

Leicester City Supporting People Annual Plan 2005-06

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LEICESTER'S SUPPORTING PEOPLE ANNUAL PLAN 2005/06

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APPROVAL OF LEICESTER'S SHADOW SUPPORTING PEOPLE ANNUAL PLAN 2005/6

	NAME OF CHIEF OFFICER	SIGNATURE	DATE
Strategic Director of Supporting People	Andrew Cozens		March 05
Chief Officer of Leicestershire & Rutland National Probation Service	Heather Munro		March 05
Chief Executive of Leicester City West Primary Care Trust	Rob McMahon	Approved but actual signature still to be obtained	
Chief Executive of Eastern Leicester Primary Care Trust	Carolyn Clifton	As above	

Introduction

Purpose

This is the first Supporting People (SP) 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.

The year ahead will be challenging, there is a need to find efficiencies through the review process to balance the budget following a reduction in grant from the Office of the Deputy Prime Minister (ODPM), which will also severely limit the possibilities of commissioning new services. The aim is to shape some existing services where necessary to meet priorities for growth. Getting the pace of these changes correct will be fundamental to the ongoing success of the SP programme.

What is Supporting People?

Supporting People is a Government funded programme aimed at giving vulnerable people support to allow them to live in the community as independently as possible. The programme does this by funding providers to give packages of 'Housing Related Support Services', such as help with setting up and maintaining a home, managing finance and benefit claims by helping to fill in forms, or provision of a warden service. Where a group of people are provided a similar type of help by the same provider, these are classed as a 'scheme'. A more detailed background to the programme, its aims, the types of services that are offered and the people who can use these services is contained within the Supporting People Strategy 2005-10, Leicester's Supporting People website (www.leicester.gov.uk/supportingpeople) or the Supporting People leaflets.

Summary of Annual Plan 2005/06

The following are the key points from this Plan:

- Completion of all scheme reviews by the end of the financial year
- Ensuring all schemes have achieved a national minimum standard of quality, assessed during the scheme review process
- A strategic review of services provided to users of Floating Support Services, utilising the Value Improvement Project (VIP) award from the ODPM, to ensure the wider group of services they receive are cost-effective, accessible, joined up and streamlined to best meet their needs
- The need to make at least £500,000 ongoing savings to balance the budget in 2005/06
- No inflation awards for the first 6 months of the year – assessment of inflation for last 6 months dependent upon savings in reviews by then
- No new developments planned for 2005/06
- The reshaping of schemes in light of needs and priorities to meet high priority needs

Supporting People Programme

Progress in 2004/05

Although there was no formal Annual Plan for 2004/05, there were various high level aims for the year, agreed through the Core Strategy & Development Group (CSDG) and Commissioning Body (CB)

- Inflation at 2.5% would be offered to all providers who needed it
- By the end of the year the ongoing SP payments to providers would be no more than the SP Grant for the year
- Services which are ineligible for SP Grant on an ongoing basis will have their funding removed

These goals were met. Leicester was one of very few areas that offered inflation to providers in 2004/05 and through a combination of reviews and negotiation with providers managed to save £686,000 on an ongoing basis and negotiate a total of £1.2 million in one-off savings to be returned. This figure included the negotiated withdrawal of funding from several care homes, in full co-operation with the provider and Social Care & Health to ensure the long-term viability of these services.

Market Analysis

In future Annual Plans, there will be a specific section highlighting changes in needs and supply of SP funded services. As this is the first year of the five-year SP Strategy, the data contained within is the most up-to-date information available.

Budget for 2005/06

The SP Programme Grant for 2005/06 has been confirmed as £15,988,077 (a reduction of 5%). If no further changes were made to services or any inflation granted for 2005/06, the financial position for 2005/06 would be:

Primary Client Group	2005-06 Projections
Generic	2,252,000
Homeless Families with Support Needs	1,622,000
Offenders or People at Risk of Offending	949,000
Older People with Support Needs	1,338,000
People with a Physical or Sensory Disability	181,000
People with Drug Problems	480,000
Sexual Health Support Services	69,000
People with Learning Disabilities	1,188,000
People with Mental Health Problems	1,510,000
Refugess	357,000
Single Homeless with Support Needs	4,748,000
Teenage Parents	158,000
People at Risk of Domestic Violence	1,499,000
Young People at Risk	116,000
Young People Leaving Care	8,000
TOTAL EXPENDITURE	16,475,000
2005/06 Grant	15,988,000
Brought Forward from 2004/05	1,421,000
TOTAL INCOME	17,209,000
PROJECTED CARRY FORWARD TO 2006/07	934,000

Based upon the current position, annual expenditure is forecast to exceed income by approximately £500,000. In other words, on-going savings of £500,000 would need to be found in order for the budget to balance.

There is still no definitive statement on whether an allocation formula will be introduced or the effect this would have on allocations to Leicester. The ODPM have announced that no authority will have their funding reduced by more than 5% per year in either of the following two years (and a maximum increase of 10% in any year).

Inflation

Due to the current projected grant shortfall and uncertainty over future years' grant allocations it has been decided not to award inflation for the first six months of 2005/06. It is intended that inflation will be awarded for the last half of the year, but that is subject to securing sufficient savings up to that date through the review process.

New Developments

Until the grant on an ongoing basis equals expenditure on an ongoing basis new developments cannot be undertaken. With the exception of pipeline schemes where revenue funding has already been guaranteed, no new

developments will be supported this year with SP funding. This will be reassessed in the Annual Plan for 2006/07, if the budget is balanced at that time.

This does not apply to remodelling or other changes to services that 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.

Contingency Funds

In Leicester we have negotiated a significant return of one-off funds as part of scheme reviews in 2004/05. In consultation with our Housing Department (who have the statutory responsibility of managing the budget), we have agreed to aim for a general contingency of 5% of programme budget as a contingency reserve, roughly £800,000.

This would cover anything SP Programme related, such as a general increase in SP eligible service users in subsidy contracts, additional costs due to provider failure and a cushion to allow us to manage the market sensibly if the Government were to further reduce allocations to Leicester in the future.

However this contingency is based upon the Government continuing to allow funds to be carried forward year-on-year. We would have to rethink this approach very rapidly if there was a future announcement suggesting this funding could not be carried forward year-on-year.

Scheme Reviews

Scheme reviews will continue in 2005/06, with the necessity to complete all reviews (for schemes in existence on 1st April 2003) by 31st March 2006. It is the intention that these will all continue to be undertaken in the format referred to within the SP Strategy 2005-10.

It is very hard to quantify how much these savings could be, but based upon projections of similar completed reviews, it is estimated that the on-going savings could be in the region of £250,000 to £750,000 in 2005/06. This does not in any way pre-empt the outcome of individual reviews.

Strategic Reviews

It is projected that the SP team would have sufficient resources to carry out one strategic review in 2005/06. The area for review will be selected through a combination of a prioritisation process (detailed in the Supporting People Strategy 2005-10) and the need for a review to generate savings. (N.B. It is planned that this prioritisation process will be run for each subsequent Annual Plan, as it is expected that priorities will change over the course of a 5-year period. As this is the first year of the Strategy, the prioritisation scoring is identical to that contained within the Strategy and so not repeated here).

It is planned to undertake a strategic review of floating support services (those services delivered to people in their own homes). There are currently 28 floating support schemes funded by SP locally with a total combined expenditure of £5.8 million (approx. a third of the overall grant). Reviews to date of floating support schemes have shown there is little co-ordination of access routes and referral to a specific scheme is often dependent upon the referring agency rather than the specific needs of the service user. Therefore it would be expected that efficiency savings could be made without destabilising the sector, or reducing the quality of services for service users. In addition, the relative costs vary widely and, relative to property-based schemes, it is *easier* to vary the capacities of floating support schemes.

We successfully bid for a £35,000 grant from the ODPM for a Value Improvement Project (VIP), becoming one of only 8 successful authorities across the country. The purpose of the projects is to develop good practice in commissioning of SP services, focused on delivering efficiency savings to the public purse. After meeting with the ODPM we propose to use the funding for widening the scope of the floating support strategic review to look at the wider services that are being delivered to individuals receiving floating support. (An example given in recently commissioned Teenage Parent research, showed up to 11 separate agencies providing support to one individual). It is hoped the outcome of this review would be to either join up some of the referral processes or to jointly commission some services where there is overlap between agencies.

Floating Support Services were chosen for the first strategic review because of a number of factors:

- There are a number of client groups where the need for floating support was within the top priority areas for development;
- There are a number of client groups where the score for floating support indicated the need for a strategic review to consider the need for those services in more detail;
- The high proportion of spend within this section and the number of different schemes within the sector, suggests it is an area that is likely to be able to generate some efficiency savings;
- Widening the scope via the VIP bid allows for a wider consideration of this market, which should expand the opportunities for joint commissioning further enhancing the possibilities for efficiency savings.

When this review is instigated, it is possible to propose a minimum amount of savings to be made. It is estimated this review would realise £500,000 in ongoing savings to the Supporting People budget.

The one-off savings of £1,400,000 already recovered via negotiation with providers offers a cushion to ensure that savings can be introduced in a negotiated and programmed way.

Summary of Proposed Direction for 2005/06

The following table suggests the longer-term direction for the SP Programme:

	£000's
2005/06 Grant	(15,988)
Expenditure (no changes)	16,475
Inflation (2.5% ongoing effect)	410
Ongoing Scheme Reviews (estimate)	(500)
Strategic Review: Floating Support (estimate)	(500)
Ongoing Revenue Position (surplus)	(103)

Note that any savings from reviews may not be immediately realised, the purpose of this projection is to show how the longer-term position can be balanced.

This projection is based upon the grant remaining at 2005/06 levels. The first call on this surplus would be to cover any loss if the grant fell again in 2006/07.

Supporting People Team

Purpose

The SP Team is responsible for carrying out the day-to-day management of the programme. This involves contract management, including performance monitoring and making payments to providers, undertaking reviews, strategic planning and service development in line with the policies and overall Strategy set by the Commissioning Body.

There are two arms of the team, one predominantly responsible for contract management, reviews, policy, strategy and service development and the other responsible for support; payments to providers, monitoring, review preparation, administration and financial control. The current structure of the team can be seen in full in Appendix 1. The team is based within the Housing Department at Leicester City Council and utilises support functions through them, e.g. operational IT support, training and personnel functions.

The most imperative tasks within the team for the next year are ensuring the scheme review process is completed before 31st March 2006 and ensuring payments continue to be processed accurately and on time to providers.

Team Budget

Category	Forecast 04/05 £000's	Budget 05/06 £000's
Expenditure		
Staff	456	449
Non-Staff	43	62
VIP Advisors	0	30
Recharges	67	62
Total Expenditure	566	603
Income		
ODPM Grant	235	194
Housing Contribution	279	279
Social Care & Health Contribution	35	35
ODPM VIP Grant	0	35
ODPM Review Funding	0	30
Use of funds returned by providers	17	30
Total Income	566	603

In addition to the revenue budget in 2004/05, £62,000 was spent on developing the IT system for SP via the Housing Capital Programme.

The increase in non-staff expenditure primarily relates to the licence fees associated with the SP IT system.

ODPM Administration Grant Cut

The 17% cut in administration grant for 2004/05 to 2005/06 was not announced until December 2004 and had not been anticipated. This led to a gap in the SP Administration funding, after the main opportunity for additional funding to be bid for from within the Council had finished. The proposal is therefore to make up the shortfall via the use of returned monies from providers (when they have been double funded through supporting service users where another agency has a statutory duty to fund, e.g. asylum seekers). Although this is sustainable in the short-term, there is no guarantee this funding will remain in the longer-term. In the coming year the SP Team will seek to secure a long-term sustainable budget.

Policy and Service Development Officer vacancy

Due to a promotion, we currently have a vacancy for a Policy and Service Development Officer. Policy and Service Development Officers are, among a wide range of duties, responsible for carrying out the scheme review process. Given the pressure to complete all reviews within this financial year it is important that this post is filled as quickly as possible. It is proposed that we will seek to employ a permanent member of staff, however we will also seek a secondment or a suitably experienced member of agency staff to minimise the length of time the post remains empty.

VIP Bid

Within the Strategic Review section it was highlighted that Leicester was successful in obtaining a one-off grant of £35,000 to assist in the development of a joint commissioning project. It is anticipated that the majority of this money will be used to fund advisors to both operationally project manage and carry out the work. The remainder of the money will be used to pay for SP staff time that are involved in aspects of the review and will help to offset the reduction in the administration grant from the ODPM.

It is expected that this piece of work will create a transferable framework for assisting joint-commissioning elsewhere, both for other SP Strategic Reviews, but also for other local authorities.

Supplementary Funding for Scheme Reviews

Leicester was also successful in bidding for £30,000 one-off grant funding to ensure that the first round of scheme reviews would all be complete by 31st March 2006. It was decided to employ a temporary member of staff through the in-house agency to assist with the administration, data gathering and inputting relating to the review process. Any remainder will help to fund any premium for employing agency cover for the vacant Policy and Service Development Officer, prior to filling this post on a permanent basis.

Long-Term Changes to the Team Structure

The team has been built around the requirements of first implementation and then the initial round of scheme reviews. In 2006/07 the main work duties of the team may well change considerably. Therefore towards the end of 2005/06 a fundamental review of the team structure may need to take place.

Delivery of the Supporting People Programme

Measuring Success in 2005/06

The following table highlights specific outcomes for both the overall SP Programme and the SP Team. These are in addition to the strategic outcomes contained within the SP Strategy and focus on the key priorities for the year ahead.

In future Annual Plans, these outcomes will be reviewed for the previous year to determine if the targets were met.

Outcome	Measure	Success Criteria
Completing Statutory Duties with regards to reviews	Completing all initial scheme reviews	All initial scheme reviews completed before 31 st March 2006
Delivering Efficiencies through the Scheme Review Process	On-going saving negotiated through scheme reviews	More than £500,000p.a. savings negotiated via scheme reviews in 2005/06
Delivering Efficiencies through the Strategic Review Process	On-going saving negotiated through strategic review	More than £250,000p.a. saving to SP budget via strategic review of floating support services
Ensuring SP funded services are sustainable	Inflationary uplift to providers	Awarding inflation to all providers requiring it by 1 st October 2004
Developing a transferable model for joint commissioning via Strategic Reviews	A joint-commissioning framework produced as part of the VIP bid, usable for other reviews	Posting of the framework on the ODPM SP website
Developing a more co-ordinated set of services for people receiving SP funded floating support services	Average number of agencies providing support to floating support to service users	A reduction in this number based upon a sample at the start of the floating support Strategic Review and a second sample after its recommendations have been implemented
Minimum standards in all schemes funded by SP	Initial scheme reviews	All schemes assessed at a minimum standard at time of review or given an action plan to achieve this. Measured as a QAF score of 'C' or above in all areas

Risk Assessment Summary

Appendix C highlights the risks that need to be considered in 2005/06, an assessment of how likely and severe the impact of the risk being realised and possible means of rectifying a situation if it appears the risk is likely to be realised. The main risks to the Programme in 2005/06 and possible means for dealing with these are as follows:

Risk	Possible ways of dealing with this
Award of 0% inflation means some providers fail or withdraw from the market	<ul style="list-style-type: none"> i) Carry out immediate scheme reviews for any such services ii) Re-tender services
Allocation formula used in 2006/07 onwards leads to a reduction in long-term funding for Leicester's SP Programme	<ul style="list-style-type: none"> i) Set minimum targets for strategic reviews realising savings ii) Consider setting 0% inflation uplift iii) Re-tender all services above a minimum SP funding threshold iv) Request additional funding from Commissioning Body partners for programme
Review programme is not completed before 31 st March 2006	<ul style="list-style-type: none"> i) Consider reducing the detail in each review, to reduce the length of each review
Loss of staff members due to work pressure / moving to other jobs	<ul style="list-style-type: none"> i) Review of team structure & gradings ii) Working through development needs and issues coming out of Appraisals iii) Regular supervision sessions with all staff & team meetings iv) Documenting all key processes within the team
Administration of the high volume long-term contracts prevents other areas of the administration of the programme	<ul style="list-style-type: none"> i) Negotiations with such contract holders to change the way those services are funded ii) Re-tender those services stipulating the way those services will be funded in the future

Glossary of Terms

Commissioning Body (CB)

The primary decision making body for the Supporting People Programme in Leicester. It is made up of senior officers from Leicester City Council, Leicester & Rutland Probation Services and a representative on behalf of Leicester City East and Leicester City West Primary Care Trusts.

Core Strategy Development Group (CSDG)

This is the main advisory board to the Commissioning Body. It is made up of representatives from SP providers, commissioners and planners from Leicester City Council, Probation and Health, the Supporting People team and the Chair of the Inclusive Forum

Inclusive Forum

A group made up of as many people as possible who have an interest in the Supporting People programme in Leicester. It includes representatives from users, user groups, other planning groups, carers & carer organisations, providers, strategy groups and Members. This is where annual plans and strategies are taken to get feedback from as wide a group as possible. Feedback is then considered by the Core Strategy Group.

ODPM

Office of the Deputy Prime Minister. This is the area of Central Government responsible for funding the Supporting People Programme.

Scheme Review

A scheme review will look at a service to determine its cost, quality, demand, past performance and eligibility for continued SP funding. A review includes the completion of a quality self-assessment by providers, consultation with service users, staff, managers and people who refer service users to that scheme, analysis of performance indicators and an assessment of value for money.

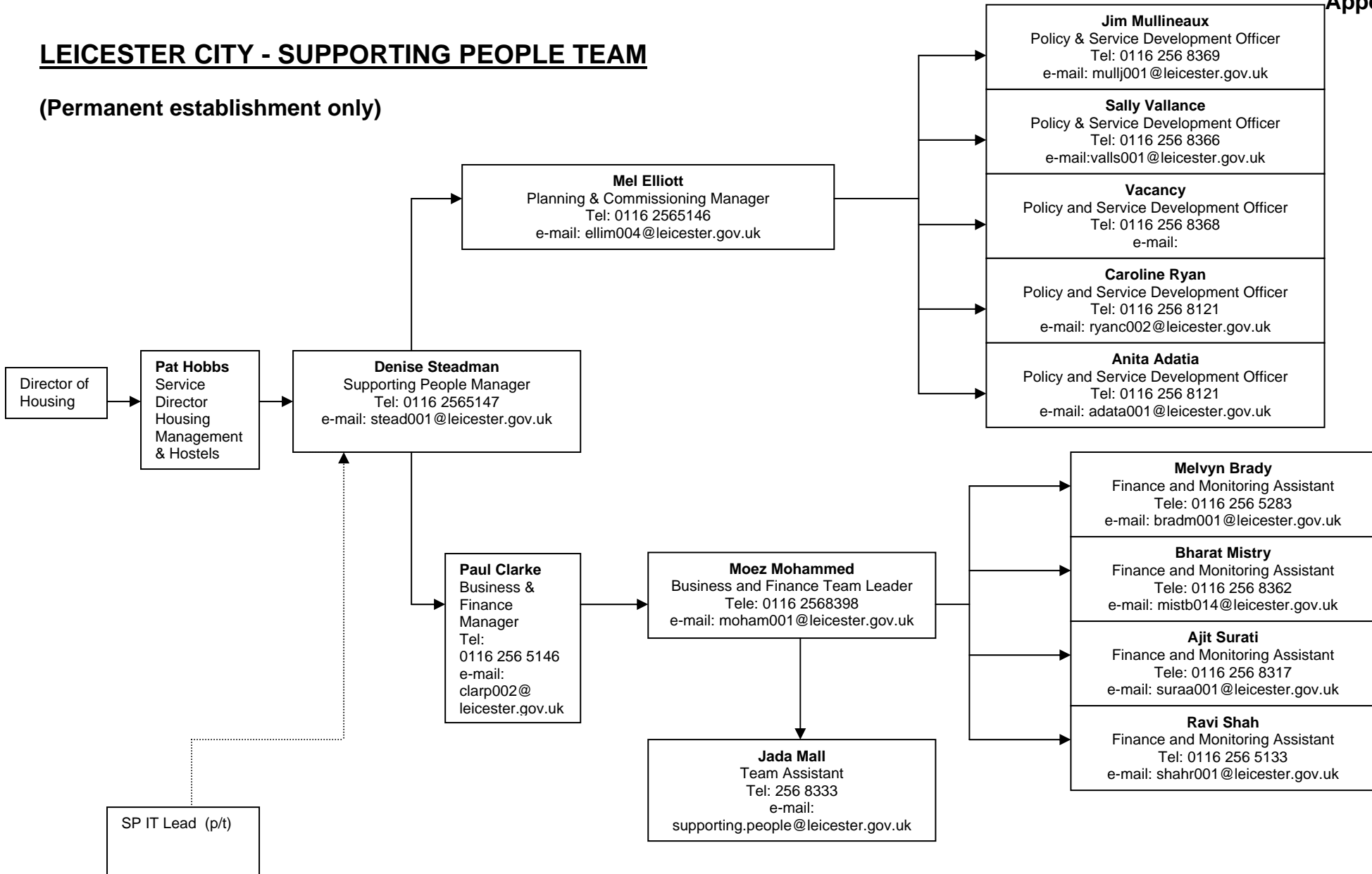
Strategic Review

A strategic review is a wider review looking at a range of grouped services. The primary aims of a strategic review are to:

- Determine the relative need for services and aim to fill current gaps in provision, including specific consideration of BME communities
- Assess access and referral routes to ensure service users can access services
- Determine the correct mix of services preventing crisis, managing crisis and move-on / maximising long-term independence
- Assess the overall efficiency and effectiveness of the current setup and range of services and service providers (including the mix between generic and specialised services)

LEICESTER CITY - SUPPORTING PEOPLE TEAM

(Permanent establishment only)



———— Line Management

..... Advisory Role

Risk Assessment

Ref	Risk	Likelihood	Severity	Options / Contingencies
	Operational Risks			
O1	Review programme is not completed before 31 st March 2006	Medium	High	<ul style="list-style-type: none"> i) Do not carry out strategic review in 2005/06, concentrating specifically upon individual service reviews ii) Consider reducing the detail in each review, to reduce the length of each review
O2	Loss of staff members due to work pressure / job offers in other SP teams / sections	Medium	High	<ul style="list-style-type: none"> i) Review of team structure & gradings ii) Working through development needs and issues coming out of Appraisals iii) Regular supervision sessions with all staff & team meetings iv) Documenting all key processes within the team
O3	Administration of the high volume long-term contracts prevents other areas of the administration of the programme	High	Medium	<ul style="list-style-type: none"> i) Negotiations with such contract holders to change the way those services are funded ii) Re-tender those services stipulating the way those services will be funded in the future
O4	Data protection breach	Low	High	<ul style="list-style-type: none"> i) Ensure staff are fully trained upon data protection issues ii) Nominate a specific data controller within the team
O5	Health & Safety breach	Low	High	<ul style="list-style-type: none"> i) Ensure risk assessments have been carried out and are up-to-date
O6	ICT failure	Low	Medium	<ul style="list-style-type: none"> i) Reliance upon hard copies of payment information ii) Reconstruction of payments from either General Ledger system or the feeder systems iii) Use of the corporate system recovery protocols
	Strategic Risks			
S1	CB members cannot agree future Annual Plans	Medium	High	<ul style="list-style-type: none"> i) Set up formal dispute resolution process ii) Request ODPM involvement
S2	LCC Members or CB members' boards refuse to sign-off the future Annual Plans	Low	High	<ul style="list-style-type: none"> i) Liaison between CB members and the LCC members / other boards ii) Request ODPM involvement
S3	Lack of participation at a strategic level by one or more of the key commissioning body members	Medium	Medium	<ul style="list-style-type: none"> i) Pressure put on by other members of the CB ii) Demonstrate effectiveness of programme and linkages with other strategies and priorities for all CB members iii) Request assistance from the ODPM

Ref	Risk	Likelihood	Severity	Options / Contingencies
	Reputational Risks			
R1	Other regional SP teams set up vastly different processes and procedure for reviews / VFM or SP eligibility criteria	Medium	Medium	i) Joint working with regional SP teams to work up agreed eligibility criteria
R2	Other regional SP teams have different cross-authority access for service users	Medium	Medium	i) Production of a robust joint cross-authority statement
R3	An adverse future SP Best Value Inspection	Low	Medium	i) Continue working through inspection action plan ii) Developing Performance Indicators for Programme & SP Team
R4	SP Team is not seen to be separate from Housing Department / LCC in eyes of external providers	Medium	Medium	i) Demonstrate impartiality through review process & SP Strategy ii) Consider appropriateness of location of team in organisation
R5	Health & Safety breach in a provider's service	Low	High	i) Ensure H&S is tested as part of each review (as per the QAF) ii) Ensure liability insurance continues as a requirement of all contracts
	Financial Risks			
F1	Award of 0% inflation means some providers fail or withdraw from the market	Medium	High	i) Carry out immediate scheme reviews for any such services ii) Re-tender services
F2	Allocation formula used in 2006/07 onwards leads to a reduction in long-term funding for Leicester's SP Programme	Medium	High	i) Set minimum targets for strategic reviews realising savings ii) Consider setting 0% inflation uplift iii) Re-tender all services above a minimum SP funding threshold iv) Request additional funding from CB partners for programme
F3	Resources for SP Team are insufficient to pay for the Current structure	Medium	Medium	i) Review of team structure and grades ii) Request additional funding from CB partners for team iii) Remove / transfer some of the duties of the team to others
F4	Increase in subsidy eligible service users in long-term services	Low	Low	i) Secure additional savings through review process
F5	The SP Programme Grant is un-ringfenced, leading to money being channelled away from programme	Medium	High	i) Demonstrate benefits of programme to all stakeholders ii) Raise awareness of programme through CB / CSDG / Providers
F6	Fraud or financial mismanagement from within the SP Team	Low	High	i) Co-operation with internal audit ii) Full implementation of all their recommendations
F7	Fraud or financial mismanagement from providers / service users	Medium	Low	i) Robust review process ii) Regular cross checking of service user data with Housing Benefits iii) Maintaining good working relationship with other regulatory bodies (e.g. Housing Corporation)

	Service User Risks			
SU1	Service Users are subjected to abuse and/or neglect	Low	High	<ul style="list-style-type: none"> i) Ensure all providers meet the minimum QAF requirements for protection of abuse ii) Ensure all providers meet the minimum QAF requirements for complaints iii) Prompt an early review of a scheme should a serious complaint be upheld
SU2	Service Users are subjected to poor quality SP support	Low	Medium	<ul style="list-style-type: none"> i) Ensure all providers meet the minimum of all QAF requirements ii) Develop an ongoing scheme QAF validation visit timetable from March 2006 iii) Undertake accreditation for all organisations
SU3	Major incident, such as fire, flood or other emergency	Low	High	<ul style="list-style-type: none"> i) Ensure all accommodation-based services have procedures in place to deal with a major incident ii) Ensure provider awareness of the Local Authority emergency planning and homeless procedures iii) Ensure service users are aware of emergency contact numbers (by minimum QAF requirements)
SU4	Collapse of service	Low	High	<ul style="list-style-type: none"> i) Officers continue to build relationships with schemes to ensure early warning ii) Formalise and raise awareness of firm procedures for re-provision under a range of circumstances
SU5	Collapse of Organisation	Medium	High	<ul style="list-style-type: none"> i) Undertake accreditation for all organisations ii) Officers continue to build relationships with organisation to ensure early warning ii) Formalise and raise awareness of firm procedures for re-provision under a range of circumstances