

Appendix 4 - Report about future options for the Supporting People Programme Adult & Housing Management Team

1. Background and Recommendation

1.1 Reason for the report

This report outlines the challenges facing the local authority in developing & administering the Supporting People programme. It is written in the context of proposals to pay the SP Grant through the Area Based Grant and for the programme to be aligned to the Local Area Agreement by April 2009, and the 3 year funding announcement about the level of SP grant paid through the ABG from April 2009.

- i. The report begins by outlining the key facts about and achievements of the programme so far and making the case for Supporting People in the future.
- ii. It goes onto outline the preferred option for the future of the programme and options for contract rationalization with Social Care colleagues.
- iii. Finally it recommends how these could be consulted on and implemented.

The report is written for the Adult's and Housing Management Team (AHMT) it seeks the groups position as regards a strategy for the department in approaching the delivery of housing related support SP funded services from 2009/10 onwards.

1. 2. Recommendation:

That the AHMT agree to the preferred option for the SP programme (outlined later in the report) agree to present the case for this option to be adopted post April 2009 indicating how they want discussion with the wider council, politicians and the strategic partnership about the use the SP grant for preventative services from 2009/10 onwards to take place.

2. Key Facts and Achievements , the case for Supporting People :

2.1 Key Facts

The Supporting People budget in 2007/08 for Harrow is £3.5 million. The budget will increase to 3.8 million pa for the next 3 financial years 2008/09, 2009/10 and 2010/11. There is about 900k of unallocated funding rolling into 2008/09 which will be used to fund short term projects.

This funds over 40 contracts from some 30 providers for three main groups of adults: Older People , People requiring Homeless and Prevention services and adults with longer term needs.

The Supporting People provision offers housing related support to 1859 vulnerable people to enable them to retain their independence at any one time.

The SP programme has helps on average 150 people pa (to move on to greater independence in a planned way from accommodation based support services)

19% are floating support services 74% are accommodation based services 7% is HIA provision.

The Supporting People funding supports 1320 Older People in RSL and LA sheltered accommodation or through floating support and HIA services.

The SP programme supports 301 people with preventative services who are at risk or experiencing social exclusion

The SP programme supports 242 people with longer term needs (e.g. mental health , learning disability)

The SP programme contributes directly and indirectly to a number of the draft LAA outcomes see Appx 1 for full list including NI136 , NI 135, NI 146, NI149, NI39 , NI140, NI7, NI63, NI152,NI32 , NI40, NI115, as well as to the wider 200 indicators that government judges authorities against including NI 141 and NI 142.

2.2 Achievements

What has been delivered so far:

2.2.1 Provision -

- Lots of individual outcomes achieved for individual service users as case studies bear out as well as providers reporting outcomes against the every child matters outcomes framework
- Moving on 150 service users per year into more independent settings.
- Expanded floating support services from 8% to 19 % of provision.
- Completed a review programme – offered contracts , decommissioned failing services and achieved gershon efficiencies Commissioned a range of new services to address gaps in provision for 150 service users for :
- **Young People , Drug & Alcohol , Learning Disabilities, Older People with mental ill health, Offenders , Older People, Single Homeless , Blind and sensory impaired., Domestic Violence. (supporting extra care bid).**
- As well as short term pilots for :
- **Somali community, telecare, Handyperson**

2.2.2 Service Users:

- Service Users have been trained and qualified as Peer Consultants who can be used in contract monitoring and consultation exercises. There was also been a service user fayre in 2007

2.2.3 Quality improvements & VFM

- Contribution to the WL contract monitoring process. Annual contract monitoring of providers.
- Developed VFM policy and ensured contracts offer VFM

2.2.4 Performance

- Performed well against the KPIs 1 & 2 (now NI 142 & NI141 see) – SP team is now collecting outcome measures that providers are reporting on.

2.2.5 Processes

- Move On process revised , OPS sheltered assessment reviewed and recommendations made, proposal to take forward a Single Point of Referral

2.2.6 Governance

- Well developed governance arrangements including a Members Panel, cross council PCT , LA and Probation Commissioning Body models , Provider forum , Service User day. The SP model could be considered as good practice by the HSP as it considers its governance and commissioning functions for the LAA as it has been in Lambeth.

2.2.7 Procurement

- Harrow has been part of the West London Procurement project meaning that we have access to a framework agreement that will make procurement of services cheaper and more timely in future. There is also a procurement plan in place for 2009 onwards

2.2.8 West London

- VIP and WL procurement activity , Benchmarking , VFM , accreditation

2.3 The Case for Supporting People

In light of these achievements SP team considers that there is a strong 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 because of the :

- 1. Effectiveness of outcomes for service users KPI 1 (NI142) - 1,700 service users maintaining independence.**
- 2. The cost benefit / financial savings that the programme delivers for statutory services as outlined in the CLG's recently published report ***
- 3. The most mature holistic partnership approach to governance , procurement commissioning and contracting available in the local authority The throughput of service users moving into independence KPI2 (NI141) 100 pa**
- 4. The programme providing services to the socially excluded**
- 5. Effectiveness of contract monitoring, risk rating on improved performance VFM and quality**
- 6. Effectiveness of the Outcomes achieved for service users – the programme gets people into jobs , and training tenancy maintenance and provides services for the socially excluded**
- 7. Effectiveness of preventative agenda on other services**
- 8. Effectiveness of Governance & consultation**
- 9. The contribution of Sp services to draft LAA outcomes**

* The CLG has commissioned from CAP gemini about the financial benefits of the SP programme as part of work to inform the recent CSR.

The key points are :

That the report suggests that the financial benefits of the SP scheme nationally amount to 2.77 billion against investment of 1.55 billion.

(note some of this benefit is to individuals not the exchequer)

Net financial benefits of each of the programmes elements are detailed in the report.

The report also finds that the costs of supporting the individual through SP is lower than the overall cost of either withdrawing or reducing the support, or switching support to more intensive forms of support.

It also points to the fact that if SP services are removed then this would lead to increased costs in the areas of health service; homelessness; tenancy failure, crime and in particular residential packages.

Furthermore it talks about the uncoded benefits delivered by some services e.g. increased participation in the community and reduced fear of crime.

I will be using some of this information along with details about the other outcomes to present the options that the directorate, HSP and members have for the future direction of the programme.

3. Options for SP post 2009

This section of the report outlines

1. The preferred option for how SP could operate post April 2009 given that SP funding will be paid through the Area Based Grant, the new LAA and 3 year funding announcements.
2. The approach that the team could take in presenting the option to relevant decision making meetings.
3. A timetable for taking forward proposals about the strategic approach to the preferred option for the SP programme from April 2009 when it will be paid through area based grant.

Note: the issues have been considered by the SP Commissioning Body, Provider forum and the Members Advisory Panel.

3.1 Option scoping :

There is a preferred option for SP programme post 2009:

Preferred Option.

- 1.SP (ABG) to continue to be virtually ringfenced at the level of the 3 year funding announcement to fund 'SP' services that support the well being and preventative agenda and the LAA outcomes.
2. Remodelling and reconfiguration of some existing services where necessary
3. A reconsideration of the scope and definition of preventative services.
4. Building upon and expanding the existing SP model of governance, commissioning, contract and outcome management and consultation to deliver wider 'preventative' and well being services across the authority.

The SP team suggests that given timescales and the maturity of the SP programme this is the best option for the borough to pursue.

3.2 Other issues for consideration:

The following points outline some practical transitional issues

3.2.1 Approach to existing contracts:

According to the Harrow Procurement policy, and the SP procurement plan contracts can run for up to 5 years in the case of supporting people contracts this means for the most part they could run to 2010. Therefore the proposal is to extend contracts until 2010 following remodelling where necessary to ensure that services are clearly contributing to the LAA indicators and preventative agenda.

Where procurement of services is required this will generally take place by accessing the West London framework agreement for services.

The administration of the programme will continue to seek efficiencies; remodel services where necessary; contribute to the LAA outcomes to be written into contracts. Also to actively focus SP services on the revised KLOE 13 in respect of increasing Joint Commissioning and involvement in the IB and choice agenda

**** Consultation on KLOE 13 -**

The KLOE has been revised to reflect the changes to the Supporting People administration arrangements. The key changes include:

- * a greater emphasis on outcomes from partnership working and the active engagement of service users in governance structures;
- * evidencing the impact of the application of the eligibility requirement;
- * Increased level of maturity in delivery arrangements including Local Areas Agreements;
- * demonstration of the impact and effectiveness of procurement policies and practices;
- * the sustainability of the approach taken to service user involvement;
- * proof of accessible services, signposting to alternative sources of support and regular reality checking;
- * a continued understanding of diversity issues with evidence of work actively addressing inequality in service provision; and,
- * improved outcomes for existing service users

There is a greater emphasis on the need for administering local authorities to demonstrate outcomes for service users in the following areas:

- * adult and child protection and Multi-Agency Public Protection Arrangements (MAPPA);
- * individual budgets/direct payments;
- * commissioning; and,
- * joint commissioning

3.2.2. Future procurement :

Timetable to be reviewed and to include a timetable to tender services out from 2009/10 onwards, using where appropriate the West London procurement options as well as moving towards an IB and choice agenda following the conclusion of the governments pilots.

3.2.3 Strategy :

To develop a revised SP strategy to support ongoing delivery of the programme in the context of the ABG and LAA, see consultation session Feb 08.

3.2.4 Alignment of Commissioning and Procurement functions with Social Care contracts and commissioning.

The East of England region have developed work to put in place a single contract, and common performance and contract management arrangements, where housing support and social care services are delivered by the same provider to the same service user.

We would be keen to explore this approach to contract and performance rationalization for Harrow.

3.3 Approach to presenting the options and timetable:

3.3.1 Approach

To approach a variety of decision making bodies to make the case and consult to refine the detail of Option 2

3.3.2 Timetable

The consultation will take place in the following sequence:

1. CB, CSG and Provider forum - January 2008
2. Paper to Adult Social Care Housing Management team May 2008
3. Meet with HSP MG - June 2008
4. Cabinet and HSP reports – September 2008

END ND
19/5/08.

