL in the context of : i. Section 75 review ii. Support for Living options appraisal iii EDS review iv. better defining the funding requirements.			
6. HAWK worker – SP to negotiate with probation but in the event of failing to agree funding to fund the service under Option 1. as the CB were clear that the service needed to continue	SP team	Before end of March 2009	
7. SP team to develop a policy in Harrow for how flexibly the Grant is used in 09/10 and the consequent challenges to contract monitoring etc.	SP team	CB May 2009	
8. : SP team to work with Housing colleagues and Novas to arrange for the termination of the contract at Amner Lodge	SP team Housing	End of March 2009	
9. Implement the procurement strategy – add AMHT and CB sign of to the process	SP team	April 2010	
10. SP team to investigate G&T	SP Team	May 2009	

provision in other boroughs			
11. Handy person funding – following confirmation of allocations meet internal and external stakeholders to decide on the next steps	SP team	May 2009	

3. Procurement Strategy for Supporting People services in Harrow 2009 -10

The Commissioning Body agreed to the draft procurement strategy for SP services in Harrow detailed below

A. Background

The general principles regarding SP contracts to date has been that steady state contracts from 2005 have been agreed for 3 years, with the possibility of a further 2 year extension if the contract continues to meet Strategic relevance, VFM and performance monitoring standards.

We are entering a phase now where we need to in the context of EU procurement rules go back to the market to meet our commissioning needs for 2008-11.

The following outlines the draft methodology and timetable for delivery .

B. Methodology

Step 1. For each ‘client group’ listed using a combination of data from the Contract Monitoring of the SP team ; the transformation project data and stakeholder views the SP team will define a level and the models of housing related support provision that is required to meet the needs of service users in Harrow. This will be signed of by AHMT and CB.

Step 2. The SP team will then according to the draft timetable dates consider the following options for procuring the service, having factored in 20% being available through individual budgets:

- A. Use the WL Framework to call off
- B. Use a TUPE call off from the WL framework
- C. Use a Mini Tender from the WL framework – encouraging
- D. Consider alternative method of procurement

The provider will then be confirmed.

Step 3. With the provider confirmed the SP team will then work on a transition plan and risk assessment to a new service and potentially a new provider. This will vary in complexity and may involve TUPE / discussions about housing management etc.

C. Timetable.

Steps 1 & 2 will take place in 3 month blocks

Step 3 will take place as follows

- **Older People** - early 2009 WL tender process for a framework
- **Homeless Families / Single Homeless** – April 2009 – June 2009 (WL framework + mini tender)
- **Mental Health** – April – June 2009 (WL framework + Mini tender)
- **Young People** – July – Sept 09 (WL FW mini tender)
- **Learning Disability** – July – Sept 09
- **DV** – WL DV project - Jan 09 onwards
- **Substance Misuse** – October – December 2009 (WL framework)
- **Offenders** - October – December 2009 (WL framework)
- **PD** - Jan – March 2010 - tender
- **Generic** - Jan– March 2010 - WL Framework (mini tender)
- **Teenage Parents** - TBC
- **HIV** - TBC
- **Gypsy and Travellers** - TBC

4. Reward linked to quality

The commissioning body have agreed to the following Recommendation one off performance bonuses of 1.8% for SP contracts that meet outcome targets being set as part of Contract Monitoring Action plans.

Background: The 1.8% figure is the likely figure to be agreed for contract uplifts for social care & voluntary sector contracts. SP team wants to link reward to performance and so has benchmarked services against the 5 outcome measures as part of the contract monitoring process. If services reach the outcome targets

they will be paid 1.8% performance bonus to improve and innovate with services in 2010/11.

Budget provision will be set aside from the carry forward of up to £70k.

5. Discussion Items

5.1 SP funding plan 2009 onwards

SP budget will carry forward a projected 1.2 million into 2009/10 budget year this is higher than anticipated because despite the fact that the team has commissioned 400k of additional services in year there have also been efficiency savings

The delivery of the procurement plan will allow some short term investment and already 170k is set aside for the extra care provision provided by Harrow Churches at Richards Close.

There is a plan for responsible procurement of other short term services that better supports the delivery of social care in the shape of :

1. In principle commitment to fund a support service for Gypsies and Travellers as part of the G&T strategy work. – £46k
2. Anticipate increases in costs of services as a result of delivering the procurement plan
3. One off funding to support the Transformation Project ; LD action plan ; Help to Live at Home indicator and Preventative services agenda
4. 1.8 % performance bonus – which could add up to £70K
5. Personal Budgets pilot
6. ILS schemes for those with MH, LD and Aspergers
7. Expand the Supported Lodgings pilot

The MAP are invited to comment on these ideas.

5.2 Supporting People Programme and Grant 2009-10 onwards

The MAP are asked to note the detail of the government announcement regarding the future delivery of Supporting People and the impact on the Supporting People strategy for Harrow.

The government announced at the end of November the decision that has been made on the future delivery of Supporting People funding and details of the transition package

Some key things to note:

1. In 2009/10 the Supporting People programme grant will be paid under section 31 as an unringfenced named grant and from 2010/11 will be paid as part of the Area Based Grant (ABG) not as part of ABG immediately
2. CLG are developing a transition package to support the delivery of SP in the new environment
3. The CLG will still publish grant conditions.
4. The unallocated funding will be rolled forward but will be subject to the 08/09 grant conditions – meaning that this funding will have to support the commissioning of housing related support services.
5. In January there will be update events involving commissioners and providers.
6. A continued focus on delivery against the indicators NI141 and NI142

This doesn't change the Supporting People strategy for Harrow that Cabinet signed up to in October for 08-11 to continue to deliver preventative services.

It is also worth noting that the **Audit Commission** are pulling together a report for CLG for April 2009 to cover:

- Programme impact so far;
- Ongoing challenges and barriers to improvement at a local and/or national level, and associated risks for the future; and
- Options for overcoming these and opportunities for the future.

The Commission will highlight areas where action may be needed and include examples of good local planning for the future. We expect these to include action to ensure that:

- the most marginal vulnerable groups are protected in future commissioning;
- the cycle of assessing local need and reviewing services continues, especially regarding diversity issues which are ongoing and dynamic;

- there is an ongoing strategic approach to the provision of housing related support embedded in community plans;
- local accountability for service and strategy development remains clear; and local people, including users, potential users and carers, remain engaged in this;
- appropriately knowledgeable, skilled and effective staff remain in key posts; and
- the value and cost effectiveness of prevention is recognised and funding retained for preventative housing related support services.

5.3. Performance against NI targets

The Members Advisory Panel to note the following targets have been set for the programme by the commissioning body for 2008/09 and the progress so far.

NI 141 – 78% % of service leavers who moved on in a planned way

NI 142 - 99% % of people helped to live independently

These targets will ensure the achievement of continuous improvement in services.

Background:

The Supporting People programme has performed well against the two key National Indicators against which it is judged. The Commissioning Body sets the following targets for 2008/09.

Update on NI 141 & 142 performance

The outturn figures for SP KPIs 1&2 for the year 2007-08 follow. Critically they show year on year improvement on performance figures particularly in relation to KPI2.

KPI 1 – % of people helped to live independently (NI 142)

KPI 2 - % of service leavers who moved on in a planned way (NI 141)

2008/09 (to Q3)		
KPI 1	98.87%	under
KPI 2	87.98 %	exceeded
2007/08		
KPI 1	98.86 %	
KPI 2	76.73 %	

2006/07		
KPI 1	98.89%	
KPI 2	75%	

2005/06		
KPI 1	96%	
KPI 2	68%	

2004/05		
KPI 1	96%	
KPI 2	73%	

Targets are likely to remain the same for 09/10 to be decided at the next commissioning body

5.4 Handyperson funding

An expression of interest was made to CLG for Handyperson funding in December 2008 to enhance the boroughs existing services.

The CLG confirmed the funding bid for 50k in 08/09 was successful

We will be working with HCHA, Age Concern and Staying Put on configuring services to deliver this provision.

5.5 Commons Inquiry - Supporting People

The Communities and Local Government Committee has decided to undertake an inquiry into the Government's "Supporting People" programme. The Committee is inviting written submissions on the programme, particularly on the points raised below.

"Supporting People" provides housing-related support to prevent problems that can lead to hospitalisation, institutional care or homelessness, and aims to help the smooth transition to independent living for those leaving an institutionalised environment. The programme is intended to assist in providing a better quality of life for vulnerable people, helping them to live more independently.

In June 2007, the Government published a strategy for the Supporting People programme, following a consultation exercise begun in November 2005. This strategy, entitled *Independence and Opportunity: Our Strategy for Supporting People*, was based on four key themes:

- Keeping people that need services at the heart of the programme;

- Enhancing partnership with the Third Sector;
- Delivering in the new local government landscape; and
- Increasing efficiency and reducing bureaucracy.

Under each theme, the Government set out what it would do to achieve the aims of the programme, what it expected Supporting People commissioners and providers to do, and what service users should therefore be able to expect from housing-related support services. In the strategy, the Government made a number of commitments to action as the programme moved forward.

From April this year, funding for the Supporting People programme will no longer be paid as ring-fenced grant to local authorities, as it was previously. Instead, the Government will pay the money through its “area-based grant”, a sum of money which local authorities are able to spend however they see fit, according to their own local priorities.

The Committee’s inquiry will consider the extent to which the Government has, so far, delivered on the commitments it made in *Independence and Opportunity: Our Strategy for Supporting People*. The Committee will also consider the implications of the removal of the ring-fence, asking what needs to be done to ensure that the successes of the programme so far are not lost, or services cut, following the change; and what opportunities this change in the funding mechanism will offer for innovation and improvement in the delivery of housing-related support services.

Harrow will produce a response to the call for evidence and consult MAP for input.

Section 3 – Further Information

N/A

Section 4 - Contact Details and Background Papers

Contact: Nick Davies Supporting People Manager 0208 424 1895