

## **SUPPORTING PEOPLE PROGRAMME**

**Report By: Head of Strategic Housing**

### **Wards Affected**

County-wide

### **Purpose**

1. To inform Members of the amended development priorities for the Supporting People programme following the Audit Commission's inspection in October 2003 and the steps necessary to meet these priorities.
2. To inform Members of the financial risks associated with the Supporting People programme following the ODPM's adoption of the Robson Rhodes Independent Review in March 2004.
3. To inform Members about the processes that the Supporting People Team have put in place to give feedback to service users and service providers.

### **Financial Implications**

4. Following the ODPM's adoption of the Robson Rhodes Independent Review in March 2004, there is a considerable financial risk for any Council that is unable to accelerate the pace of the Supporting People programme and unlock legacy funding.
5. The basis for this risk is that Government has stated that the national Supporting People programme is over-funded by approximately £400 million, due mainly to Local Authorities using the grant to fund non-eligible care services. However, the Independent Review has identified that this has only happened in a small number of Local Authorities – of which Herefordshire is not one.
6. Regardless of this, Office of the Deputy Prime Minister has stated that there will be a considerable 'adjustment' in the level of Supporting People Grant that all Local Authorities can expect in 2005/06. This is over and above the fact that they have already imposed an across the board cut of 2.5% plus no inflation uplift in this financial year (which equates to a loss of £562,000 in Herefordshire).
7. The SR04 return sent out to all Local Authorities in January indicated that the grant could be reduced by up to 15%, which equates to a local loss of £1.13 million against a grant allocation of £7.5 million. Subsequent indications are that the actual reduction will be less than this – the Herefordshire Supporting People Team believes that the likely bottom line for the level of grant locally will be approximately £6.9 million.

### **Report**

8. The Audit Commission carried out an inspection of Herefordshire Council's administration and implementation of the Supporting People programme. The inspection took place in October 2003. As part of the resulting inspection report, as reported to this Committee in January, 2004, the Audit Commission recommended

that the Council revise and prioritise what the Inspectors considered was an over ambitious and difficult to measure set of aims.

9. This recommendation has now been implemented and the table below sets out the revised aims, the actions necessary to meet them and a prioritisation (High, Medium or Low) according to the statutory necessity or strategic desirability of the aim. The priority of the development has been set in accordance with the Council's agreed strategic aims, as assessed by the Herefordshire Supporting People Partnership's Core Strategy Group.
10. The development programme is completely dependent on the robust management of the local Supporting People programme in order to make revenue funding available. The Government has stated that it has no intention to invest additional funding in the Supporting People programme prior to the next Comprehensive Spending Review in 2006. The implication for Local Authorities is that, in order to meet planned and necessary development targets, poorly performing or less strategically relevant services must be decommissioned more quickly than planned. In addition, all remaining supported housing services must be rigorously reviewed in the pursuit of cost effectiveness and value for money.
11. The Supporting People Team has applied all of its experience and expertise to the availability of revenue funding within the current Supporting People programme and in doing so, has divided the agreed review programme into three 'virtual' phases. On this basis, the following can be achieved by implementing the full extent of the review programme:
12. Phase-One: There is up to £1.5 million of legacy funding that can possibly be unlocked in Phase One of the review programme. This is sourced primarily from the decommissioning of services or the robust downward adjustment of contract values following scheme reviews considered by the Commissioning Body. A significant amount of this funding has already been unlocked since April 2003.
13. Phase-Two: There is up to £0.5 million of legacy funding that can possibly be unlocked in Phase Two of the review programme. This would be achieved if the Commissioning Body were to impose a cap of £20 on hourly rates for housing related support (which would still offer a premium of 40% over the rate paid by the Council for 'care'). This applies to a minority of providers, some of whom have hourly rates that exceed £30.
14. Phase-Three: Reviewing the manner in which sheltered housing is delivered to older people in Herefordshire could possibly unlock further legacy funding. This will include the development of Extra Care housing – the Strategic Housing Service is currently preparing a brief in order to commission a review of all sheltered housing in Herefordshire.
15. Following extensive consultation with Supporting People Teams across the Country, it is clear that Herefordshire has exactly the robust and comprehensive approach to monitoring and review necessary to deliver these results.
16. Finally, the Supporting People Team has implemented procedures for feeding-back review outcomes and associated learning to both service users and service providers.

17. As part of each scheme review, service users are consulted on their views of the current service and asked how it could improve. The nature of this consultation varies according to the ability of the client group to express their views.:
18. For example, the Team has contracted the Herefordshire User Group to carry out both 1:1 and group consultation with the users of the housing related services that Mind and Advance provider for people with serious and enduring mental illness
19. It has also contracted a skilled facilitator to carry out consultation with the users of the supported living services that Aspire and Mencap provide for people with learning disabilities
20. This consultation includes giving feedback to all service users at the end of the review.
21. Further to this, all service providers have an opportunity to comment on and amend the review report prior to it being submitted to the Commissioning Body. All providers also receive a detailed improvement plan and timetable for implementation prior to the next scheme review. This process is fully mapped and is shown on the attached document.

### Revised Priorities for 2003/04 Supporting People Programme

**High:** Programme areas supporting urgent strategic aims

**Medium:** Programme areas supporting intermediate strategic aims

**Low:** Programme areas supporting desirable strategic aims

Note: The Actions do not specify the capital cost of combined capital revenue schemes. These have already been identified in the agreed capital development programme for 2004 - 2008

No	Client Group	Strategic Aim	Action & Revenue Cost	Priority
1.	Homeless Families	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and work towards an LPSA target to reduce the incidence of repeat homelessness to less than 1% per year	To commission Shelter to develop a Homeless to Home service in Herefordshire, providing support for up to 60 homeless households from homeless determination to settled accommodation. £320,000 by Year Three  To commission Home Point to provide a Support Worker to assist vulnerable homeless people to access the choice-based lettings scheme and be rehoused in appropriate accommodation	<b>HIGH</b>

2.	Single Homeless	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and an LPSA target reduce the incidence of repeat homelessness to less than 1% per year	To commission Stonham Housing Association to remodel the hostel at Wooldridge Court to offer 21 units of intensively managed 'fit for purpose' temporary supported housing. £230,000 in Year One (from existing contract).  To commission intensively managed 'fit for purpose' temporary supported housing for single homeless people in North Herefordshire, in partnership with a support provider and a local RSL. £150,000 in Year One	HIGH
3.	Drug Misusers	To enable the Council and its partners, via the Community Safety Partnership, to meet their statutory duties and stated aims as set out by the National Treatment Agency and the Home Office	To commission a housing related support provider to compliment the partnership approach to through-care and after-care adopted via the planned Criminal Justice Intervention Programme. £120,000 in Year One.	HIGH
4.	Offenders	To enable the Council and its partners, via the Community Safety Partnership, to meet their statutory duties and stated aims as set out by the Home Office.	To commission a housing related support provider to compliment the partnership approach to through-care and after-care for offenders adopted via the planned Criminal Justice Intervention Programme. £0 – combined with drug misuse scheme.	HIGH
5.	Domestic Violence	To enable the Council and its partners, via the Community Safety Partnership and Domestic Violence Forum, to meet their statutory duties and stated aims as set out by the Home Office	To commission 6 units of move-on accommodation for women and their children escaping domestic violence, in partnership with Herefordshire Women's Aid and West Mercia housing Group. £47,000 in Year One.  To re-provide the Women's Refuge on a new site, in a 'fit for purpose' building. £265,000 in Year One (from existing contract)	HIGH
6.	Young People leaving Care	To enable the Council to meet its obligation to provide after-care and support to vulnerable young people leaving the looked-after system from the age of 16 up to the age of 25.	To commission 6 units per year of 1-bedroom accommodation in low-density developments for young people leaving care. The support for these young people will be provided via an extension to the existing contract with SHYP. £62,400 in Year One.	HIGH
7.	Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the	To commission 5 units of supported accommodation for people with learning disabilities moving-on from living with older carers (70+). £41,600 in Year One.	HIGH

		recommendations of the Joint Review	<p>carers (70+). £41,600 in Year One.</p> <p>To commission a cluster of up to 12 units of sheltered accommodation for people with disabilities. £0 as revenue will be met from existing support contracts</p> <p>To commission up to 4 units of supported accommodation in Ledbury for people currently being supported in non-secure tenancies in the private rented sector. £0 as revenue will be met from existing support contracts</p> <p>To commission 5 units of shared ownership housing for people with learning disabilities via Advance Housing's SOLD scheme. £0 as revenue will be met from existing support contracts</p>	
8.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer	<p>To commission 100 units of very sheltered housing to be delivered via an Extra Care model in Hereford city in partnership with the Extra Care Charitable Trust and Festival Housing Group.</p> <p>To commission 50 units of very sheltered housing to be delivered via an Extra Care model in Hereford city in partnership with the Shaw Healthcare and Festival Housing Group.</p>	HIGH
9.	Alcohol Misusers	To Enable the Council and its partners to meet their long-term commitment to reduce the social, criminal, health and economic impact of alcohol misuse.	<p>To commission a 6 to 8 unit supported transitional housing scheme / dry house for people recovering from problematic alcohol misuse. £80,000 in Year One.</p> <p>To increase the capacity of the existing contract for floating support to alcohol misusers in general housing stock from 6 to 10 clients per worker (40%). £0 as revenue will be met from existing support contracts</p>	MEDIUM
10.	Mental Health (1)	To enable the Council and the PCT to provide effective housing for people with serious and enduring mental illness	To commission 5 units of shared ownership housing for people with serious and enduring mental illness via Advance Housing's Own Home scheme. £0 as revenue will be met from existing support contracts	MEDIUM
	Teenage	To enable the Council and its	To increase the capacity of the existing Teenage	

11.	Parents	partners to meet the Governments expectation in respect of providing supported accommodation for vulnerable teenage parents including 100% of those aged between 16 and 18.	Parent Support Service operated by SHYP by 100%. Increased cost of £30,000 in Year One.	MEDIUM
12.	Older People with Dementia	To enable the Council and its partners to meet the housing and prevention aspirations of the National Service Framework for Older People with mental illness.	To commission a provider to deliver a pilot housing related support scheme for people identified as having early signs of dementia or Alzheimer's Disease. Up to £150,000 in Year One.	MEDIUM
13.	Generic	To enable the Council to demonstrate a commitment to challenging stereotypes of people with disabilities or limited life opportunities	To commission a Build and Train scheme to enable people with learning disabilities, mental illness etc to gain a skill and/or qualification whilst building their own homes and either earning a secure tenancy or ownership stake. £30,000 for duration of scheme.	MEDIUM
14.	Travellers	To enable the Council and its partners to develop a strategy for meeting the needs of Travellers in Herefordshire	To commission research into the needs of all Traveller communities in Herefordshire, who constitute 5% (8,500) of the local population.  This will need to attract corporate funding in order to be a holistic research project.	LOW
15.	Physical Disability	To enable the Council and its partners to extend the housing opportunities and choice available to people with physical disabilities in Herefordshire	To commission a small pilot scheme to identify how Direct Payments can be extended into the Supporting People Programme. £100,000 in Year One to be redirected from existing contracts.	LOW
16.	Young Offenders	To enable the Council and its partners, via the Youth Offending Team and the National Offender Management Service, to meet their statutory duties and stated aims as set out by the Home Office.	To commission a pilot Supported Lodging scheme in Herefordshire (3 units) for young offenders. To be managed in partnership with the Youth Offending Team and a support provider.	LOW
17.	Mental Health (2)	To enable the Council and the PCT to provide effective housing for people with serious and enduring mental illness	To work with the Carr Gomm Society to commission a 'fit for purpose' alternative to their existing supported accommodation for people with serious and enduring mental illness.	LOW

## RECOMMENDATION

- THAT (a) the amended priorities for the development of Supporting People Grant funded housing related support services, as set out in this report be noted;
- and
- (b) regular reports noting progress towards the Commissioning Body's delivery of the prioritised schemes be made to the Committee.

## BACKGROUND PAPERS

- None