



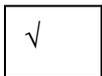
Report of the Director of Environment and Neighbourhoods

Executive Board

Date: 21st July 2010

Subject: Leeds Supporting People Programme

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

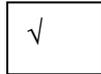
Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In



Not Eligible for Call In

(Details contained in the report)



EXECUTIVE SUMMARY

This report provides an update on the Leeds Supporting People programme, its achievements, challenges and priorities for 2010/11.

Supporting People is a programme of commissioned housing related support services. It is managed through a partnership of the Council, NHS Leeds and the West Yorkshire Probation Service and is administered on a day-to-day basis by the Environment and Neighbourhoods Directorate. Up until April 2010 it was a national programme with services commissioned through a ring-fenced budget within local authorities. The ring fenced grant has gradually relaxed, with decision making in relation to Supporting People grant now devolved completely to local authorities with the full integration of the Supporting People grant within Area Based Grant from April 2010.

There have been significant improvements in the quality, performance and value for money of commissioned supported housing services in Leeds since the programme was introduced in 2003. It is also contributing to wider council priorities such as reductions in the use of temporary accommodation leased from the private sector for homeless households and reductions in delays in discharge from the city's general and mental health inpatient services.

The grant from Central Government was reduced from £32.978m in 2009/10 to £31.981m in 2010/11. It's assumed there will be a comparable reduction in 2011/12. Managing these reductions in a manner which protects the services which are critical to the council, its partners and vulnerable service users, is the biggest challenge facing the programme.

1.0 Purpose Of This Report

- 1.1 To update the Executive Board on the Supporting People programme, its achievements to date and the challenges/ priorities for 2010/11.
- 1.2 To offer the Executive Board regular updates on the Supporting People programme, given its financial value, the number of vulnerable people assisted through commissioned services and the importance of housing related support services in helping vulnerable people to achieve or maintain an independent living outcome.

2.0 Background Information

- 2.1 Supporting People is a programme of commissioned housing related support services for vulnerable adults. The programme was designed to fund services to work with vulnerable individuals to help them gain the skills needed to live more independently. A range of services are commissioned, such as sheltered warden services for older people, projects for people with learning disabilities and hostels for homeless people. The purpose of housing related support services is to enable vulnerable people to achieve and/or maintain an independent living outcome.
- 2.2 The Leeds Supporting People programme is currently managed through a Commissioning Body, comprising of representatives from the Council, NHS Leeds and the West Yorkshire Probation Service. The programme is administered on a day-to-day basis by the Housing Strategy and Solutions section, which sits within the Environment and Neighbourhoods Directorate.
- 2.3 In total Housing Strategy and Solutions manage 98 council contracts delivering 250 housing related support services. All commissioned services are subject to a contract management process which comprises a quarterly performance review of each contract and its attendant services and a rolling programme of validation visits to services to look at quality and service user satisfaction.
- 2.4 Up until April 2010 it was a national programme with services commissioned through a ring -fenced budget within local authorities. The ring fence has gradually relaxed, with decision making in relation to Supporting People grant now devolved completely to local authorities with the full integration of the Supporting People grant within Area Based Grant from April 2010
- 2.5 The Audit Commission inspection of the programme across all 150 local authorities concluded in 2009. Future performance of commissioned housing related support services will be reported through the national indicator performance framework introduced in 2008 and national Supporting People outcomes framework.
- 2.6 The Audit Commission, on completion of the inspections, produced a report on the delivery of the programme nationally. In summary the report found improvements in:
- The balance of local provision of housing related support compared to identified local need;
 - Service quality, that has had a positive impact of service users quality of life;
 - Value for money, with improvements in service quality being achieved within fixed or reducing budgets;
 - Tailored support, through active service user involvement; and
 - Outcomes for service users

These findings mirror the local delivery of housing related support services in Leeds.

- 2.7 Nationally concerns have been raised about the removal of the ring fence and the potential diminution of housing support services for vulnerable people with funds diverted to underpin statutory services. Last year the CLG cross party select committee undertook an inquiry into the implications of the removal of the ring fence. The inquiry report was published last November and recognised the programme’s achievements particularly in relation to improving the quality of services and outcomes for service users. It reported that the programme had been instrumental in supporting the needs of some of the most vulnerable and socially excluded in society. It recommended continued transparency and accountability in relation to any reallocation of funding by local authorities away from housing related support, rather than continuation of the ring fence.
- 2.8 In Leeds, Supporting People funding represents 44% of the Area Based Grant in 2010/11. The Supporting People element of Area Based Grant in 2010/11 will continue to be arranged separately this year.
- 2.9 The most contentious decision to date has been made by the Isle of Wight Council which recently decided to decommission many of its contracts and divert half of its Supporting People budget (£2.7m) to meet other Council costs.
- 2.10 It currently remains mandatory for authorities to continue to report performance against the two national indicators, NI 141 and NI 142, and to report on the number of services and providers funded to deliver housing related support through the quarterly submission of a data extract.

3.0 Achievements

- 3.1 There is a strong focus on managing the delivery of the housing related support services in Leeds through the contract management process which concentrates on quality, performance and value for money.

3.2 Performance

- 3.3 Performance continues to improve against NI 141: the percentage of people helped to achieve independent living. This improved from 76% at the end of 2008/09 to 84% for 2009/10 – in the first quarter 07/08 the figures stood at 50%.

Percentage of vulnerable people helped to achieve independent living

	NI 141	LAA target
2007/08	59.74%	n/a
2008/09	76.39%	66%
2009/10	83.86%	71%
2010/11	n/a	76%

3.4 **Quality**

3.5 All commissioned services are assessed against a Quality Assessment Framework (QAF) in which services are graded A-C (excellent, good and fair) against five key quality objectives:

1. Assessment and support planning;
2. Safeguarding and protection from abuse;
3. Security, health and safety;
4. Fair access,
5. Diversity and Inclusion and
6. Client Involvement and empowerment.

3.6 Quality scores as well as feedback from service users and wider stakeholders evidence that service quality has improved substantially in Leeds. The major driver for the improvement in quality has been the use of the QAF to assess commissioned services against the 5 objectives and standards which sit below them as part of the council's contract management process. Quality assessments comprise desk top analysis of policies and paperwork, and on site validation visits which include consultation with staff and service users. Central government recently refreshed the QAF raising the bar in terms of quality levels and removing the previous poor rating. The number of quality criteria was reduced from six to five. The refreshed quality standards have been implemented in Leeds and all commissioned services are now assessed and report against the new benchmarks.

3.7 There has been continued improvement in quality ratings. The table below shows the percentage improvement in quality ratings/grades across all quality criteria, even with the implementation of the new QAF in September 2009 which raised the bar significantly.

Quality rating	% of standards graded A - D (validated) 2004//05	% of standards graded A - D (validated) 2009/10	% of standards at graded A-C (self assessed) April 2010	% improvement
A	1%	3%	24%	23%
B	9%	40%	60%	51%
C	56%	48%	15%	
D	30%	2%	n/a	
New service	4%	7%		

3.8 Increase in the number of vulnerable people supported

3.9 The number of vulnerable people supported has increased from the start of the programme when just over 12,000 were supported to 16,000 in 2010. This is an increase of 33%.

Client group	No of people supported	Funding
Single homeless	456	£3,005,426
Rough sleepers	68	£311,822
People with drug problems	60	£175,395
People with alcohol problems	72	£341,864
Offenders	459	£1,667,733
People with mental health problems	1089	£4,835,872
Generic	278	£671,900
Refugees	51	£156, 449
People with physical /sensory impairments	98	£534,579
People with learning disabilities	610	£8,972,867
Older people	11394	£4, 754,280
Frail Elderly/Dementia	227	£415,539
Young people at risk	459	£1,987,074
Teenage parents	88	£405,690
Homeless families with support needs	603	£3,451,529
Women at risk of domestic violence	104	£777,202
Total	16,179	£32,465,221*

*Figure will include some short term commissions funded through in year cash surplus

3.10 The increase in the number of vulnerable people supported in the city is a result of a mixture of new service commissions and more effective use of existing contracted resources. New services commissioned long term within the programme include:

New Service Areas	Annual Value
Independent Living Project –5 new services for people with learning disabilities	£728,000
Offender Management for priority and prolific offenders	£619,726
Family Intervention Project	£876,676
Young care leavers service	£300,000
Telecare	£120,000
Total	£2,524,402

3.11 In addition where it has not been possible to commit to long term commissioning, services have been commissioned on a short term basis through in year cash which has accumulated within the programme as a result of underutilisation. These services include Neighbourhood Networks, Youth Offender Service housing support and the Street Outreach Team.

3.12 **Wider benefits**

3.13 Over the last year the contract management process has focused on ensuring more effective access and move-on, to and from commissioned services for homeless households and developing closer links between commissioned services and Leeds Housing Options. This has assisted the Council to reduce the use of private leased temporary accommodation.

3.14 Officers from Housing Services have been working jointly with the Leeds Foundation Partnership Trust and commissioned mental health housing support services to tackle delayed discharges from hospital and improve access to housing support services for those leaving mental health inpatient services. As a result of this work there have been no delays as a result of housing issues since August 2009. A joint working protocol is being developed and this model is being rolled out to cover the forensic mental health wards and the rehabilitation and general wards at the LGI and St James.

3.15 **Value for money and efficiency savings**

3.16 There has been a strong focus on managing the programme of commissioned services, not just in terms of quality and performance, but also by ensuring they are delivered as efficiently as possible and represent value for money for both the Council and its partners. Since the inception of Supporting People in 2003, the level of programme grant has reduced from £35.9m and to £31.9m in 2010/11. This is a reduction in allocation of £4 million over the 7 years of the programme. Additional costs of inflation (£3.4 m) and new service commissions (£3.1m) have been managed within the reducing budget. If this had not been the case, the total

contractual commitment of the programme would have been £42.9 million in 2010. This represents an actual efficiency saving of over £10.5 million.

3.17 **Challenges and priorities in 2010/11 going forward**

- 3.18 The key challenge for the programme is managing the reduction in the budget in 2010/11. The grant from central government was reduced from £32.9 in 2009/10 to £31.9 in 2010/11. It is assumed at least an equivalent reduction will be made to this grant in 2011/12.
- 3.19 The Leeds Supporting People Commissioning Body has agreed to a programme of sector wide reviews, commencing with Mental Health and Learning Disabilities. These will review the continuing appropriateness of current provision and identify further opportunities for decommissioning, remodeling, tendering and the generation of efficiencies. The first review is now underway and it is envisaged that these reviews will generate the requisite savings required for 2010/11 and 2011/12.
- 3.20 The Housing Strategy and Solutions section is also committed to continuing to drive up the quality of commissioned housing related support services. A target has been set for at least 95% of commissioned services to achieve a minimum of a level B rating against the new safeguarding and protection from abuse standard from a base line position of 59% by the end of March 2011.
- 3.21 A priority for the programme of commissioned services will be delivering the housing support elements of the Leeds Housing Strategy particularly against the theme of Promoting Independent Living, and its satellite housing strategies and actions plan to address housing issues for the following:
- People with a learning disability: A priority will be to develop models of housing related support which assist people with learning disability move on into more independent living and access mainstream housing options.
 - Older people: A priority will be to continue to develop flexible models of housing related support which can support older people in their own homes across tenure, along with more effective use of assistive technology.
 - Homeless people and rough sleepers: The priority will be to identify long term funding for street outreach service to sustain the reductions in rough sleeping.
 - Young people: A priority will be to identify long term funding for the housing related support element of the Youth Offending Service and to ensure a range of provision is available to support young care leavers make the transition to independent living.
- 3.22 A housing related support strategy and action plan will be developed and approved by Leeds Commissioning Body in November 2010.
- 3.23 Sheffield Hallam University has been commissioned to capture the wider benefits of the Leeds programme and will evidence the contribution housing related support plays in improving the health and well being of people in Leeds. This report will be produced in July 2010.
- 3.24 The contract management policy has also recently been reviewed and will have a stronger focus on capturing service user outcomes to evidence the wider benefits of

commissioned services in contributing to the 5 high level outcomes of Every Child Matters: Enjoy and Achieve; Stay Safe; Achieve Economic Well Being; Be Healthy and Make a Positive Contribution

4.0 Implications For Council Policy And Governance

- 4.1 The removal of the ring fence for Supporting People presents an opportunity in Leeds to introduce further innovation, especially around spend to save and low cost preventative initiatives. It will also facilitate joint commissioning and more efficient use of commissioning resources and improved integrated services for vulnerable people.
- 4.2 Research by Cap Gemini has shown that this investment has delivered net benefits to the Exchequer of £3.4 billion for £1.6 billion investment per annum. This would equate to the Leeds Supporting Programme generating savings to other council, probation and NHS budgets of £67.6m annually for £31.9m of investment.

5.0 Legal And Resource Implications

- 5.1 There are potentially resource implications for the Council. The grant from central government was reduced from £32.9 in 2009/10 to £31.9 in 2010/11. It is assumed at least an equivalent reduction will be made to this grant in 2011/12.
- 5.2 The contractual commitment of the programme on the 1 April 2010 was £32.448m giving a contractual over commitment of £467k. The Commissioning Body agreed to commissioning 5 new services to support the Council's Independent Living Project for people with learning disabilities. The last two are due to become operational in January 2011, which will increase the contractual over commitment to £895k. However, as only £107k will be required for the new ILP services in 2010/11, it is forecast that efficiency savings of around £574 will need to be generated from the programme of existing contracted services to balance the budget this year.
- 5.3 To date, the Housing Strategy and Solutions Group has identified efficiency savings of £779k and £438k of these have been agreed with providers. These are being achieved in a number of ways: addressing under utilisation in subsidy services; service remodeling; competitive tendering and annual value for money assessments.
- 5.4 The Leeds Commissioning Body set aside a contingency fund to cover future scenarios such as a reduction in grant from the government, subsequently it was agreed to incorporate this within general reserves. The service will endeavour as outlined in this report to balance the budget by making efficiency savings, however, it has been agreed to underwrite the budget deficit if the full year effect of this savings is not be realised in 2010/11.

6.0 Conclusions

- 6.1 The delivery of the Leeds programme, particularly through the contract management process has led to real improvement in quality, performance and service user satisfaction with services in Leeds over the last 7 years. There has been a significant growth of the number and range of vulnerable people supported with previous areas of unmet need now met through the reallocation of funding into key new services. All of this growth and improvement has been achieved within a reducing budget.

7.0 Recommendations

- 7.1 Members are requested to note the information presented and request an annual report.

Background papers

Supporting People Programme 2005 -2009.

Audit Commission Report into the Supporting People Programme, July 2009

Governments response to the House of Commons and Local Government Select Committee report into the Supporting People Programme