

Meeting:	Cabinet
Date:	23 rd October 2008
Subject:	Supporting People Strategy refresh 2008-11.
Key Decision:	Yes
Responsible Officer:	Paul Najsarek, Corporate Director of Adults and Housing
Portfolio Holder:	Cllr Barry MacLeod-Cullinane, Portfolio Holder for Adults and Housing
Exempt:	No
Enclosures:	Supporting People Strategy refresh 2008-11 document Appendix 1- Cost Benefit analysis Appendix 2 – SP Performance Appendix 3 – SP LAA contributions Appendix 4 – Action Plan Appendix 5 – SP procurement plan Appendix 6 – Budget Appendix 7 - Equality Impact Assessment

Section 1 – Summary and Recommendations

This report sets out the background and summary of the Supporting People strategy refresh 2008-11.

The strategy outlines the direction of the Supporting People Programme which commissions procures and monitors the quality of 'housing related support services' for a wide range of vulnerable groups to enable them to attain or maintain their independence over the three years 2008-11.

The strategy is written in light of the achievement of a number of the objectives of the 2005-10 strategy at the same time as addressing some of the new challenges that are presented by the programmes alignment with the national agendas of Area Based Grant and Local Area Agreement as well as the self directed support agenda.

Locally the strategy is written in the context of the 'Your Future, Our Future' Transformation programme and the Preventative services review as well as supporting delivery of the Housing Strategy and wider corporate strategy.

Recommendations:

That Cabinet:

Agree the Harrow Supporting People Strategy 2008-11.

Reason: (For recommendation)

The need to have a Supporting People strategy in place that improves the well-being of adults and children and those in need of our help through provision of independent living services.

The requirement to have Supporting People Strategy 2005-10 to fulfil the requirements of the grant conditions. Given local national developments in policy the need to refresh the strategy to ensure that it delivers the maximum benefit to residents from the Supporting People programme 2008-11

Section 2 – Report

Background

1. The Supporting People Programme is a government grant funded programme that provides housing related support services for people to maintain or attain their independence.
2. The Supporting People (SP) programme has been running successfully in Harrow the Audit Commission Inspection of SP in 2005 rated it 2 stars and promising.
3. The annual SP funding allocated to Harrow from 2008/09 is £3.8 m.
4. A cost benefit analysis carried out on the Harrow SP services using Cap Gemini's cost benefit model shows that for investment of £3.2 million in SP services – Harrow makes net savings of £6.2 million because the SP programme delivers savings to health and social care budgets as well as crime reduction budgets through the preventative work that is funded. Appendix 1 provides more detail. It is also worth noting the real consequences that will be felt on budgets across the council e.g. Children's Services if funding is diverted.
5. Supporting People services deliver against NI 142 and NI 142. Harrow has seen steady improvement in these indicators since the programme launched in 2003 this is detailed in Appendix 2
6. Whilst NI 141 and NI 142 do not feature in the LAA – there are a large number of LAA indicators that the Supporting People programme does impact on detailed in Appendix 3. It also operates to deliver elements of 'Your future Our Future' for Adults and Housing, in particular the accommodation strands of the programme but more widely it supports the

aims of the programme in the following ways: choice and control through the move to individual budgets; Quality and Value for money through the West London procurement approach; safeguarding through the monitoring of the QAF standards around POVA and positive contribution through outcomes monitoring.

In the wider context it supports the delivery of the corporate vision and priorities particularly:

- Improve the well being of adults and children and the case of those who most need our help.
- Improve the way we work with residents
- A place where the council provides value for money services

7. The grant is currently committed through 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 (this is broken down into client groups below in paragraph 8, 9 and 10 of the report. 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).

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

9. The Supporting People programme supports 301 people with preventative services who are at risk or experiencing social exclusion.

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

11. The Supporting People programme has consistently delivered against its Annual Plan objectives and procurement plans.

12. There is reserve SP funding available of 1 million as a result of a deliberate strategy of pursuing VFM, quality negotiations, and decommissioning ineffective services - this has enabled SP to have a strategy in place to commission new services (in both the short and the long term) and pilots since 2006. Effective delivery of the strategy will result in a reserve of approximately 700k rolling forward into 2009-10 pending agreement from the CLG that roll forwards are allowed. Cabinet should note that there will be approaches made to CLG to request flexibility in use of the unallocated grant for 2008-09.

13. The introduction of European regulations on public sector competition and subsequent guidance from the CLG means that Supporting People have to plan for the requirement to procure services through some form of tendering arrangement after the end of the maximum 5 year contract period. Note: having abided by EU regulations throughout the life of the programme.

14. The SP programme grant is currently ring-fenced. From April 2009 the ring fence will be removed and the SP funding will be paid via the Area Based Grant, this will provide opportunities to widen the scope of the housing based support beyond the current grant conditions.

The key points that cabinet are asked to agree in relation to the strategy:

15. Cabinet are asked to agree to the revised vision statement:

The Supporting People programme will provide accessible, effective, high quality and appropriate preventative housing related support services across all tenures that respond to the needs of vulnerable people in Harrow and deliver a range of outcomes for these people that will enable increased independence, and offer increased choice and flexibility of support and preventative services

16. Cabinet agrees to retain in principle the Supporting People budget to provide preventative services for three years 2008 –11. Recognizing the opportunities that the LAA presents for reconfiguration innovation and widening the definition of preventative services as well as increasing the possibility of jointly commissioned preventative services.

Noting that Supporting People grant is likely to be added to Area Based Grant from 2009-10, but that the majority of the funding will continue to be applied to Supporting People services in the short to medium term.

Also noting that decisions on how to apply any spare capacity within the grant will be incorporated in the budget round for 2009-10 to 2011-12 in the context of the pressures on adults and housing budgets.

17. Cabinet takes the in principle decision that the borough moves to offering an element of the SP budget to fund individual budgets by April 2010 following the governments report into the pilots. The suggestion at this stage is that a minimum of 20% of SP funding is made available through individual budgets by that date on the basis that this currently funds floating support services. Further feasibility work needs to be undertaken about the viability of commissioning accommodation-based provision without revenue funding guarantees.

18. That cabinet agree that the Supporting People Team deliver the Action Plan for the strategy detailed in the strategy document and Appendix 4 and for new and reconfigured services to be delivered in response to the needs in the borough.

19. That cabinet agree to the Supporting People Procurement plan outlined in the strategy document and Appendix 5 in order to deliver the appropriate quality and VFM of services required.

20. That cabinet notes that the Members Advisory panel, commissioning body and core strategy group as well as providers and service users have been engaged in consultation on the direction of the programme and broadly strongly support the recommendations. Suggestions from consultation resulted in changes to the strategy e.g. the need to commission a generic floating support service to meet the needs of groups that have not got access to services.

21. That cabinet note that a separate paper to agree to the use of the framework agreement and provides delegated authority to officers to call off will be being presented to cabinet as a separate paper.

22. That cabinet note the details of the Supporting People budget detailed within the strategy in Appendix 6.

Current situation:

23. The current situation is that the Supporting People team are delivering against the 2005-10 strategy and Annual Plans.

Why a change is needed

24. The strategy outlines the direction of the Supporting People Programme which commissions and monitors the quality of 'housing related support services' for a wide range of vulnerable groups to enable them to attain or maintain their independence over the three years 2008-11.

25. The strategy is written in light of the achievement of a number of the objectives of the 2005-10 strategies at the same time as addressing some of the new challenges that are presented by the programmes alignment with the national agendas of Area Based Grant and Local Area Agreement as well as the individual budget agenda.

Locally the strategy is written in the context of the 'Your Future, Our Future' Transformation programme and the Preventative services review.

Implications of the Recommendation

26. The strategy sets the framework for the delivery of the Supporting People budget of £ 3.8 million.

Equalities impact

27. An Equalities Impact Assessment (EIA) has been undertaken. The programme is by definition focussed on groups who are under represented and at risk of social exclusion. The EIA has noted that there are potential areas of concern that the data raises in relation to differential impact that need to be monitored and provides an action plan for managing the concerns to ensure that they do not have a discriminatory impact.

The results of the EIA are that by definition the services commissioned by supporting people through this strategy should have a positive impact in

addressing the needs of 1,800 people at any one time who may be experiencing barriers to independent living because of Age, Race, Gender or Disability.

The Supporting People programme focuses housing related support services on over 21 defined vulnerable groupings. Client record data for 2008 shows that since 2003 the total number of units of provision has increased by 50+ units. It also shows that services are more representative of Harrows ethnic demographic with SP services accessed by more of the Black and Asian communities in 2008 than in 2003. SP has also commissioned new services for the Somali community and Sensory Impairment to meet gaps in provision.

There do exist areas of concern as regards the potential for a differential impact to occur within commissioned services. However the strategy sets out to address these.

The concerns are:

- The accessibility of provision for people falling outside of the 21 defined vulnerable groups
- The lack of provision for gypsy and travelers
- The need to reconfigure and provide more supported accommodation for people with Longer term needs
- The need to provide more housing and support options for older people.
- The accessibility of provision for people with a physical disability
- The ability to respond to the need for accessible provision for people from refugee and newly emerging communities

We will specifically in response to the concerns listed above take the following actions as part of the SP strategy 2008-11:

- Commissioning of a generic floating support service to cater for service users falling outside of the eligibility of the current services e.g. young people with a physical disability
- Work with housing colleagues to find the appropriate support solutions for gypsy and traveller communities
- Delivering a review and procurement plan in line with the Transformation project's accommodation strand to increase supported housing for those with Long Term needs by 2010.
- Deliver the SP elements of the Older Persons Housing review by promoting the need for a housing needs assessment for people being assessed for sheltered housing, reviewing support charges and commissioning more flexible support models while increasing extra care sheltered provision.
- Working with Housing colleagues and colleagues from Social Services Physical Disabilities (PD) team to ensure that appropriate accommodation is made available to those with PD – and with SP providers to ensure that housing related support is accessible to those with PD.
- The ability to respond to the need for accessible provision for people from refugee and newly emerging communities will come from the continued monitoring and reconfiguration of services to ensure accessibility and the mainstreaming of provision such as the Somali floating support service.

In general accessibility to services should be improved by the move on panel and the single point of referral, which will be implemented by December 2008

The EIA action plan will be monitored closely. The full EIA is included as Appendix 7.

Legal comments

28. The report notes that the council must comply with any amended grant conditions attached to the SP funding.

A full Equality Impact Assessment has been carried out as required by Equalities legislation.

The separate report to Cabinet on accessing the new Framework Agreement confirms that the council will be complying with the public procurement rules relating to SP services

Financial Implications

29. The financial implications are included within paragraph 16 above.

In addition, it should be noted that the Supporting People programme is delivering within budget.

In terms of procurement - Harrow will be asking cabinet to agree to arrangements to access the West London Procurement Framework in order to call off services while satisfying procurement regulations and delivering efficiencies both in terms of procurement costs and contract prices.

Performance Issues

30. The strategy will deliver improvements against national indicators NI 141 & 142 as indicated in the table in Appendix 2. It will also contribute to the delivery of a number of LAA outcomes as outlined in Appendix 3. Furthermore it will deliver elements of 'Your Future Our Future' particularly the accommodation strand as well as supporting the corporate priorities outlined earlier in this report.

Risk Management Implications

31. The main risks of not delivering against this strategy would be not to achieve against National Indicators, not to contribute effectively to the LAA and not to deliver against strands of the Transformation project. The risks will be managed through the existing Governance and accountability route of the Commissioning Body and Members Advisory Panel and ultimately through the Harrow Strategic Partnership.

Section 3 - Statutory Officer Clearance

Name: Donna Edwards



On behalf of the
Chief Financial Officer

Date: 25/09/08

Name: Stephen Dorrian



On behalf of the
Monitoring Officer

Date: 25/09/08

Section 4 – Performance Officer Clearance

Name: Tom Whiting



Divisional Director
(Strategy and
Improvement)

Date: 22/09/08

Section 5 - Contact Details and Background Papers

Contact: Nick Davies 0208424 1895

Background Papers: Supporting People Strategy refresh 2008/11 document