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| Committee:           | Supporting People Members Advisory Panel   |
| Date:                | 4 <sup>th</sup> June 2008  |
| Subject:             | The Supporting People Programme update   |
| Responsible Officer: | Paul Najsarek  |
| Portfolio Holder:    | Cllr Macleod Cullinane   |
| Exempt:              | No   |
| Enclosures:          | Appendices 1 –8<br>Appendix 1 – Glossary<br>Appendix 2 – Executive Summary West London Domestic Violence review<br>Appendix 3 – Action plan progress from CB meeting 19 <sup>th</sup> Dec 08.<br>Appendix 4 – SP position paper 2009 onwards<br>Appendix 5 – Unallocated budget strategy<br>Appendix 6 – Outcome monitoring report<br>Appendix 7 – Annual Plan progress 2007-08<br>Appendix 8 - Information update |

## 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 March 2008, 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 March 2008

Note a glossary of terms is included at *Appendix 1*.

### **1. Minutes and Matters Arising from previous MAP meeting 6<sup>th</sup> March 2008**

The Minutes from the 6<sup>th</sup> March will be presented for agreement.

*There were a number of matters arising from the last Members Advisory Panel meeting held on the 6<sup>th</sup> March 2008. The responses to the matters are detailed below.*

- 1. Information about loft clearance** - The best point of contact about these services would be Age Concern
- 2. LAA and SP Document** will be presented at the MAP meeting 4th June 08.
- 3. SPOR and communications strategy** - work is ongoing on the implementation of the single point of referral which is planned to be in place in Dec 08. The communications strategy for the programme will be outlined in the SP strategy.
- 4. Memo of Understanding for the Commissioning Body** - was circulated as an Appendix
- 5. LAA Draft indicators** – were circulated as an Appendix

### **2. Update from the Commissioning Body meeting 6<sup>th</sup> May 2008.**

#### **2.1 The following decisions were taken by the Commissioning Body on the 6<sup>th</sup> May**

##### **2.1.1 Chairing of the Commissioning Body 2008/09**

The Commissioning Body agreed that Gwyneth Allen would chair the meeting of the Commissioning Body from the 5<sup>th</sup> August 2008 for a year ( four meetings) and that the chair would then be taken by the PCT representative on the Commissioning Body. The Commissioning Body noted with thanks the contribution of the current Chair – Amanda Tooth representing Probation.

### 2.1.2 Contract Uplifts 2008/09

The Commissioning Body agreed that the general policy for 2008 /09 would be that there were no inflationary contract uplifts. The Commissioning Body also agreed that they will consider uplifts by exception on a case by case basis presented to the Commissioning Body as appropriate.

Furthermore in the light of work undertaken in 2007/08 it was agreed that the SP team would work with WL colleagues to develop a reward and performance framework for the future.

The rationale behind not offering inflationary uplifts is as follows:

- Uncertainty around future funding levels given the SP grant being paid through the ABG by April 2009 and therefore the sustainability of contracts
- The need to review and procure services after the 5 year steady state contract period.
- The majority of the value and numbers of SP contracts are for Older Peoples Sheltered Accommodation which is subject to the recommendations of the Older Persons Housing review.
- Applying the 07/08 criteria resulted in very few uplifts to contracts.
- The criteria linking inflation to performance low risk was controversial with providers who argued that sometimes poor performance was linked to

The SP team would be keen to await the outcome of West London work to develop a more sophisticated link between reward and performance. This work is underway and being undertaken by the WL performance group.

### 2.1.3 Reconfiguration of a Leaving Care service

The Commissioning Body agreed to commission Harrow Churches to offer a low needs accommodation based support service initially for a year for 6 young single homeless service users at accommodation that was previously contracted for with the Leaving Care Team .

**Background :** The accommodation was a 6 bed service commissioned by the leaving care team to support high needs clients that leaving care have a responsibility for.

The Leaving Care team have served notice on the contract due to lack of demand for the service.

The withdrawal of the contract has left a recently converted facility of 6 units available to the borough.

Strategic priorities for support services are for Mental Health and Substance misuse accommodation based services , however because the Housing corporation invested capital in the scheme on the basis that it would provide a service for Single Homeless and given the timescales it is thought to be pragmatic to utilize the accommodation for Single Homeless 17-25 in the short term – the need for the accommodation has been confirmed by Housing needs colleagues. This would allow effective use of the accommodation in the short term while work about the priorities and feasibility of longer-term usage is developed.

### **Risk**

The risks of not taking this approach are :

1. The potential loss of the accommodation to the borough
2. Higher numbers of single homeless on the housing register
3. The accommodation standing empty
4. The Housing Corporation seeking a refund of Capital

### **2.1.4 YMCA**

The CB agreed to commission three additional supported housing units of provision at the YMCA to meet the demand for accommodation from single homeless service users. The configuration of the units is now

- 21 SP LB Harrow (14 Housing Needs & 4 YOT)
- 10 LB Ealing Social Services
- 11 unsupported units, LB Harrow, non-statutory cases via Housing Needs/West London YMCA Victoria Halls

### **2.1.5 West London Domestic Violence review**

The CB gave in principle agreement to the recommendations of the WL Domestic violence review. Executive Summary attached at *Appendix 2*.

#### **Background :**

The West London Domestic Violence review has been signed off by the Supporting People Lead Officers. The key conclusion is that there is an imbalance in DV provision across WL. The key recommendations are that : 1. A West London DV floating support service is developed ( this would involve decommissioning and pooling funding ) 2. Accommodation based provision is clustered for efficiencies 3. Addressing the gap for DV provision for complex needs clients is explored.

### **3. Supporting People Strategy progress.**

#### **3.2.1 5 year strategy refresh progress - consultation event and strategy document**

##### **Background**

The rationale behind refreshing the 2005 –10 SP strategy was articulated in the Commissioning Body report in February 2008.

The need for an update was based on the progress that has been made thus far on the strategy as well as the need to address the following key issues :

- i. SPs strategic fit with the LAA.
- ii. Making processes work better e.g. referrals and move on.
- iii. Continuing to improve quality.
- iv. Responding to potential gaps and the need for reconfiguration of Mental Health provision.
- v. Filling the gaps between social care and housing related support
- vi. Responding to the impact of the CSR on future funding and procurement.
- vii. Prioritizing the need for supported accommodation alongside social care colleagues.

##### **Progress**

SP team held a successful consultation session on the strategy development at the Zoom Leisure centre attended by the MAP chair Cllr Silver which updated delegates on SPs Achievements outlined challenges and started to develop an action plan.

The feedback from workshops will be incorporated into the strategy document.

##### **Revised Timescale for strategy production.**

We had originally targeted a completion date for the strategy of end of March 2008. The revised date for the draft strategy is due to the need to do some more in depth needs analysis with partnership colleagues, and the desire to allow work on the homelessness strategy due for completion in August 08 to inform our work. We will aim to complete the strategy draft by 31<sup>st</sup> May 08.

## Emerging Themes

Within the context of the overall vision of the programme i.e.

The Vision of the SP strategy 2005 –10 is articulated as follows:

***Harrow Supporting People is committed to providing accessible, effective, high quality and appropriate housing related support services across all tenures that respond to the needs of Harrow's people. The services will complement and enhance other key agencies enabling an inclusive, healthier and safer community. The overall focus is to deliver positive outcomes for Harrow's people – Supporting People in Harrow Vision statement – Dec 2004***

This remains the overall vision but we will build on this vision to:

***Offer increased choice and flexibility of support and preventative services***

The following gaps and priorities are starting to emerge from the work to develop the strategy and are as follows :

### **A. Strategic Priorities :**

1. A strategic decision to be taken about the case for retaining Supporting People funded services while recognizing the opportunities that the LAA presents for widening the definition of preventative services and increasing the possibility of jointly commissioned services given the: Effectiveness of outcomes for service users KPI 1 (NI142) - 1,700 service users maintaining independence, and the cost benefit / financial savings that the programme delivers for statutory services as outlined in the CLG's recently published report \*
2. A strategic decision needs to be taken about the Boroughs approach to the extent to which and timescale for Supporting People funding being made available as an element of an Individual Budgets

### **B. Older People**

The information about Older People's needs taken in combination means that we need to address the following issues in 2008 –11 in the wider context of the Older Persons Housing Review :

1. There is a no overprovision of Sheltered Accommodation but the existing provision needs to be reconfigured to provide more extra care and provision for service users with dementia.
2. Some of the stock is not strategically relevant e.g. bedsits and no lifts and needs to be remodelled

3. Support models need to become more flexible to follow the service user not the building
4. Support charges need to be aligned they currently vary wildly
5. There needs to be an assessment of support need prior to service users being provided with supported / sheltered accommodation people are currently placed in sheltered housing on the basis of housing need and age with no assessment of support undertaken. SP has developed a process we need Housing colleagues to adopt this.
6. The Older Owner Occupied sector in Harrow – comprising 80% of the 60+ population, will need to be appropriately catered for. Therefore we will continue to monitor the uptake of the floating support service and consider increasing floating support to older people in future.
7. We will need to work with housing colleagues and RSLs to consider the need to provide equity share sheltered housing that will offer an option to older people who want to move to this provision while not losing out on equity.

### **C. Socially Excluded groups**

1. A review of support in all Temporary Accommodation.
2. Develop more Handyperson provision.
3. Evaluate the Somali needs pilot – consider this funding transferring to a different Refugee group on an annual basis – seek to mainstream this provision.
4. Domestic Violence - work with WL to develop a WL F/S service for DV.
5. Work with Housing to review Gypsy and Traveller Needs with provision of support if necessary.
6. Develop more WL services for single homelessness.
7. Develop Move on support.
8. Review the way in which transition services are funded

### **D. Long term needs – Mental Health and Learning Disability.**

1. Generally to provide more supported independent living accommodation for people with LT needs but in a generic setting.
2. Develop an accommodation based service for dual diagnosis ( potentially provided through the Lookahead EACH provision).
3. Evaluate and plan for the longer term MH pilot
4. Combine the MH and F/S support services into a dual diagnosis service to ensure lack of duplication and maximization of provision.
5. Develop more Shared Ownership options
6. In the areas of Physical Disability - Work with housing to ensure that there is appropriate adapted accommodation / HIA / Telecare services

### **E. Gaps and Improvements in Processes**

1. Build on existing work to develop a single point of referral – which could develop into a brokerage service for housing related support

2. Build on the Move On panel with Housing colleagues to develop additional move on alternatives e.g. private sector
3. Capacity building with providers to ensure that they are in a position to deliver in a landscape of choice and self directed care.
4. Agree long term contracts for independent living provision / short term contracts for F/S etc to enable a flexible response to capital funding and individual budgets

MAP are invited to comment on these, MAP will also be engaged in consultation on the draft strategy.

#### **4. SP & LAA April 2009 onwards update**

4.1. An update on the action plan from the Commissioning Body away day of the 19<sup>th</sup> December 2007 is available in *Appendix 3* link to document.

4.2 A draft position paper about the future of SP to contribute to the project that reviews Harrow's preventative services provision and can also be presented to ASCH management team and the HSP is included at *Appendix 4*

### **5. Contract Monitoring**

#### **5.1. Background**

There is an outturn report covering all of the Contract Monitoring that has been undertaken on the services that SP contracts for 08/09.

The CB noted that achieving the target of reviewing the contracts by March 2008 has been testament to the hard work of the Project Officers – Sandie Roberts as well as Neil Ayre and Sian Brady who have covered the second post temporarily.

The key points to draw out are :

1. Most providers have made progress on improving quality with QAF progress noted
2. Most Providers have made progress on their action plans
3. There are some good services commissioned that are delivering excellent support see the services that are rated Green on the spreadsheet.
4. There are some areas of concern both at an individual service level and at a strategic service cluster level which are described in more detail in 3.1.2

Reporting back on services was undertaken in the following format. A traffic light rating on the reports was produced and based on the following criteria :

**i. Red** - Serious concerns about the strategic relevance , quality (e.g. QAF D grades ) and performance ( e.g. defaults ) of the contract - likely to require consideration of whether the contract needs to be decommissioned / retendered.



ii. **Amber** - Some concerns about the contract re quality and performance - e.g. Lack of continuous improvement ( e.g. no progress on QAF from grade C) or lack of progress on 06/07 action plan

iii. **Green** - No or very minor concerns.

## Issues and Actions Arising from Contract monitoring

### Service Level concerns / Actions

Individual services rated as red were reported back to the commissioning body details of the key concerns and the planned action were also included.

The service cluster concerns are detailed below

| Service Cluster / Issues  | Actions   |
|---|---|
| <p><b>1. Mental Health</b> – The need to prioritise Accommodation based provision for MH service users</p>  | <p><b>Service review of Mental Health services will be prioritized in the Procurement timetable and input into the LAA outcome delivery group for NI149</b></p>   |
| <p><b>2. Older Peoples Provision</b> – The issue of lack of QAF progress – the mismatch between SU expectation and charges – the lack of alignment of charges.<br/>The need for more flexible provision</p> | <p><b>Engage in the Ops Housing review refresh as part of the transformation programme strand re supported accommodation.</b><br/><b>SP priorities:</b><br/><b>i. More Extra Care</b><br/><b>ii. Aligned standard support charge</b><br/><b>iii Housing support needs assessment undertaken</b></p> |
| <p><b>3. Hostel Accommodation</b> – concerns about the quality of support and staffing structures</p>   | <p><b>Consider decommissioning services ineffective services and using the WL procurement route to procure new support provision for the hostels</b></p>  |

## 6. Performance.

### 6.1 Unallocated Budget strategy

The current budget position is that for 2008/09 :

- i. Income ( Grant 3.83m + Charging ) = £3.968 million**
- ii Outgoing** (Committed in long term contracted services) = £ 3.813 million
- iii. Rolled over unallocated funding = approx £ 1.1 million**

The important thing to note is that we are not over extending our contracted services commitment above our grant income. The Grant conditions allow us to roll unallocated funding over to this financial year 2008/09. However there is no guarantee that the Grant conditions will allow this for 2009/10 and CLG could seek to claw this back.

The SP programme has 1.1m of unallocated funding with no guarantee that this will be rolled over to 2009/10.

This position has arisen following prudent management of the risk of potential cuts to the SP Programme Grant since 2003 along with achieving responsible commissioning, efficiencies and VFM from services .

The strategy is to utilize the this responsibly for pilot schemes in 2009, while still pursuing efficiencies and reconfigurations of other services, and balancing this against the need for a sustainable programme

There is a plan in place in which 537k of the unallocated funding will be appropriated in 08/09 detailed in *Appendix 5*

### 6.2 Update on NI 141 & 142 performance

The outturn figures for SP KPIs 1&2 for the year 2008-09 up to quarter 3 are as follows. 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)**

**2007/08**  
**(Cumulative for qts 1,2&3 )**

KPI 1 - 98.3 %  
KPI 2 - 75.3 %

**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%

## **6.3 Update on Service Outcomes**

The outcomes reporting required of providers against the 5 every child matters outcomes of : Enjoy and Achieve; Economic Wellbeing; Positive contribution ; Be Healthy ; & Stay Safe is still at an early stage having started for Long term services in August 2007 and short term service users in May 2007.

However there is data on the spkweb that can be viewed.

*Appendix 6* Provides an outline report into outcomes reported by Harrows providers and performance in the context of London and West London and West London.

*The team continue to work with providers to ensure that they are making returns in relation to outcomes. In general in comparison to West London and London averages Harrow is delivering well against outcomes. The reports also start to highlight areas that providers need to concentrate on improving e.g. delivering outcomes in relation to economic well being.*

## **6.4 Progress against Annual Plan 07/08 & 08/09**

### **6.4.1 2008/09**

The team work programme for 08/09 will be broadly to:

- i. Develop a procurement plan for 09/10 onwards – between April and October 08.
- ii Procure Short term services as part of the Unallocated budget strategy – between April and October 2008.
- iii Ensure providers are monitored against improvement plans – April – October 08.
- iii. Conduct a programme of contract monitoring Oct 08 – March 09.

### **6.4.2 2007/ 08**

The Annual Plan for 2007/08 outlined a set of challenges and priorities, an update on priorities is outlined in *Appendix 7*.

## **7. Information Update**

An information update is available in *Appendix 8*

## **Section 3 – Further Information**

## **Section 4 - Contact Details and Background Papers**

Contact: Nick Davies Supporting People Manager 0208 424 1895

Background Papers: N/A