



**Cabinet Briefing
Cabinet**

**13th July 2009
03rd August 2009**

**Proposal to place the Governance of 'Supporting People' Grant under the
Health & Wellbeing Partnership Strategic Theme Group**

Report of the Strategic Director for Adults & Communities

1. Purpose of Report

- 1.1 Agreement is sought from Cabinet to place the governance of the Supporting People Grant monies under the Health and Well Being Partnership Strategic Theme Group. The City Council will remain the accountable body and will continue to ensure the money is administered in line with financial regulations.

2. Summary

- 2.1 The Supporting People grant is to be included within the Area Based Grant (ABG), from 1st April 2010. The Communities and Local Government Office fund the entire programme totalling £15.6 million (2008/09) however this is reducing in line with reductions in the grant to £14 million in 2010/11.
- 2.2 The grant provides a range of strategically commissioned services providing housing related support, including the delivery of outcomes under the Local Area Agreement (LAA), within which NI141 and NI142 are directly relevant to Housing Support Services.
- 2.3 Services are currently commissioned by the Supporting People Commissioning Body, but with the monies transferring to the ABG, it is proposed that the grant is allocated to the Health & Well Being Strategic Theme Group, which is underpinned by a Sub Commissioning Group, to continue to strategically commission services that improve the One Leicester priorities and LAA health and well being outcomes.
- 2.4 The Leicester Partnership Executive is fully supportive of the proposal and endorsed the details contained in this report 10th June 2009.

3. Recommendations

3.1 Cabinet is recommended to:

- a) Agree the Supporting People Grant investment money is moved in December 2009 to the Governance of the Health and Well Being Partnership to be overseen by the new agreed Joint Commissioning Board of the Health and Well Being Partnership.
- b) The Council shall remain the accountable body and will ensure that the money is spent in accordance with Councils financial regulations.

4. Background

4.1 The Supporting People (SP) grant programme set up in 2003, was an amalgamation of a number of existing support funding streams into one central resource. The funding streams concerned were:

- The element of housing benefit that paid for support services (transitional housing benefit scheme)
- Supported Housing Management Grant, which was paid to registered social landlords (Housing associations) and then on to providers who operate from their premises
- The Probation Accommodation grant scheme

4.2 Funding was brought into one resource to enable local partnerships to strategically commission housing related support services to help vulnerable people maintain or improve their ability to live independently, directly supporting a health and well being outcome. The support might include for example helping an older person stay in their own home, helping someone coming out of homelessness to move to having their own home, or helping women flee domestic violence.

4.3 The key focus of the programme is on getting the right service and outcomes for vulnerable people. This involves working in partnership with other service commissioners and service providers to make sure all local services for vulnerable people, not just Supporting People ones, are coordinated to work together properly. Service design and provision needs to be integrated, focused around and involving the user, looking on positive outcomes rather than processes.

4.5 Supporting people to maintain independent living has a positive impact on many outcomes in vulnerable people's lives and therefore other indicators in the Local Area Agreement. To sustain stable and good quality accommodation helps to reduce offending, improve drug and alcohol treatment rates, reduce hospital admissions, reduce admissions to residential or nursing care, reduce accidents at home, improve access to services and assist in maximising income and access to employment and training.

- 4.6 Housing related support works well with a wide range of vulnerable groups and there is no such thing as a typical customer, this diversity can make it more difficult to think about joining up services. However Supporting People generally works with three different broad types of need, which are:
- People in receipt of care with support, for whom housing related support underpins health and social care services.
 - People living independently with support only, for whom a small amount of support can make a critical difference in being able to remain independent
 - People experiencing or at risk of social exclusion for whom housing related support plays an essential part in preventing or dealing with a crisis situation and restoring independence in a sustainable way.
- 4.7 In Leicester client groups that currently receive housing related support services are: homeless families and single homeless with support needs, people with a physical or sensory disability, refugees, care leavers, young people at risk, older people with support needs, people with a learning disability, people with mental ill health, Travellers, women at risk of domestic violence, people with HIV/ Aids, people with drug problems, people with alcohol problems, offenders or people at risk of offending and generic services that can support other vulnerable people with support needs.
- 4.8 The Communities and Local Government Office fund the entire programme of services and the overall SP programme contracted spend is £15.6 million (08/09) however this is reducing in line with reductions in the grant to £14 million in 2010/11.
- 4.9 The Supporting People Programme Grant is currently ring fenced for housing related support services however from 09/10 the ring fence will be removed but with limited interim grant conditions for this period. This period is to allow for a transition period to when the funding becomes part of the Area Based Grant (ABG) in April 2010.
- 4.10 Performance from investment in housing related support is measured directly through two indicators in the national set: NI 141: percentage of vulnerable people achieving independent living and NI 142: percentage of vulnerable people who are supported to maintain independent living, NI 142 is also an LAA indicator. Performance for 2008/09 was above target on both National Indicators:

NI	Target %	Actual %
NI 141	67	80.9
NI 142	98	98.3

- 4.11 Investment in housing related support also directly supports a much wider range of Public Service Agreements and performance indicators. One

example is the direct correlation between investment in housing related support services and PSA 16: supporting socially excluded and vulnerable adults to get suitable accommodation and into employment and training. Leicester's housing related support investment currently supports all the following indicators sitting behind PSA16:

NI143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence
NI144	Offenders under probation supervision in employment at the end of their order or licence
NI145	Adults with learning disabilities in settled accommodation
NI146	Adults with learning disabilities in employment
NI147	Care leavers in suitable accommodation
NI148	Care leavers in employment, education or training
NI149	Adults in contact with secondary mental health services in settled accommodation
NI150	Adults in contact with secondary mental health services in employment

- 4.12 The investment supports a wide range of indicators through the actual outcomes in people lives. Outcomes of investment are measured through the collection of data from individual service users. The range of outcomes being measured includes: being healthy, staying safe, achieving economic well-being, enjoying and achieving and making a positive contribution.
- 4.13 The entire Programme Grant is in contracted services and these services are strategically commissioned subject to ongoing strategic reviews to ensure any they remain relevant, fit for purpose, value for money and consider the development of new services or interventions. During 2009/10 the strategic need assessment for the new commissioning plan will be finalized. Homeless Services have just been strategically reviewed and a number of recommendations on the new provision of services will feature in this.
- 4.14 Robust contract management, performance management systems and value for money assessments are in place for all contracts using national and locally derived models which are tailored to meet local requirements. This ensures service providers deliver services to an agreed standard with expected outcomes. Performance monitoring action as part of this process is reported through governance structures.
- 4.15 Looking at new ways of engaging customers this year has seen the completion of the Customer Involvement Strategy which identifies a programme of activities to enable those at the very core of service, our customers, to take an active role in commissioning, developing and managing services.
- 4.16 There is now in place an active involvement group and their work undertaken includes assessing tenders, in depth consultation on the strategic review of homeless services and facilitating workshops for other customers and

presenting at conferences. At the end of 2008 there was a customer training programme for customers to learn skills to undertake contact management inspections and those 'graduating' at the end of the course met with the Lord Mayor. This group has begun to undertake peer reviewing of services and are recruiting more customers to be involved. The long-term aim is to have customers involved in governance of the programme.

- 4.17 A continuous dialogue with providers outside of the Contract Management environment is maintained through the Provider Forum. Stakeholder engagement through the Core Strategy Development Group (CSDG) allows ongoing partnership work with partners and providers. The CSDG is made up of planners and strategic leads for various client groups as well as provider and Officer representatives.
- 4.18 Partnerships in the Governance and ongoing development of the programme include Senior Officers across the Local Authority, Primary Care Trust, Probation Service, these have an equal voting right for all commissioning decisions with the Authority being the overall Accountable Body. It has been agreed that the current Commissioning Body will be merged into the Joint Commissioning Board of the Health and Well Being Partnership to oversee the commissioning of services in line with the One Leicester & LAA priorities.

5. Report

- 5.1 Everyone needs a stable roof over their head, in order to keep or find a job, build a social network, or participate in a range of other opportunities. If they are worrying about where they will live, the worry and disruption can easily prevent them from accessing opportunities in the first place, and could even cause the loss of their current job or existing social networks.
- 5.2 These problems and uncertainties can affect any one, but it is most likely to happen to the more vulnerable or disadvantaged members of our society. Often, assistance at the right time can prevent a full-scale, long-term crisis.
- 5.3 That's where Leicester's Supporting People programme of housing related support services comes in. Housing related support ensures that individuals:
- Have the life skills they need to live independently, such as cooking and budgeting.
 - Are given support in gaining and maintaining settled accommodation.
 - Are given help to identify training and job opportunities.
 - Are able to access necessary utility services they need in their home, such as gas and electricity.
 - Are given help to claim the right benefits.
 - Are given the help they need to ensure that their existing accommodation continues to meet their accessibility and/or safety needs.
 - Have a joined up holistic approach to meeting their needs

- 5.4 There is no prescriptive list of what housing related support should mean. For some, it could be help learning how to cook or budget, for others, it could be the sort of ongoing support provided by a warden; or it could be crisis support provided by hostels and refuges, as a step on the road back to living an independent life again. Each person is different and has different needs. That is why Supporting People is a flexible programme, which can provide any housing related support, which helps an individual to live independently in his or her own home and community.
- 5.5 Housing related support services already have a strong track record in delivering personalised services and interventions, which are tailored to the needs of each individual. The Home Improvement Agency funded, for example, tailor their solutions to the particular needs of each individual and the condition of their home. In contrast, floating support teams work in ways, which take into account the potentially chaotic lifestyles of individuals they need to engage with.
- 5.6 Housing related support services also has an established history of offering choice and control. Through the Quality Assurance Framework and support planning, individuals can have a clear say over what support they receive and over how and when they receive it. This can range from something as simple to agreeing the time of a visit, to being able to agree what sort of support services are needed.
- 5.7 Leicester housing related support services support a wide range of vulnerable people in Leicester directly improving outcomes in their lives. The services are contract managed to ensure high quality value for money services that have both good performance and meet outcomes that really make a difference to people's lives. Removal of the ring fenced grant conditions will allow better flexibility in joining up commissioning priorities and allowing more innovative ways of providing flexible personalized care and support for vulnerable adults.
- 5.8 These outcomes directly support the health and well-being of service users their families and carers and through this have a directly beneficial impact on a wide range of other social outcomes and financial costs to partners. A real life example of someone currently receiving a housing related support service is given in Appendix A, other examples of benefits to others include:
- Support for people with mental ill health there is a direct cashable benefit to the Primary Care Trust in keeping that person out of hospital and a reduced mental health support package to the Local Authority in reducing the need for a high social care package or residential care.
 - Floating support service to high risk offenders in the community and accommodation schemes for offenders there is a direct cashable benefit to the Police and Probation through safely managing high-risk and other offenders in the community reducing their risk of re-offending and greater public safety.
 - Accommodation based services and floating support for women and children fleeing domestic violence have a direct cashable benefit in reduced costs to the Local Authority in keeping the family together in a

safe environment and have reduced re offending intervention costs to the Police.

- Funding family support workers who work as part of Integrated Service Hubs have a benefit to the educational outcomes of young people in the City and reduction in costs of life interventions in the families of these young people through for example income maximization or resolving poor housing conditions.
- Funding accommodation based services for those coming out of the drug treatment system has a direct benefit for the Primary Care Trust and on reduced offending rates for the Police and Probation service.
- Funding accommodation based and floating support for care leavers, youth offenders and other young vulnerable people have a benefit to Children and Young Peoples Services and the Youth Offending Team.
- Funding support in Extra Care schemes and warden-assisted schemes, assistive technology and alarm systems for older people contributes to reducing the need for a high social care package or residential care to the Local Authority.

5.9 Strategic commissioning is embedded in the delivery of the Grant however concurrent to this runs a need to find actual cashable savings over three years by £2.5 million as the Supporting People Grant is reducing. As contracted services are above grant level ongoing strategic assessment and procurement is required to get cashable savings and retain high levels of good quality services. It makes administrative sense and value for money to retain this grant allocation being commissioned through the Health and Well Being Partnership: allowing the procurement, performance and contract management and value for money efficiencies to be governed under one structure.

5.10 The resources for undertaking the work associated with commissioning, reviewing, planning, outcome based contract management and ongoing procurement for the grant will be available from the agreed Joint Commissioning Board, utilising the commissioning team, based within Adult Social Care to support the commissioning function for the Health & Wellbeing Partnership Theme Group.

6. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

6.1 Financial Implications – Andy Morley Chief Accountant x 7404

6.2 The Supporting People grant is currently (08/09) ring-fenced for housing related support services, with the City Council being the Accountable Body for the grant. This means that, ultimately, it is the City Council that has the responsibility of ensuring that the grant is spent appropriately and in accordance with the grant conditions. These conditions are likely to change for 2009/10 but no new conditions have yet been issued.

6.3 The spending of the grant is currently decided by a commissioning body, which comprises officers from several partner organisations, as set out in the report.

- 6.4 The Supporting People grant is expected to be included within the Area Based Grant (ABG), from 2010/11 onwards. The total of the grant in 2010/11 has been announced in the sum of £14.0m, compared with the 2009/10 figure of £14.7m (2008/09: £15.6m) The ABG is a non-ring fenced general grant given to the City Council to spend as it sees fit, but subject to the general condition that expenditure should support the Council's objectives and obligations. This includes the delivery of outcomes under the Local Area Agreement, within which NI141 and NI142 are directly relevant to Housing Support Services.
- 6.5 The current arrangements for the governance of the ABG entail consultation with the Leicester Partnership, and the subsequent approval of the City Council's cabinet to the Partnership's recommended allocation of the ABG across the various delivery groups – of which the Health & Well being partnership is one.
- 6.6 The proposals in the report recommend formalising the responsibility of the Health & Well-being partnership in advance of the inclusion of the Supporting People grant within ABG – the point at which the delivery group would normally be expected to take on that responsibility. The proposed arrangements address the management of the grant in support of the achievement of the desired outcomes. The ultimate responsibility and accountability for the grant remains with the City Council and therefore, would require the approval of the City Council's Cabinet.
- 6.7 Legal Implications – Joanna Bunting, Head of Commercial and Property Law.**
- 6.8 Use of Supporting People money is governed by grant conditions from the Secretary of State. It is commissioned in partnership through the Commissioning Body with the Local Authority ("the Accountable Body").
- 6.9 There are current and pending contractual commitments against the SP grant stream. Potential savings can be achieved through more competitive pricing (although this is subject to market forces) or value engineering.
- 6.10 If existing contracts have to be varied the value of any saving will have to take into account any legitimate "breakage costs" of the contractor.

7. Report Author – Nicola Hobbs Leicester City Council X 7502

Key Decision	No
Reason	N/A
Appeared in Forward Plan	N/A
Executive or Council Decision	Executive (Cabinet)

Housing Related Support Service Case Study- MB

Customer History

MB has led an extremely chaotic lifestyle since her childhood including sexual & physical abuse as a child; she also spent time in care and was a victim of abuse within this care system. This abuse was a high profile case investigated by the Police and Local Authority.

MB was addicted to heroin from an early age and a sex worker for many years. This included regular offending behaviour and she spent considerable time in Prison during the eighties and nineties. MB outside of the prison system was unable to engage in or sustain meaningful relationships outside of drug or offending cultures.

MB has had repeated and recurrent homelessness including six previous tenancies with the local authority incurring high rent arrears and debts during these tenancies and when they broke down. This has given a life long chaotic and unsettled living pattern, being known and accommodated within the direct access hostels on and off for over 15 years and periods of rough sleeping.

Health issues included long term and enduring mental health issues, which have an extreme impact on her ability to cope on a day-to-day basis. MB physical health has deteriorated considerably over the years and this presented additional difficulties for both MB and staff in the hostels.

Outcomes to be met through housing related support interventions

MB was considered to have complex needs and thus a range of outcomes to be met. MB and her workers identified these as part of her housing related support plan, which identified the actions for MB, all staff and agencies supporting her to meet these outcomes.

MB risk history and unpredictable behaviour meant that joint visits would always be necessary. There were a number of agencies involved in working with MB and both the support service in the Dawn Centre and then the service assigned to work with her in the community, STAR, would co ordinate agency activities for MB. The Outreach Team who had a longstanding relationship with MB, agreed to continue to joint visit with STAR at the property for a limited period to assist a smooth transition to independent living. As the Outreach Team withdrew, STAR has continued to visit in twos on a weekly basis. Each visit was a minimum of two hours and this time was used to resolve practical issues and support MB emotionally. In addition STAR workers also gave MB a courtesy call to check she coping in her tenancy.

Below is a brief summary the outcomes identified by MB and her workers and how these were met

Outcome: Stay Safe

Modifying behaviour contract with MB setting targets and recognising improvements in behaviour, using a multi agency approach to meet MB's needs including modifying of offending behaviour which included managing and motivating to address substance use and harm reduction advice. To gain safe and stable accommodation in a suitable area and meet disability requirements: MB needed a bungalow, which had been adapted with a walk in shower and disabled rails, due to her disability and heavy use of prescribed medication

- Accommodated in the complex needs flat at the Dawn Centre a self-contained unit within the building, which has the security and safety of 24 hour staffing to begin to develop life skills for independent living in a controlled environment.
- Re complex needs STAR began to joint work with the Dawn Centre and MB for 1 month prior to the move, to prepare MB for independent living. Supported for all applications around financial benefits, housing benefit and furniture grants.
- Whilst in Dawn Centre assisted to apply for dual Housing Benefit to allow time to obtain essential furniture through award of Community Care Grant (CCG) and to decorate the property. MB was supported to decide most appropriate use of CCG. She was assisted to choose her own furniture and carpeting and supported by YASC team to physically pack belongings and these were transported to new home.
- Moved into suitably adapted bungalow May 2008. Independently sustained in the community no repeat homelessness, MB is very happy in her tenancy and is extremely house proud which is evident at every home visit
- Regular drug testing shows she has continued to test negative.
- No known offending behaviour recorded or observed

Outcome: Achieve Economic Wellbeing

Developing life and independent living skills including budgeting and debt management and establishing regular payments of rent and ex tenant arrears. To maximize all income and identify and assist in applications for benefits.

- All benefits maximized and claimed, during time in complex needs flat work to enable MB to begin to budget appropriately and start to save money ready for her own tenancy
- CCG awarded £1191.00. STAR assisted MB to arrange decorating of premises by STRIDE Social Enterprise; MB herself funded this.
- MB is continuing to receive support with budgeting for essential bills, and overtime her budgeting capacity has began to slowly improve. No rent arrears or debts at present.

Outcome: Make a Positive Contribution

Developing confidence, involvement and control through confidence and self esteem building and support to develop positive and meaningful relationships with family and develop enhanced thinking skills and support with emotional well being

- Greater choice and control, MB is now familiar with a number of different STAR team members and this is helping MB to avoid becoming dependent on one particular person and is assisting her to deal with change around her.
- Improved relationships with friends and community involvement, MB has settled well into her new property and she has made a number of friends in the local community that are supportive of her.

Outcome: Be Healthy

Access to primary health care services, MB required a high level of health intervention. To ensure sexual health education and access to support to manage enduring mental health difficulties

- Whilst MB was waiting for GP allocation, Paget House (Drug Service) and Homeless Healthcare Team agreed to continue to support MB with healthcare and scripts. MB continues to have regular input from Senior Psychologist.
- Improved health outcomes with MB making choices around good health practices and emergency health interventions reduced.
- Change in behaviour, MB Has been determined from day one to make the transition to independence and she has co-operated well with all those involved to ensure her continued independence

Outcome: Enjoy and Achieve

To be able to sustain a home in the community and have positive engagement with that community, without a need to return to previous hostel and homeless culture.

- STAR made the Housing Officer aware of MB vulnerability and her potential volatile nature. The Housing Officer met with MB to introduce herself and reassure her that she was there to help with any tenancy issues.
- MB began to make friends with some neighbours in the close but due to her vulnerability began to experience harassment from one of the neighbours. This event threatened to destabilise the tenancy as MB felt that she could not fit in. STAR recognised that MB was being unreasonably targeted and supported MB to challenge the neighbour's behaviour using formal procedures. The perpetrators were sent a warning letter from housing management and the harassment has now stopped.
- There have been improved relationships with friends and community involvement, MB has settled well into her new property and she has made a number of friends in the local community that are supportive of her.