

HOUSING CABINET MEMBER MEETING

Agenda Item 80

Brighton & Hove City Council

Subject: Supporting People Programme
Date of Meeting: 6th January 2010
Report of: Director of Adult Social Care & Housing
Contact Officer: Name: **Diana Bernhardt** Tel: **01273 - 292363**
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Key Decision: Yes Forward Plan No: HSG13863
Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The Brighton and Hove Supporting People Strategy, 2008-2011 agreed in March 2008 Housing Committee, set out the funding commitments for Supporting People grant from 1st April 2008 to 31st March 2011.

This report sets out:

- Future arrangements for the Supporting People Commissioning Body and decision-making structures for the Supporting People element of the Area Based Grant from 1st April 2011
- The methodology to review the existing Supporting People Strategy to inform the development of a new Supporting People Strategy from April 2011
- A summary of the Cost Benefit Analysis of Supporting People services that has identified potential savings generated for the authority through investment in Supporting People services
- A summary of the contribution Supporting People services make to National Indicators as part of the Local Area Agreement
- A summary of recent national reports showing the benefits of the Supporting People programme

- 1.2 The purpose of this report is to seek approval of future governance arrangements for the Supporting People programme and to note evidence presented on the positive outcomes and benefits of investing in Supporting People services.

2. RECOMMENDATIONS:

- 2.1 That the Cabinet member for Housing approve the revised terms of reference for the Supporting People Commissioning Body set out in Appendix 1.
- 2.2 That Supporting People Commissioning Body be retained as the decision making body for decisions regarding the Supporting People element of the Area Based

Grant.

- 2.3 That the Cabinet Member for Housing approve the framework to develop the new Supporting People strategy set out in Appendix 2

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS

- 3.1 The Supporting People programme provides housing related support to over 5,000 people in the city. The support provided enables people to live as independently as possible through a range of services from hostels for homeless people, support for people with mental health needs, learning disabilities, alcohol and substance misuse problems, young people and older people needing support.
- 3.2 The funding for the SP programme has been subject to year on year reductions since the programme was transferred to the council in 2003 with no allowance for inflation. Over the last 3 years funding has reduced by 11.5% with the budget reducing to £11.2 million in 2010/11. It is expected that funding for the programme will continue to reduce in subsequent years at around 5% per annum.
- 3.3 The governance arrangements for the Supporting People programme were established in 2001. This set out the arrangements for a Supporting People Commissioning Body and delegated powers to the Housing Committee to make decisions regarding Supporting People grant and contracts. The aim of these arrangements was to ensure that grant conditions relating to the Supporting People programme were met and to establish robust and transparent governance and commissioning arrangements to ensure the best use of resources.
- 3.4 Since 2009, Supporting People Grant has been paid via the Area Based Grant and from April 2010 grant conditions relating to the programme will be lifted. This provides the flexibility to establish local arrangements.

4. PROPOSED LOCAL ARRANGEMENTS

- 4.1 In considering what arrangements should be set up locally, there are the following recent national reports regarding the Supporting People programme:

The Audit Commission Review of Supporting People (Oct 2009) identified the following elements of best practice of the programme:

- That the Supporting People programme had led to improved quality of services through the use of the Quality Assessment framework
- That the programme had achieved improved value for money through benchmarking initiatives and a robust outcomes monitoring framework
- That there has been improved commissioning and contracting of services
- That commissioning strategies were based on local needs and priorities

- That there had been increased personalisation of services through the establishment of increased flexibility and floating support to people in their own homes, regardless of tenure

4.2 In addition, the CLG Select Committee (Nov 2009) recommended the following for arrangements post 2011;

- That the Quality Assessment Framework and the Outcomes Framework be mandatory unless authorities can demonstrate robust alternatives. This framework will provide a clear focus for assessors' view of the effectiveness of SP services in an area in relation to the Common Assessment Framework
- That local authorities should pass on the certainty of 3 year financial settlements of Third Sector providers, in line with the Supporting People strategy
- That local authorities should retain Supporting People governance and delivery structures
- That Supporting People decision making and delivery structures should be considered as a blueprint for partnership working within Local Area Agreements
- That there should be continued transparency in the allocation of Supporting People funding in the Area Based Grant.

4.3 Communities and Local Government (CLG) commissioned a report into the Financial Benefits of the Supporting People Programme in 2007. This research found that for every £1.61 spent on Supporting People services there was a £3.41 benefit for the investment. The methodology developed is based on the projected costs of alternative, appropriate support within the next year if Supporting People services were not available. The projected cost takes into account costs for housing departments, Department of Work and Pensions, Health, and other social costs such as crime and homelessness. The cost benefit is calculated separately for each client group and reflects the varying needs and costs of alternatives if Supporting People services were no longer available.

4.4 This methodology has recently been applied to the local Supporting People programme. This has identified a benefit of £3.24 for every £1.00 spent on Supporting People services locally

5. CONTRIBUTION TO LOCAL AREA AGREEMENT NATIONAL INDICATORS

5.1 The Supporting People programme also contributes to a number of national indicators in Brighton and Hove's Local Area Agreement (LAA) indicators There are two indicators that directly link to performance information collected; NI 141: 'Number of vulnerable people achieving independent living' and NI 142 'Number of vulnerable people supported to maintain independent living' . N141 indicates the

percentage of people successfully moving on from short term services is within the top 35 LAA indicators and has continued to improve performance above the current target of 66%.

- 5.2 In addition, there are a further 29 indicators in the LAA and part of the NHS 'Vital Signs' indicators, that Supporting People services contribute towards. For example, indicators that relate to Safer Communities (such as drug users in effective treatment), Adult Health and Wellbeing (such as people over 65 who say they receive the information, assistance and support to exercise choice and control to live independently) and Tackling Exclusion and Promoting Equality (such as Adults in settled accommodation (people with learning disabilities, people with an enduring mental illness, 16 and 17 year olds).

6. DEVELOPING THE NEW STRATEGY

- 6.1 The work to develop the new Supporting People strategy will commence in January 2010 to provide a new 3 year strategy by December 2010. Priorities for the programme will be based on local strategic priorities and evidence such as local need, cost benefit analysis, current performance, quality, value for money and outcomes for people using services.
- 6.2 This strategy will set out how the Supporting People element of the Area Based Grant will be spent during 2011-2014.
- 6.3 The new strategy will be developed in consultation with local strategic working groups for each of the main client groups and the Strategic Housing Partnership.
- 6.4 The draft strategy will be recommended to the Supporting People Commissioning Body prior to approval by the Cabinet Member for Housing. The proposed framework to develop the strategy is set out in Appendix 2.
- 6.5 To strengthen the links to the Cabinet Member meeting it is the proposed that the Commissioning Body will be chaired by the Cabinet Member for Housing. The amended Terms of Reference for the Commissioning Body are attached as Appendix 1.

7. CONSULTATION

- 7.1 The draft framework to develop the new Supporting People strategy has been developed in consultation with strategic partners, providers and service user representatives. The new strategy will be developed in consultation with service users, providers and key strategic partners within the authority, Health, Probation and the local Children's Trust.

8. FINANCIAL & OTHER IMPLICATIONS:

- 8.1 Financial Implications:

The allocation of the Area Based Grant for Supporting People Funding is agreed as part of the council budget setting process. Once agreed, the decision on how to spend this allocation is with the Supporting People Commissioning Body.

The allocation for 2009/10 is £11.841m and the provisional allocation for 2010/11 based on the CLG area based grant allocation (Revised November 2009) document is £11.249m

Finance Officer consulted: Neil J Smith

Date: 1st December 2009

8.2 Legal Implications:

Although there is no legal requirement for the council to have a Supporting People strategy, a fair and transparent allocation of the Supporting People element of the Area Based Grant is considered good practice; this system will also allow specific targeting according to specific need, making the process proportionate and reasonable and reducing likelihood of challenge. With the larger allocations consideration should be given to checking with the procurement teams as to best practice. It is not considered that any individuals human rights will be adversely affected by the strategy's goals and actions

Lawyer Consulted:

Simon Court Date: 27th November 2009

8.3 Equalities Implications:

An equality impact assessment will be carried as part of the development of the strategy, with the strategy containing a summary of the assessment. Additional Equality Impact Assessments will be required as the strategy action plans are implemented.

8.4 Sustainability Implications:

The aims of the Supporting People programme link to a number of the objectives in the local Sustainability strategy; Housing, Community Safety, Economy and Work through providing support pathways that help people into employment, reduce drug and alcohol abuse, rehabilitate offenders, prevent homelessness and help people to feel safe and secure in their own home.

8.5 Crime & Disorder Implications:

Ensuring appropriate housing and support is essential in helping to reduce antisocial behaviour and other crime and also to support the victims of crime.

8.6 Risk and Opportunity Management Implications:

The current economic climate brings with it the risks of increased levels of need for support and homelessness. A robust Supporting People strategy is essential to help mitigate these risks and to ensure the best use of resources locally.

8.7 Corporate / Citywide Implications:

The aims of the Supporting People programme are to enable people to live as independently as possible and so participate as equal citizens in the city of Brighton & Hove.

9. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 9.1 The alternative option of not developing a Supporting People strategy has been explored. This is not being proposed as it is considered that there is a significant risk that the benefits of the programme outlined above would not continue. If no Supporting People strategy was developed there would not be a fair and transparent process for the allocation of Supporting People grant in the future which is needed to meet Comprehensive Area Assessment requirements.

10. REASONS FOR REPORT RECOMMENDATIONS:

- 10.1 This report is presented to recommend the arrangements to develop a new Supporting People strategy and to review the existing decision making arrangements.

SUPPORTING DOCUMENTATION

Appendices:

Appendix 1 – Terms of reference for the Supporting People Commissioning Body

Appendix 2 .- Supporting People Strategy review framework

Documents In Members' Rooms

None

Background Documents

1. Brighton & Hove Supporting People Strategy, 2008-2011

Appendix 1

Brighton and Hove City Council Supporting People (SP) Commissioning Body Terms of Reference

Except to the extent as may be provided by section 93 of the Local Government Act 2000 and any directions made there under, the Commissioning Body is not intended to be a separate legal entity from the Brighton & Hove City Council.

1. KEY RESPONSIBILITIES

To consider and agree the SP Strategy, annual implementation plan and to ensure the objectives of the strategy are achieved.

To direct the administering authority on the use and application of Supporting People grant, ensuring expenditure profile is prudent and taking into account existing and proposed commitment to fund services.

2. MEMBERSHIP

CHAIR. – Councillor Maria Caulfield Cabinet member for Housing Brighton & Hove City Council

Address – Members Services, Brighton & Hove City Council, King's House,
Grand Avenue, Hove BN3 2SR.

- Joy Hollister – Director of Adult Social care and Housing Brighton & Hove City Council representing the administering authority
Address – the Chief Executive, Brighton & Hove City Council, King's House,
Grand Avenue, Hove BN3 2SR.
- Darren Grayson – Chief Executive, Brighton & Hove City Primary Care Trust representing all the strategic health authorities and primary care trusts any part of whose area lies within the City.
Address – Brighton & Hove PCT, Prestamex House, 1st floor, 171-173
Preston Road, Brighton BN1 6QZ.
- Leighe Rogers – Assistant Chief Probation Officer, representing the local probation board for the City.
Address – Sussex Probation Area Head Office, 185 Dyke Road, Hove,
BN3.

- **Non voting member** Jugal Sharma – Assistant Director Housing Strategy Brighton & Hove City Council Accountable Officer for Supporting People
Address – Room 42, 4th floor, Bartholomew House, Bartholomew Square, Brighton BN1 1JP.

The Chair of the Commissioning Body shall be the Cabinet member for Housing of the Brighton & Hove City Council, who may in their absence authorise a proxy to chair any meeting.

The party by whom each representative has been appointed may at any time appoint a different representative and shall do so if the representative ceases to be employed by that party for any reason whatsoever.

If a representative is unable to attend a meeting of the Commissioning Body, the representative shall duly nominate a proxy to attend in his/her place. The proxy shall be an employee of the party which appointed the representative and shall not be already a representative on the Commissioning Body.

3. FUNCTIONS

The Commissioning Body shall consider the following draft documents prior to approval by the Cabinet Member for Housing meeting

- Supporting People strategy and annual plan and to consider any significant changes to the approved Supporting People strategy and annual plan as may be appropriate from time to time
- Review the approved Supporting People strategy

The Commissioning Body may also

- identify opportunities for joint commissioning of services and securing funding and approval
- identify opportunities for collaborative working with other Administering Authorities
- identify opportunities for collaborative working with key partners in Health and Probation
- recommend priorities for capital spend on supported housing.
- receive and consider records of findings and recommendations in respect of the review of services
- oversee the work of the Brighton & Hove City Council's Core Strategy Group
- advise on the formation and termination of individual Supporting People contracts, subject to the powers to Brighton & Hove City Council as the administering authority to process such contracts without reference to the Commissioning Body in such circumstances as the Council considers appropriate.

4. VOTING RIGHTS

- Consistent with the provisions of clause 2 herein, each member with the right to vote shall have one vote.
- The vote of each representative carries equal weight
- Decisions of the Commissioning Body shall be made on a unanimous vote
- Where any decision raises a financial and compliance matter, the Commissioning Body may not make a decision which is incompatible with advice on that matter from the administering authority

Appendix 2

Supporting People Strategy Review framework 20011-2014

1. Supporting People Strategy Review framework 20011-2014

This document outlines the draft framework proposed to review the current Supporting People Strategy and undertake a full Equalities Impact Assessment of the strategy.

An annual update of the 3-year Supporting People Strategy, 2008-2011, presented to Housing Cabinet in June 2009 detailed progress made against all nine key objectives of the strategy during the first year of the strategy. (Appendix 1 lists all objectives of the strategy).

1.2 The framework for the new Supporting People Strategy review will focus on identifying needs and priorities for specific client and the key objectives of the review will be to:

- Summarise progress made to date in delivering objectives and strategic actions of the Strategy for all client groups
- Highlight what is new in services funded by Supporting People - good practice, what works well, what needs to change for all client groups
- Consult with all our stakeholders to capture what kind of Supporting People services are needed locally to meet changing service user needs for all client groups
- Produce draft commissioning priorities for consultation for all client groups
- Produce a new Commissioning Strategy setting out 3 year funding commitments from April 2011
- Evidence the positive benefits and outcomes of preventative Supporting People services – both financial and qualitative benefits of services

1.3 The strategy review will begin in January 2010 and section 4 of this document outlines proposed timescales and process to review the strategy and produce a new Supporting People strategy from April 2011.

2. Framework for Supporting People Strategy Review & Equalities Impact Assessment

2.1 Supporting People Strategy: Draft Review Framework

The framework proposed to review the Supporting People Strategy will consider strategic and service developments across different vulnerable client groups via existing strategic working groups. A number of existing client group focussed strategic working and steering groups will be used for consultation to collate feedback to inform draft priorities for each

client group. Members of these groups include representatives from the Commissioning Team, provider and service user representatives, local commissioners and other stakeholders.

The role of the working groups will be to:

- Review existing relevant objectives for each specific client group in the current Supporting People strategy, highlight what has changed for the client group (i.e. new / remodelled services to better meet needs; better access to services) as a result of delivering the strategy / strategic action against objectives to date
- Review and consider key priorities for relevant commissioners and strategic direction within other local strategies for each client group (i.e. Probation; Mental Health; Substance Misuse; Older People)
- Review outcomes of Equalities Impact Assessment and implications (exclusions, risks) for objectives and strategic actions in Supporting People Strategy for each client group
- Identify any gaps in service provision and current unmet needs for each client group
- Collate feedback and draft proposals for service developments specific to each client group to inform draft commissioning priorities for consultation
- Review Action Plans from relevant Equalities Impact Assessments completed that impact on Supporting People client groups

The Commissioning Team will review all feedback and draft proposals produced by the working groups to inform draft commissioning priorities for each client group. Evaluation criteria for all proposals and priorities for each client group produced by the working groups will be applied and will include assessment of and contribution to:

- Wider, local strategic priorities (i.e. Local Area Agreement National Indicators; Local Strategic Partnership priorities) and relevance to other strategies / agendas (i.e. Personalisation; 'Putting People First')
- Delivering specific outcomes in line with Supporting People Outcomes Framework
- Achieving high performance and quality levels in line with existing Supporting People performance and quality frameworks
- Achieving good Value For Money
- Delivering Equalities Impact Assessment Action Plan

Draft priorities for consultation for each client group will be produced as an outcome of applying the above criteria. Consultation on draft priorities will follow with all stakeholders and feedback will inform developing key commissioning priorities for the new Supporting People Strategy.

2.2 Supporting People Strategy: Equalities Impact Assessment Process

The current Supporting People Strategy was developed by adopting a co-ordinated approach to make sure it directly linked to strategic objectives and priorities in other relevant strategies across Housing Strategy. The key related housing strategies included the Homelessness Strategy, Single Homelessness Strategy, Youth Homelessness Strategy, the Older Peoples Housing Strategy and the wider city-wide Housing Strategy.

It is proposed a project team is set up to undertake the Equalities Impact Assessment of the Supporting People Strategy that includes representation from strategy leads across all these strategies, in addition to strategy leads from recently developed new strategies in Adult Social Care in order to capture developments to take forward the Personalisation Agenda and implications of this for Supporting People funded services.

The key aims of the EIA process and role of the project group will be to:

- Review all nine objectives of the Supporting People Strategy to identify exclusions / service gaps to inform draft action plan
- Develop action plan for consultation via strategic working groups
- Incorporate feedback to finalise action plan

The finalised action plan will be considered in drafting commissioning priorities and recommendations for each client group.

3. Draft Timescales

October – November 2009	Consultation on draft framework for Supporting People Strategy Review with: <ul style="list-style-type: none"> • Commissioning Body • Core Strategy Group • Provider Forum / Provider Steering Group
December 2009	Framework / Methodology finalised and agreed for Supporting People Strategy Review
January – March 2010	Client Strategic Working Groups to develop draft proposals for each client group
April – June 2010* <i>(*12-week consultation period)</i>	Consultation with providers (via Provider Steering Group & Provider Forum), service users and other stakeholders on draft proposals produced by Client Strategic Working Groups to inform drafting priorities for each client group
July 2010	Draft commissioning priorities for each client group by applying evaluation criteria

September 2010* <i>(*4-week consultation period)</i>	Consult on draft commissioning priorities with: <ul style="list-style-type: none"> • Supporting People Providers via Provider Steering Group & Provider Forum • Strategic Housing Partnership / Local Strategic Partnership / Public Services Board
October 2010	Draft new Supporting People Commissioning Strategy
November 2010	Consult Housing Cabinet on new draft Supporting People Commissioning Strategy with: <ul style="list-style-type: none"> • Supporting People Providers via Provider Steering Group & Provider Forum • Housing Cabinet • Strategic Housing Partnership • Local Strategic Partnership
December 2010	Finalise new 3-year Supporting People Commissioning Strategy from April 2011