

Leicester
City Council

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FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Scrutiny
Cabinet

7th April 2005
25th April 2005

Supporting People Strategy 2005-10 and Annual Plan 2005-6

Report of the Director of Social Care and Health and the Director of Housing

1. Purpose of Report

- 1.1. The purpose of this report is to approve the 2005-10 Supporting People (SP) Strategy and Annual Plan 2005-6 as agreed by the Supporting People Commissioning Body on 11th February 2005.

2. Summary

- 2.1. The report outlines how the Supporting People Strategy and Annual Plan was drawn up and the key messages contained in both documents.

3. Recommendations

- 3.1. It is recommended that:
The Supporting People Strategy for 2005-10 and Annual Plan 2005-6 is approved.

4. Headline Financial

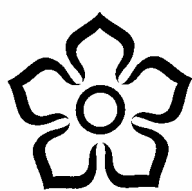
- 4.1. This strategy is written with the expectation that there will be no additional funding available to pay for housing related support services over the next five years. The Government is reducing SP funding in 2005/6 by 5% in Leicester City (the national average) and introducing a new needs based distribution formula in the longer term. Leicester is likely to see a further reduction in SP funding as this is introduced.

5. Headline Legal implications

- 5.1. A strategic Commissioning Body, made up of Chief Officers from the Local Authority, Primary Care Trusts and Probation has overall responsibility, including financial responsibility, for the Supporting People Programme. Leicester City Council (the administering authority) receives and administers the SP grant under section 93 of the Local Government Act 2000 for the provision of welfare services determined by the Secretary of State. The administering authority (LCC) is accountable to ODPM for the grant.

6. Report Author/Officer to contact:

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Leicester
City Council

WARDS AFFECTED

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

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Directors Board

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7th April 2005

12th April 2005

25th April 2005

Supporting People Strategy 2005-10 and Annual Plan 2005-6

SUPPORTING INFORMATION

1. Report

The purpose of this report is to approve the 2005-10 Supporting People (SP) Strategy and Annual Plan 2005-6 as agreed by the Supporting People Commissioning Body (CB) on 11th February 2005.

2. Background

- 2.1. From April 2003 the Council began managing the Supporting People Grant on behalf of the Supporting People Commissioning Body, who are responsible for delivering the Supporting People Programme in Leicester City. This partnership is between, the Probation Service, the two Primary Care Trusts operating in the City and the Council itself. The programme is managed on a day-to-day basis by the SP Team who are located in the Housing Department.
- 2.2. The purpose of the Supporting People Grant is to fund housing related support services that enable vulnerable people with support needs to maintain a home in the community. The SP grant is paid to a range of providers who deliver the support on behalf of the Commissioning Body and the Council. These include, the Council itself (Housing and Social Care and Health), Registered Social Landlords, Voluntary and Charitable Organisations and private sector providers. Examples of Supporting People services are Sheltered Housing to older people, Hostels to Homeless people, Domestic Violence Refuges, Supported Housing for people with mental ill health or learning disabilities and floating support, which goes to people in their own homes.
- 2.3. A condition of receiving the SP grant is the submission of a 5-year strategy and annual plan to ODPM.
- 2.4. The Supporting People Strategy and Annual Plan (please see appendix A and B) sets out how Leicester City proposes to shape and develop housing related support services over time to better meet the needs of vulnerable people and deliver on some

of the key aims and objectives of a range of local strategies and plans (The full SP strategy, including all appendices, is available on the local Supporting People website at www.leicestercity.gov.uk/supportingpeople).

- 2.5. This Strategy will be submitted to the Office of the Deputy Prime Minister (ODPM) for approval at the end of March 2005.
- 2.6. The changes in funding and commissioning arrangements for housing related support services (HRSS) present Leicester with an ideal opportunity to examine how and to whom these services are delivered. Further, the SP Commissioning Body now have the responsibility to ensure that SP schemes are meeting peoples' needs effectively and that SP funding is being spent on those schemes that are felt to be the most relevant to Leicester City. This Strategy sets out how Leicester intends to do this.
- 2.7. The Strategy and Annual Plan is written with the expectation that there will be no additional funding available to pay for housing related support services over the next five years. For Leicester, the SP grant in 2005/06 is £16 million, a 5% reduction from 2004/05, in line with the national reduction of SP funding. At present, funding is given to areas based upon the services that were available in March 2003. In future the Government will give out funding via a new formula, which is currently being developed. It is expected that this will further reduce funding for Leicester, due to Leicester having a large and established set of housing related support services.
- 2.8. Every year Leicester will produce an Annual Plan. This will show the budget for the coming year, including estimates of savings coming from reviews (both scheme and strategic reviews), inflationary awards and new services planned for development in that year.

2. Development of the Strategy – see appendix A

- 2.10. The Strategy and annual plan have been developed over the past 18 months. The Supporting People Core Strategy Development Group and Supporting People Team have worked to gather the relevant data and consult with all relevant stakeholders.
- 2.11. Service users, carers, partner agencies, service providers, relevant planners and commissioners, other key stakeholders and elected members have been formally invited and actively encouraged to take part in consultation on this strategy by using the methods outlined below:
 - Drafts of the strategy were posted onto the local SP website
 - Flyers were sent out to all stakeholders to alert them to this and a standard response form was produced to collate feedback
 - Discussion and presentations were carried out at various planning groups
 - Direct client consultation through existing user forums and special user events using a consultation tool developed by Leicester Disability and Information and Communication Network (LDICN) in partnership with CLEAR communication.
 - Discussions at an Inclusive Forum held on 14th October 2004
 - Discussions and agreement sought at each stage with the Supporting People Core Strategy Development Group and the Commissioning Body.
 - Users views captured during SP reviews of services have been fed into this strategy

- Presentations and workshops were delivered at other consultation events e.g. The Homelessness conference held in November 2004

4. **The Strategy's Key Messages**

4.1. Current Supply

- 4.1.1. Leicester has 189 schemes providing housing related support services to approximately 7,400 vulnerable people. There are 58 service providers
- 4.1.2. Leicester funds specific services for 13 different vulnerable client groups
- 4.1.3. The single largest group of people receiving housing related support services are older people (5,159 people)
- 4.1.4. The highest level of investment is in single homeless provision (£4,803,000)
- 4.1.5. Overall HRSS in Leicester are used by all sections of the community. However, Asian and Chinese communities are under-represented

4.2. Emerging Needs

- 4.2.1. The client group information presented in Appendix F of the full strategy document contains information on the demand for new services and as set out in 4.7 below. These were compiled by talking to people responsible for planning services, providers of services and service users themselves.

4.3. Prioritising which services Leicester wishes to invest in

- 4.3.1. Growth and change in the HRSS market is an essential part of the SP Strategy. This is how the CB will ensure HRSS are better meeting the needs of vulnerable people in Leicester.
- 4.3.2. However, faced with a diminishing overall budget the CB will have to make choices about disinvesting in some schemes to allow for growth in greater priority areas. For this reason a prioritising criteria has been developed (See Appendix I of the full SP strategy). This enables the CB to make choices about possible reductions in lower priority services to allow for growth in higher priority services. It is important to note, that those services, which are ranked as lower priority would not necessarily be cut, rather they will be examined in more detail in a strategic review. This will reveal if they were correctly scored as low priority, or if the information that would have led to a higher score was simply unavailable.
- 4.3.3. The following areas ranked highest in terms of priority for development. This means they will look to be developed first if Leicester has enough money to do so. These are also areas that will be looked to be developed, where possible, through reshaping existing schemes within strategic reviews. Proposals to change existing schemes to these higher priority areas will also be considered, subject to financial constraints, capacity of the Supporting People team, a favorable risk assessment and agreement by the Commissioning Body. In priority, the areas for development are:

- *Extra Care for Older People

- *Wet Hostel Supported Accommodation for people with chronic Alcohol problems
- *15 units of Supported Accommodation for people with Alcohol problems
- *Supported Accommodation for people working in the sex industry
- *Supported Accommodation for people with drug problems
- Floating Support for Teenage Parents
- Floating Support for People with Mental Health problems
- Supported Accommodation for people with Learning Disabilities – hospital properties
- *Supported Accommodation or Floating Support for Offenders (particularly for families)
- *Supported Accommodation for Care Leavers
- *Supported Accommodation / Hostel accommodation for Young People
- Increase of Floating Support for Young People
- Supported Accommodation for people with Learning Disabilities – deregistration of care homes
- Gorse Hill re-provision for people with Learning Disabilities
- Floating Support for Travelers
- *Supported Accommodation for Young Offenders
- Floating Support for people with Learning Disabilities
- Expansion of the Adult Placement scheme
- *Remodeling of Sheltered Housing to Learning Disabilities Supported Accommodation
- *Supported Accommodation for young people with Learning Disabilities

Note an asterisk (*) denotes there may be a need to find an appropriate building, or get capital monies from another source to pay for building or improvement work prior to a service being developed. If this is unavailable then the service will not be developed and the next highest priority will be looked at instead.

4.4. Each year the Annual Plan will set out the top priorities for development and give an indication of amounts of funding available to develop new services within those areas.

4.5. The services and/or areas scoring the lowest via the prioritisation process are as follows. Please note this means they *appear* to be the lowest priority based upon the information available to us at the time of this Strategy (or future Annual Plan). The purpose of a strategic review is to check whether these services really are the lowest priority (in their current state) or if there are other reasons why that service area received a low score. The Annual Plan will set out the areas that will be strategically reviewed each year, based upon a combination of this prioritisation process and the need to generate cost savings. The areas that appear to need a strategic review first are:

- Review of older peoples services incorporating Extra Care
- Review of Community Alarms
- Review of floating support services including looking at areas for development
- Review of Teenage Parent and Mental Health Supported Accommodation services
- Review of Homeless (families and singles) and Domestic Violence accommodation services

4.6. How will Leicester change or develop new services

4.7. Services did not develop overnight and changes to the existing schemes should not happen overnight. The SP Programme must deliver Value for Money and sometimes that will be by inviting bids for running services and other times it will mean working with a current provider to change the kind of service that is being provided. In general we wish to work with existing providers for changes to services and invite bids for completely new services. This process is described in more detail in Appendix N of the full strategy document

4.8. Improving Standards

4.9. The performance and quality of services will be monitored by using the National Performance Assessment Framework (PAF) and Quality Assessment Framework (QAF). Leicester has implemented both frameworks to date to the national minimum requirements. Full details of both frameworks are explained more fully in Appendix L of the full strategy document.

5. The Annual Plan 2005- 6 – see Appendix B

5.1. This is the first Supporting People Annual Plan for Leicester and covers the financial year 2005/06. This is also the first year of the SP 5-Year Strategy, thus there will be some overlap between this document and the information in there.

5.2. In order to balance the budget, it is not expected that the Leicester SP Programme will be in a financial position to fund any new developments in 2005/06, nor will it be able to offer inflation to services until significant savings have been found through the review process. However, services may still be remodelled and/or other changes made if they do not require additional resources from SP budgets. These will continue to be assessed on a case-by-case basis, taking into consideration need, risk and relevance to the SP Strategy.

5.3. The completion of all initial scheme reviews in 2005/06 is vital to the success of the programme in Leicester and it is expected that these reviews will generate at least £500,000 savings.

5.4. A successful bid for a Value Improvement Project has provided the funding to carry out a Strategic Review of floating support services, looking at the wider set of services offered to service users receiving SP funded floating support. It is hoped this will minimise overlap where multiple agencies are offering similar support to the same range of people. The full Annual Plan for 2005/06 can be found in Appendix O of the full strategy document.

6. Financial Implications

- 6.1. The strategy and annual plan is written with the expectation that there will be no additional funding available to pay for housing related support services over the next five years. The Government is reducing SP funding in 2005/6 and introducing a new needs based distribution formula. Leicester is likely to see a further reduction in SP funding as this is introduced. The Strategy itself does not commit resources to specific schemes or client groups, rather it sets out a mechanism for assessing relative priorities for Leicester. The actual decisions for funding growth and setting targets for realization of savings will be set out in each annual plan.
- 6.2. The annual plan for 2005-06 is written with the knowledge that the amount of funding from the ODPM has fallen by over 7.5% in two years. It is anticipated that reviews of services will develop sufficient efficiency savings to minimize the risk of service disruption for current service users. However, the cut in funding will curtail any new service developments that may have otherwise been funded through Supporting People budget until such time as budget reconfiguration takes place/
- 6.3. In order to minimize the risk of the programme overspending in 2005/6, the annual plan awards no inflation to providers for the upcoming financial year (subject to an appeals process). This situation is to be reviewed mid-year, if sufficient savings have been realized through the review process. In addition it was agreed that no new services will be commissioned until the long-term budget is balanced

7. Legal Implication

- 7.1. A strategic Commissioning Body, made up of Chief Officers from the Local Authority, Primary Care Trusts and Probation has overall responsibility, including financial responsibility, for the Supporting People Programme. Leicester City Council (the administering authority) receives and administers the grant under section 93 of the Local Government Act 2000 for the provision of welfare services determined by the Secretary of State. The administering authority is accountable to ODPM for the grant.

8. Other Implications

| OTHER IMPLICATIONS | YES/NO | Paragraph Within Supporting information | References |
|---------------------|--------|---|------------|
| Equal Opportunities | Yes | The SP Programme contributes to the overall strategy for social inclusion. Housing related support services enable vulnerable people to maintain a home and participate in their communities fully. Better planning arrangements will identify hidden needs of all vulnerable groups including BME and hard to reach groups. All providers must ensure anti-discriminatory and culturally sensitive service delivery. | |
| Policy | Yes | The SP Programme drives forward the preventative and social inclusion agenda | |

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|-------------------------------|-----|---|
| | | and will enable the authority to achieve delivery of other strategic objectives. |
| Sustainable and Environmental | Yes | The SP Programme enables a more structured approach to addressing support needs, which will help vulnerable people sustain themselves in communities and become fully contributing members of society. This will contribute to making Leicester's communities more sustainable. |
| Crime and Disorder | Yes | The SP Programme facilitates development of services that address the support needs of people who offend or are likely to offend. Assistance with maintaining a home in the community is one of the factors of reducing offending behaviour. |
| Human Rights Act | Yes | The Supporting People provisions and arrangements will be required to conform to Article 8 (right of privacy and family life) and Article 14 (freedom from discrimination) |
| Elderly/People on Low Income | Yes | The SP Programme drives forward the preventative and social inclusion agenda for <i>all</i> vulnerable client groups including elderly people and people on low income in need of support. |

4. Background Papers – Local Government Act 1972

None

5. Consultations

On the Strategy and Annual Plan – see para 2 and Appendix D of the full strategy document

Also:

- Rod Pearson -Head of Housing Finance 3rd March 2005
- Joanna Bunting – Legal Services 3rd March 2005

7. Report Author

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