

# **Supporting People Commissioning Strategy** **2011-2015**

Commissioning Support Services for  
Vulnerable People in Brighton & Hove



**Brighton & Hove**  
**City Council**

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*This strategy is a refresh of the Supporting People Programme in Brighton & Hove and is informed by the national Supporting People Strategy and local and regional strategies from partners.*



**Brighton & Hove  
City Council**

### **Foreword**

We are pleased to present this new strategy of a very successful programme that makes a real difference to local people in Brighton and Hove. We are fully committed to the principles of Supporting People and believe that vulnerable people in the city deserve greater independence, and that the city as a whole is improved by helping people move on from support services to live in the community.

In Brighton & Hove we have shown that for every £1 spent on Supporting People services the city saves £3.24.

There have been a number of successes over the duration of the last strategy including the development of the Integrated Support Pathway which has helped people with a history of homelessness to gain their own tenancy and improved access to education and work opportunities.

We have worked with our partners in Health and Adult Social Care to commission services that complement each other and reduce dependence on services. This includes the remodelled Recovery Support Houses which support people who have left Millview and helps them with their life skills and well being. This service has been integral in helping people move on to lower support and independence.

This new strategy is a sign of our ongoing support for this programme and the need to reduce the reliance on traditional care services and moving further towards modern personalised services that maximise independence.

With this strategy we will set out our strategic priorities for the next four years, we will review the success and outcomes to show its impact.

Maria Caulfield  
Lead Cabinet Member for Housing  
Chair of Supporting People Commissioning Body

## **What is Supporting People?**

Supporting People is a government initiative to enable people to achieve and maintain independence through housing related support. This means commissioning support services to help people with areas that would otherwise reduce their ability to live independently.

Support in short term services is based on a re-ablement model of adult social care or the NHS recovery model; both of these look at time limited services working towards specific outcomes to improve independence and 'move on' from the service.

Support in longer term services is based around supporting people to maintain life skills and remain as independent as possible.

Services offer personalised support with a wide range of tasks including:

- Resettlement into more suitable accommodation
- Tenancy issues
- Mental and physical well being
- Safety and security
- Accessing education, training and employment
- Helping understanding finances and budgeting
- Life skills
- Identity and Cultural issues
- Move on

To achieve this in the city we have commissioned services that best meet local need for housing and support. These include:

- Sheltered Housing
- Supported Living
- Floating Support
- Street Outreach
- Hostels
- Work and Learning
- Peer Support

### ***Our Vision***

We will improve the well being of people in Brighton & Hove by commissioning services that meet their needs in the community.

We will commission flexible services that support vulnerable people to achieve positive outcomes, and deliver value for money for the city.

We commission services that support vulnerable people to live more independently.

We are driven by the principles of World Class Commissioning. This means putting people at the centre of shaping services by involving users, carers and partners in all projects.

World Class Commissioning works in four stages:

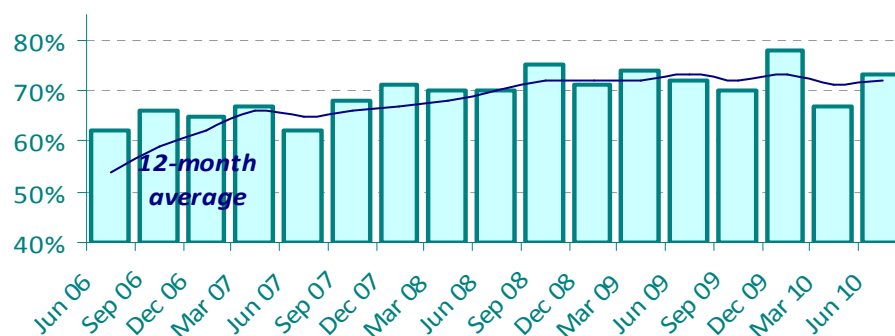
- Commissioning based on needs data – know why we commission
- Consultation – partners/users/carers/stakeholders – knowing what people want us to commission
- Partnership working and joint commissioning – know how we are going to do it
- Reviewing commissioned projects with milestones – know if what we commission is working



### ***Successes of the last strategy***

We have reviewed the impact of the last strategy as part of developing the new direction and we can show the positive change over the last five years.

- Since 2005 positive move on in short term services has increased from 45% to 72%:



- Quality against the QAF has increased year on year with 56% achieving ‘best practice’ on all objectives
- Diversity data collected to inform impact assessments and commissioning
- Outcomes Framework - Example - 1 in 10 service users have significant self harm issues – 80% resolve this with an SP service

This has meant that we have commissioned better outcomes at a reduced spend as the SP budget has reduced in real terms every year of the last strategy.

Despite this we have continued locally to commission innovative services that maintain and improve independence. These include:

- Translation and interpreting service
- Remodelling of Recovery Support Houses
- Outreach service for street drinkers
- Deposit guarantee scheme
- Tenancy Access Project
- LD Access service
- High Risk offenders floating support
- Three work and learning services for single homeless people



- Crisis response service
- A drop in service for the Integrated Support Pathway
- Peer support service

Also we have remodelled services to improve outcomes for service users in achieving greater independence.

*Example of Supporting People Commissioning #1*

As part of the last strategy review we looked to remodel services that were not achieving positive outcomes for services users. One service did not have a good move on rate so we worked with the Sussex Partnership Trust to re-focus the funding to change the four high needs properties into two high needs recovery houses and two medium needs move on properties. This has meant that more people have been able to move on from the service and live independently in the community.

*The planned changes will deliver modernised, personalised services enabling a greater number of service users to live as independently as possible, whilst still ensuring that those with the most severe and complex needs receive the in-patient service from the NHS that they need*

Feedback from Sussex Partnership Trust

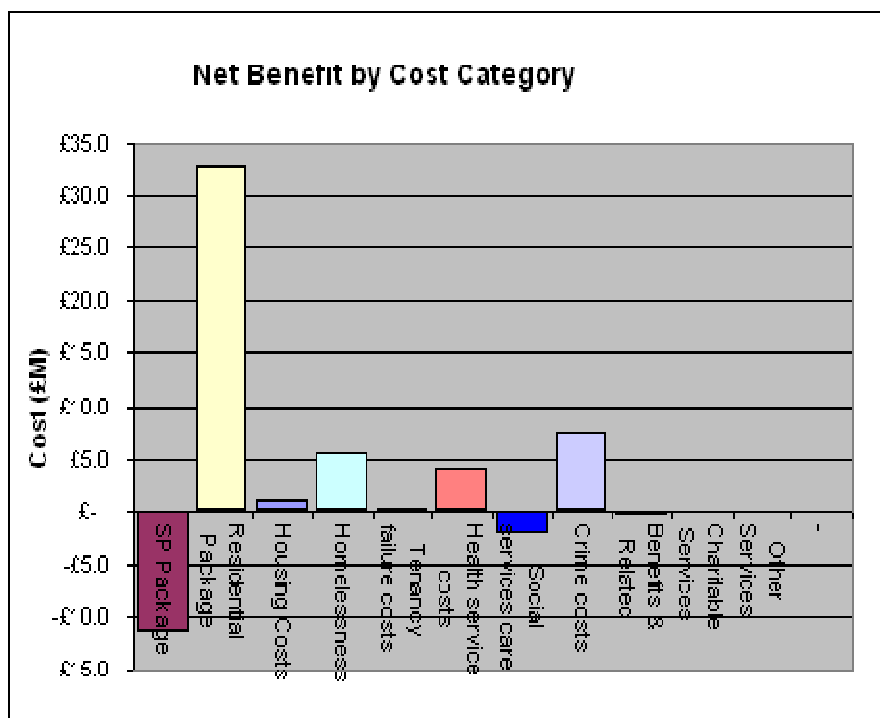
*Example of Supporting People Commissioning #2*

A provider of sheltered housing informed us that they no longer intended to directly deliver the support service at their projects in Brighton & Hove. We carried out a consultation process to investigate alternative methods of supplying support to the residents; including individual service funds, personal budgets, and floating support. As a result of the consultation the residents decided to tender for new provider to deliver the support. The process of assessing the tender applications was decided by residents with the service specification agreed by nominated residents and stakeholders. A new provider has now been agreed and the service is due to start in 2011.

### Cost Benefit Analysis

The CLG model shows that Supporting People Programme makes the city a £36.6million saving for a spend of £11.3million which equates to the fact that for **every £1 we spend on SP the city saves £3.24**. This takes into account reductions in costs for housing departments, Department of Work and Pensions, NHS, and other social costs such as crime and homelessness.

The methodology is based on examining the financial impact if SP funded services were replaced by the most appropriate positive alternatives.



The cost benefit analysis is used to evidence the positive impact of SP services on other sectors such as care. This has informed the joint commissioning decisions within the strategic priorities of this strategy.

In Brighton & Hove all client groups show some positive benefit whereas nationally some client groups do not show this.



## Appendix 1

Since the beginning of the last strategy in 2007 we have almost doubled the cost benefit from £1.80 to £3.24 which is delivering improved value for money and clearly evidencing improved outcomes for services users. This also shows the impact our commissioned services have on other sectors.

| Client group          | Cost (£m)   | Cost/Benefit ratio | Net Financial Benefit (£m) |
|-----------------------|-------------|--------------------|----------------------------|
| Alcohol problems      | 0.1         | 12                 | 1.2                        |
| Women at risk of DV   | 0.3         | 2                  | 0.6                        |
| Drug problems         | 0.5         | 5.2                | 2.6                        |
| Single homeless       | 3.3         | 4.6                | 15.3                       |
| Learning disabilities | 1.7         | 2.1                | 3.6                        |
| Mental health         | 2.3         | 2.8                | 6.5                        |
| Offenders             | 0.7         | 0.14               | 0.1                        |
| Older people          | 1.2         | 4.2                | 5.0                        |
| Physical or sensory   | 0.03        | 3.3                | 0.1                        |
| Teenage parents       | 0.1         | 0.0                | 0.0                        |
| Young People          | 1.2         | 1.3                | 1.6                        |
| <b>Total</b>          | <b>11.3</b> | <b>3.24</b>        | <b>36.6</b>                |



***Our Strategic Priorities 2011-2015***

- 1. Improving Access to Services**
- 2. Flexible services with positive outcomes**
- 3. Working towards greater independence**
- 4. Sustaining Independence**
- 5. Value for Money**

This section will set out the ethos behind each priority and the action we will take to meet these commissioning objectives.

It will also show how we will assess the success of the strategy so that we can inform future commissioning plans.



|  |                                     |
|--|-------------------------------------|
| <b>Priority 1:</b>   | <b>Improving access to services</b> |
| <p><b>Strategic Actions:</b></p> <ul style="list-style-type: none"> <li>• Provide support for people with learning disabilities to access mainstream services and make housing choices</li> <li>• Commission a tenancy access project to support tenants and landlords to reduce stigma around vulnerable people and promote move-on access into the private rented sector</li> <li>• Review current move on arrangements to improve take up of the deposit guarantee scheme, moves into the Private Rented Sector and facilitate appropriate move on options for clients with complex needs</li> <li>• Commission a mental health transitions team to support people to move on from acute and residential care</li> <li>• Develop greater personalisation and choice through a review of how clients can access different approaches to substance misuse in hostels</li> <li>• Work with Sussex Partnership Trust to ensure that clients in the Single Homeless Integrated Support Pathway are able to access psychological interventions available in the community</li> <li>• Via the DV forum and Housing Options, ensure that all professionals working in Domestic Violence are aware of housing issues, and address gaps in knowledge</li> <li>• As part of the YHWG action plan, review how Lesbian, Gay, Bisexual and Trans needs are being met within support provision for young people</li> <li>• Work with the Domestic Violence co-ordinator and supported accommodation providers in developing local guidelines for dealing with domestic violence within supported housing that link with Safeguarding Children and Adults procedures</li> </ul> |                                     |



**Success Criteria:**

- More people with learning disabilities with their own tenancies living independently in the community
- That all Supporting People services are accessible to people with learning disability who would benefit from their support including sheltered housing, homelessness services, and substance misuse
- Increased move on into Supporting People services from Millview and residential care homes
- Increased personalisation and choice in short term homelessness services
- More people in homelessness services access the psychological therapies they need
- Increased positive housing outcomes for Domestic Violence services
- Ensure that all services meet the need of the Lesbian, Gay, Bisexual and Trans communities



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| <b>Priority 2:</b>  | <b>Flexible services with positive outcomes</b> |
| <p><b>Strategic Actions:</b></p> <ul style="list-style-type: none"> <li>• Commission services that are able to respond to crisis situations to support people with learning disabilities in the community</li> <li>• Support the implementation of an alcohol pathway across services so that ‘revolving door’ clients can receive personalised and specialist support with alcohol issues</li> <li>• Enable people with multiple needs such as mental health, substance misuse, learning disabilities, forensic history, physical needs, etc. to get the support and housing that they need</li> </ul> |   |
| <p><b>Success Criteria:</b></p> <ul style="list-style-type: none"> <li>• Reduced number of people with learning disabilities making unplanned moves</li> <li>• Reduced number of people with multiple needs placed unnecessarily in care services</li> <li>• Reduced voids in housing association properties</li> <li>• Reduced evictions from hostels due to alcohol use</li> <li>• Better outcomes for people with multiple needs regardless of the original point of access</li> </ul>   |   |



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| <b>Priority 3:</b>  | <b>Working towards greater independence</b> |
| <p><b>Strategic Actions:</b></p> <ul style="list-style-type: none"> <li>• Commission more low-level supported accommodation for people with learning disabilities</li> <li>• Commission a tiered service to support people with complex mental health needs</li> <li>• Commission a floating support service for clients with learning disabilities who are living in hostels (who do not qualify for statutory learning disability services)</li> <li>• Establish a multi-agency panel to deliver move on solutions for older people and clients with complex needs</li> <li>• Develop greater personalisation and choice through a review of how clients can access different work and learning opportunities and access support to maintain independence when working, including housing</li> <li>• As part of the Housing and Domestic Violence Working Group work to improve access to ‘move on’ for people who are experiencing domestic violence</li> <li>• Explore commissioning of accommodation and support for high need clients / 16 and 17 year olds</li> <li>• Review current provision to ensure young people are supported to move to the private rented sector, and that provision of floating support for young people is adequate to ensure private rented tenancies are sustained</li> <li>• Monitor changes to the Young People Eviction Protocol exploring other methods of effectively managing breaches of licenses/house rules</li> <li>• As part of the YHWG, ( Youth Homeless Working Group) ensure all providers work in partnership with the NEET action plan to ensure all young parents</li> </ul> |   |



achieve a minimum of level 1 qualification

- Work with partners to manage the changes in provision expected in year one of the strategies to ensure need the need of the city is met within the restricted resources

**Success Criteria:**

- Increased housing choice for people with learning disabilities and more people having tenancies
- Improved move for people with mental health issues
- Reduced delayed discharge from Millview
- Reduced use of residential care due to housing issues
- Reduced eviction from young people services
- Improved number of level 1 qualifications



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| <b>Priority 4:</b>   | <b>Sustaining independence</b> |
| <p><b>Strategic Actions:</b></p> <ul style="list-style-type: none"> <li>• Retain dispersed alarm service with efficiency savings</li> <li>• Further integrate and develop services for Older People (sheltered housing and outreach services) to improve access to information about housing and support options. Services will work more closely within the SP sector and beyond to improve flexibility, value for money, accessibility, and sign-posting to other services, and offer a more streamlined and efficient experience for people using them</li> <li>• Remodel long term learning disability services to include a re-ablement element that promotes independence</li> </ul> |                                |
| <p><b>Success Criteria:</b></p> <ul style="list-style-type: none"> <li>• Improved quality of life for older people</li> <li>• Better outcomes for older people with more service users supported to stay independent in the community</li> <li>• Improved individual outcomes for people with learning disabilities</li> </ul>   |                                |





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| <b>Priority 5:</b>   | <b>Delivering value for money</b> |
| <p><b>Strategic Actions:</b></p> <ul style="list-style-type: none"> <li>• Retain (with small efficiency savings) 90% of sheltered/extra care sheltered housing, which offers good value for money and strategic relevance</li> <li>• Reconfigure one small accommodation-based service for older people with mental health needs with low utilisation/strategic relevance</li> <li>• Supporting People to implement the recommendations of the Intelligent Commissioning Pilots for domestic violence and alcohol to address gaps in provision</li> <li>• Prioritise support within sheltered by reviewing and clarifying eligibility criteria.</li> <li>• Explore options for bringing SP services in line with the Adult Social Care charging policy</li> <li>• Working with longer and flexible contracts with agreed outcomes working with social care and health</li> </ul> |                                   |
| <p><b>Success Criteria:</b></p> <ul style="list-style-type: none"> <li>• Better use of council resources</li> <li>• Improved reporting mechanisms to show the outcomes of commissioning</li> <li>• Stable and thriving third sector partners</li> </ul>  |                                   |

## Implementation & Review - Conclusion

During the 2010 Comprehensive Spending Review, the Chancellor George Osborne specifically commended the Supporting People Programme for helping with housing for the most vulnerable people in our communities. To continue with this work we will be commissioning the projects and services outlined in the action plan but we are also setting out a number of commissioning commitments to ensure that we continue to meet standards such as world class commissioning and the innovative practice expected by our providers:

- We will commission services that complement the services commissioned by our partners in care and housing
- We will implement this strategy over the four year period ensuring remodelling is well managed over an appropriate length of time and that new services are commissioned with clear timescales
- We will make all commissioning decisions public and transparent with a clear rationale
- We will review our commissioning annually to check that we are meeting local needs
- We will publicly report on our commissioning annually
- We will check quality in partnership with Adult Social Care and NHS
- We will commission services with long term aims based on the strategy
- We will support providers to be innovative within their contract to get the best outcomes
- We will involve providers, partners and service users in developing the programme over the next four years

*The SP world leads the way in demonstrating the connection between needs, expenditure, services and outcomes for users. The commissioning arrangements for SP services have been an effective partnership based on needs analyses, strategies and investment plans, generally with a high level of provider, and in some areas, user input. **This is a model to build on and replicate, not one to dismantle.***

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