



**Executive
16 November 2009**

**Report from the Director of
Housing and Community Care**

Wards Affected:
All

**Supporting People Refreshed Five Year Strategy 2009-14
and Financial Benefits of Preventative Housing Related
Support Services**

Forward Plan Ref: H&CC-09/10-13

1.0 Summary

- 1.1 This report seeks Executive approval for a new five-year Supporting People Strategy, covering the period to April 2014 and asks the Executive to note the financial benefits accrued to the Council through the Supporting People funding of preventative housing related support services. The full strategy is attached at Appendix 1, while this report provides a summary of key points together with some background information and an overview of the consultation process that was undertaken between January and August 2009.

2.0 Recommendations

- 2.1 That the Executive approve the Strategy.
- 2.2 That the Executive note that further reports will be presented as required to seek approval for any significant changes in policy or practice arising from the further work on developing the Strategy set out below.
- 2.3 That the Executive note the demonstrable financial benefits that accrue to the Council from Supporting People services and the contribution that Supporting People funded preventative housing related support services make and will continue to make to the Council's agendas on personalisation and the provision of preventative services.

3.0 Background

- 3.1 Supporting People (SP) is a national programme with a total value of over £1.7 billion per year. The programme started in 2003, and the grant allocation to Brent in 2003-04 was £13.7m. This grant allocation has since reduced, and for 2009-10 is £12.8m. The programme aims to enable vulnerable people to

live independently in the community, through providing housing related support services. The programme grant was ringfenced up to March 2009, and from 2009-10 onwards, is an unringfenced grant.

- 3.2 Over 3000 people in Brent receive housing support services funded through Supporting People contracts. The programme in Brent is delivered by 39 providers via 74 contracts, ranging from large national to small local organisations. It is one of the largest single sources of funding for the voluntary sector in Brent.
- 3.3 Supporting People is a preventative programme. Housing support workers, sheltered housing managers, women's refuge workers, etc enable people to maintain their independence in the community, preventing hospital admissions, registered care admissions, evictions, mental ill health, homelessness, and anti-social behaviour. Some services are accommodation based, (ie hostels, group homes and supported housing). Other services offer "floating" support which moves between people living in independent housing. The Programme brings benefits to service users and supports many corporate priorities and those of the Local Area Agreement (LAA), in particular National Indicator 141 *percentage of service users who have moved on in a planned way compared against all move on in the period* which is a stretch target for the LAA.
- 3.4 The SP programme went live in 2003 as a "legacy programme", ie it inherited historic services. One of the main challenges in administering the programme was therefore ensuring services were changed to meet current and future needs of the Borough.
- 3.5 A 5 Year Supporting People strategy was agreed by members in April 2005. This set out local priorities for the programme 2005-10, identifying how future allocation of resources, re-configuration, development of new services and award of contracts will link to local needs and priorities set out in the Corporate Strategy and local commissioning strategies.
- 3.6 This refreshed 5 Year Supporting People Strategy updates the strategy from 2009 to 2014 and enables the Supporting People Programme in Brent to respond to changes in national strategy and local priorities and plans and to plan for the future delivery of housing support services to vulnerable people in the borough. The Strategy is attached at Appendix 1.

4. Consultation

- 4.1 The draft strategy has been the subject of extensive consultation. The following paragraphs summarise the process and set out the key messages that emerged.
- 4.2 The strategy has been drawn up following extensive consultation with Council Officers in the Housing and Adult Social Services department and the Children and Families department. There has also been extensive consultation through one to one meetings with external partners including the PCT, NHS Brent, London Probation Service and the Drug and Alcohol Action Team (DAAT). In addition consultation meetings were conducted with service providers, through the Supporting People Providers Forum and the Supporting

People Core Strategy Group. Focus groups were also held with service users of Supporting People services.

4.3 Key messages from consultation include:

Stakeholders told us:

- There are sometimes competing priorities between organisation which can affect how work is taken forward
- Supporting People has been a positive initiative and has delivered change across many areas of the Council through joined-up working
- It is not always easy to find out what work internal Council departments are doing in certain subject areas, such as on the Local Area Agreement
- Supporting People and the Council cannot provide the solution to all housing needs, and organisations need to look internally to develop their own solutions, particularly concerning move on and re-housing
- Joint commissioning has produced many positive examples of improving service delivery, adding value and achieving efficiencies
- More innovation is needed to tackle issues, with learning from other areas
- Some issues require a Corporate response to produce solutions, such as people without recourse to public funds
- Alignment of planning and commissioning cycles is needed between stakeholder organisations to ensure synergy and joint responsibility
- Particular gaps in services have been identified through the strategic reviews of client group areas.

Service Users told us:

- Some service users were happy with the services provided and found staff to be helpful, whilst others felt there were too many rules
- Move on was a key issue for service users and many expressed concerns about the length of time it took to bid successfully on Locata
- A number of service users expressed a wish to move out of shared housing into permanent independent accommodation
- Some service users agreed that services has improved their quality of life by creating some stability and helping them work towards long-term employment and other goals
- Getting information is not always easy and sometimes it is difficult to find out about what services are available
- Particular support had been given around tackling debts and increasing confidence, with a particular focus on getting people into education and training
- Very positive feedback about the BHUG (Brent Homeless User Group) Peer Consultant training course
- How they had been involved in choosing providers for new services and have valued this opportunity.

Service providers told us:

- They had concerns about the ring fence coming off Supporting People funding and the impact on future services

- Move-on accommodation is essential particularly for individuals moving on from higher support provision where there is much demand for services
- Of positive experiences from partnership working and service outcomes
- They would like more information about the impact of personalisation
- About concerns of how service quality will be maintained after the ring fence is removed from the Supporting People funding
- Greater liaison and co-ordination is required between boroughs in order that service users can move on as appropriate, particularly for women escaping violence or offenders
- Prevention of homelessness is a key priority for SP service providers
- Specific services for women are lacking, particularly for those with children
- Of the need for clearer, more flexible pathways between services, including access to move on

Wherever possible we have taken on board the feedback and suggestions and incorporated it into the strategy and action plan.

5.0 Evidence Base

5.1 Evidence on current and future needs was used to develop the 10 strategic priorities set out in the refreshed Strategy. This has, and will continue to be, drawn from a wide range of Sources, including:

- Brent's Joint Strategic Needs Assessment (JSNA), produced to support the Health and Wellbeing Strategy.
- Relevant regional and sub-regional studies
- Socio-economic data at the national, regional and local levels
- Local data including supply and demand analysis
- Performance data for Supporting People and other relevant services.

5.2 The refreshed Strategy has also used the findings of Reports produced by partner agencies and national or regional bodies including:

- The Brent Children and Young People's Plan
- Joint Commissioning Strategy for Older People
- Alcohol Harm Reduction Strategy 2006 -2008
- Well-being strategy and the Primary and Community Care Strategy.
- NHS Brent Commissioning Strategy Plan 2008 – 2013.
- Homelessness Review, Strategy and Action Plan, 2008-2013
- Housing Strategy 2009-2014
- The Community Strategy 2006-2010 and
- The Council's Corporate Strategy

5.3 Key findings from the available evidence are:

5.3.1 The number of available Supporting People units increased from 3470 in 2004 to 3643 in 2009. This occurred within a reducing budget from £13.6m to £12.8m

5.3.2 At the inception of the programme, the majority of services were accommodation based. However, over the years an increased number of floating support services for various client groups have been developed, these ensure that the provision of support to vulnerable people can be tenure neutral and accessed by individuals in their own homes.

5.3.3 The vision for the Supporting People Programme in Brent's administration agreed in 2005 (when the first Supporting People Strategy was developed), will continue to guide the future direction of the programme from 2009-2014:

The Vision

- To promote independence, enabling people to live safe and fulfilling lives in the community by delivering high quality, responsive and diverse housing related support services that meet the needs of vulnerable adults from across our community
- To ensure that our services make the best use of the resources available, integrate well with related services and take into account the needs and views of all groups of vulnerable adults living in the borough.
- To strive for service excellence so services reflects the needs and aspirations of our local community and deliver real improvements to the quality of life in Brent.

5.3.4 The Supporting People programme aims to deliver this vision through:

- Offering preventative housing related support services that support the objectives of all key partners
- Developing better quality, more flexible services that respond more effectively to the needs of a highly diverse and rapidly changing community
- Provide preventative services delivering outcomes with real cost and quality of life benefits to the community, regardless of tenure
- Provide services that contribute towards making Brent a safer place to live
- Offer support services that aim to invest in our young people to secure their inclusion and achievement in our community
- Deliver innovation, new partnerships and more joint funding arrangements to improve effectiveness and value for money
- Respect the rights of and listen to the views of the users of services when planning, delivering, reviewing or procuring services; helping them to deliver real change
- Be at the centre of the work of the West London sub-region and London Region to deliver the vision for Supporting People in London and cross authority services
- Work with providers to develop skills and knowledge and provide high quality and innovative services

5.3.5 The role of Supporting People in the delivery of the Transformation Programme is evolving and will become increasingly important during the life of this strategy. In 2009 the key areas of work are in the development of extra care sheltered housing, the provision of hospital discharge services and providing alternatives to residential care so that the Council's target of reducing the numbers in these services by 50% by 2010 can be achieved. Supporting People will also encourage providers to pilot self-directed support and personal budgets where appropriate in Supporting People funded services.

5.3.6 In determining future demand for services against current provision an exercise analysing needs and gaps has been undertaken based on the 'Building for All' model¹. This model developed by the National Housing Federation in 2007, projects the need for supported accommodation and floating support services by client group and borough in London for the next ten years. The model uses population profile data and also takes account of local available data where available. The model does not identify the levels of support needed, rather it identifies the number of individuals who are likely to need housing related support services.

5.3.7 In so far as the model is the first of its kind and provides data projection across client groups, it is dependent on local data being available and accurate and provides a 'best guess' of likely need for housing support services in Brent. Using the model's projections it is estimated that there is a 20% undersupply of accommodation based services and a 40-45% undersupply of non-accommodation based services in Brent's administration. This projected undersupply needs to be seen within the context of decreased funding for the Programme since 2005, and creates considerable pressure on the Supporting People Programme to make the most effective and efficient use of resources. To ensure this there is a need to:

- Commission services jointly in partnership with other Commissioners where appropriate
- Reduce 'silt up' in supported accommodation and greatly improve throughput
- Increase the use of move on to the private rented sector
- Increase the supply of extra care sheltered housing, floating support and reduce the number of residential care beds
- Make links to the Affordable Housing Strategy and remodel and re-designate services where possible and appropriate to meet the requirements set out in the strategy
- Improve the use of information generated by the START Plus service to monitor supply and demand for housing related support services in Brent's administration
- Ensure that Supporting People services are appropriately targeted at those who have clearly identified support needs and that they are assisted to move on to independence as soon as possible with floating support when needed
- Empower and enable vulnerable people through personalised services, and self-directed support to determine their own care and support

¹ Building for All, Identifying the Need for Supported Housing in London, NHF (2007)

- Maintain close collaborative partnership working with the voluntary sector to ensure a wide range of innovative and high quality services are made available to vulnerable people at the best value for money to the Council
- Continue to break the link between accommodation and support and direct resources at floating support services for those who can benefit from this to help them live independently in the community
- Focus on outcome based commissioning and link this with the Quality Strategy for Adult Social Care
- Reflect joint priorities the Council shares with NHS Brent, particularly on delayed discharge and intermediate care
- Ensure continued value for money and greater efficiencies through the tendering and procurement of Supporting People services in line with this strategy.
- Demonstrate the financial benefits of the programme and secure continued investment in preventative housing related support services.

6. The Financial Benefits of Supporting People services in Brent

- 6.1 The Supporting People programme funds the provision of preventative housing related support services. This support means that vulnerable people can develop the life skills they need to maintain accommodation and avoid eviction and homelessness or they can be supported to stay in their home rather than being forced through, for example, increased frailty associated with age or disability, to enter more formalised care such as residential care homes, with the associated costs and disruption of such a move.
- 6.2 By providing this preventative support the Supporting People programme (SP) is able to demonstrate that it can save money for the Council on for example the Adult Social Care budgets for residential care. The programme can also demonstrate the savings it can make to the budgets of external partners such as the probation service, and the health service. The department of Communities and Local Government (CLG) has developed a costs and benefits modelling tool that enables each local authority to calculate the savings to other budgets made by continued investment in Supporting People funded preventative housing support services. The model enables local authorities to insert their local data on social, care, health and housing costs and uses two alternative scenarios (one where clients are supported using SP funded support packages and one where they are supported through packages that do not involve SP funding). The model is based on the premises that not using SP services results either in the use of more expensive support packages or support packages that expose clients to risks that carry costs (e.g. prolonged hospitalisation, or prison, or homelessness). The difference between the costs of support where SP funded preventative support packages are provided and the costs where these preventative packages of support are not provide is calculated as the 'net benefit' of provided Supporting People services.
- 6.3 The new Supporting People Five Year Strategy includes the initial outcomes of this modelling for the Supporting People programme in Brent's administration and demonstrates that for every £1 spent on SP services the Council and its partners are able to save £1.96 to other budgets. This analysis has been carried out for each of the client groups for which

Supporting People funds services. The outcomes of this analysis are set out in section 10 of the strategy.

- 6.4 The biggest area where spending on SP services creates potential savings to other budgets is that of residential care. The CLG model demonstrates that the £12.1m spent on the SP services covered by the model² the Council potentially realises £18m in savings on residential care placements. It must be noted that this is a potential saving and is a calculation based on an assumption of both direct cashable savings and theoretical and deferred cost-savings. The model also calculates a theoretical net saving to all budgets (including those of partners in health, probation/criminal justice) of £11.7m. The main client groups where savings to residential care budgets is realisable are mental health, learning disabilities, substance misuse and physical disabilities.
- 6.6 The other key area where spending on SP services creates potential savings to other budgets is crime costs where the model calculates that a potential saving of £4.7m is realisable. This supports one of the Council's key priority areas, Tackling Crime.
- 6.7 The cost modelling demonstrate that Supporting People is an invest to save mechanism that supports the Council's strategic agendas and enables services to be provided at lower cost while maximising individual's ability to exercise choice and control over their lives.
- 6.8 The initial modelling will be followed up with more detailed work in conjunction with colleagues in Adult Social Services, Family and Children's Services, and partners in the PCT and Probation.
- 6.9 The evidence base, the financial benefits modelling, the needs and gaps analysis and outcomes from consultation are the principle sources for the proposals set out in the strategy and summarised below.

7.0 Supporting People Strategy Priorities

- 7.1 The following section sets out the 10 key priorities in the strategy that will guide the future work of the Supporting People Programme in Brent.

Strategic Priority 1

Ensure the delivery of high quality housing support services that support the preventative agendas of the Council and its partners and enable individuals to achieve and sustain independent living

Strategic Priority 2

Increase move on from supported housing services, to support achievement of LAA target NI141 (percentage of clients who have moved on in a planned way) and to meet shortfalls in accommodation based services through more efficient use of housing resources

Strategic Priority 3

² The model does not include some services local to Brent such as START Plus

Develop pathways through Supporting People services to increase independence, social inclusion and the achievement of positive outcomes

Strategic Priority 4

Review the spread of floating support services across the borough and the fit between generic floating support and specialist floating support services

Strategic Priority 5

Increase the available supply of self-contained accommodation for vulnerable people

Strategic Priority 6

Facilitate continuous service user involvement in the delivery of high quality housing support services that enable vulnerable people to achieve positive outcomes

Strategic Priority 7

Increase choice and control for service users through the implementation of Personalised services

Strategic Priority 8

Deliver greater efficiencies by procurement through tender to ensure all purchased Supporting People services provide value for money and meets the Supporting People Programme's commissioning priorities.

Strategic Priority 9

Work with partners across sectors to deliver outcome based commissioning and, monitoring of services

Strategic Priority 10

Contribute to the delivery of the wider strategic agendas, targets and priorities of Health, Social Care, Housing and Criminal Justice partners

- 7.2 The Strategy also sets out an action plan (section 12) that will guide the work of the Supporting People team over the next 5 years. The strategy and the annual plan will be updated each year to take account of changes in the Council's priorities or the emerging needs amongst the community.

8.0 Legal Implications

- 8.1 Despite Supporting People being set up as with a separate funding stream in 2003, there is no separate statutory power about the delivery of Supporting People services. Accordingly the provision of SP services is authorised by way of general powers that apply to the provision of adult social services, such as s 21, s26 and s29 of the National Assistance Act 1948, s45 of the Health Services and Public Health Act 1968, s2 of the Chronically Sick and Disabled Persons Act 1970 and s2 of the Local Government Act 2000.
- 8.2 Under Part 4 of the Council's Constitution, certain plans and strategies are considered to form part of the Council's Policy Framework. Many of those plans are mandatory ie the Council is required by statute to produce those plans. The plans and strategies that form part of the Policy Framework (listed in table 3 of Part 4) then need to be submitted to the Council for approval following consideration by the Executive. In the case of this SP Strategy, there

is no statutory requirement to have such a Strategy, although when SP was first established, having a Strategy was imposed as a condition of funding. Although Part 4 of the Constitution does allow the Council to decide that plans and strategies not specifically listed in table 3 should be approved by Council and not solely by the Executive, that has not occurred here. Accordingly this Strategy will be approved by the Executive only and will not form part of the Council's Policy Framework.

9.0 Financial Implications

- 9.1 The Supporting People Programme is funded via the Government's Supporting People Programme Grant. As part of a three year settlement in 2008, Brent's administration was allocated £12.8m per annum for the years 2008-09, 2009-10 and 2010-11. The grant has been ringfenced from 2003 to 2009, and the ringfence has been removed from 2009-10. Also, from 2010-11, the SP grant will be included within the Area Based Grant.
- 9.2 There is every indication that the next local government funding settlement will lead to a reduction in grant. The Supporting People programme in Brent's administration has developed budget projections based on assumptions that the budget will reduce by 10% in 2011/12. A procurement programme has been put in place in order to generate savings in line with these assumptions. With the prospect of tighter financial constraints it is important to ensure that investment in preventative services continues so that the Council can meet its wider savings targets.
- 9.3 The implementation of the proposed strategy has a number of potential implications, for example the delivery of efficiency savings, particularly in relation to other budgets as set out in section 6 above. However, at this stage it is not possible to identify financial implications with any precision. As note in this report, further reports will be presented to members as the proposals in the strategy are developed and taken forward and any financial implications will be identified at that point.
- 9.4 Members are asked to support the continued investment in preventative housing related support services and to note the estimated savings this investments can provide to the Council, in addition to the demonstrable contribution towards meeting the Council's strategic priorities.

10.0 Diversity Implications

- 10.1 An Equalities Impact Assessment is being carried out in parallel with the development of the strategy and the findings will be published alongside the final document. At this stage, it is difficult to assess the full impact of proposals accurately since, in many cases, further work will be required to clarify and agree the detail of any changes to current policy and practice. Detailed impact assessments of specific proposals will therefore be carried out as necessary and the impact of the strategy will be monitored over the course of its implementation. As noted above, further reports including any diversity implications will be presented to members as appropriate.

Background Papers

Supporting People Five Year Strategy 2009-2014

Contact Officers

Martin Cheeseman – Director Housing and Community Care
martin.cheeseman@brent.gov.uk tel 0208 937 2341

Liz Zacharias – Interim Head of Supporting People
Liz.zacharias@brent.gov.uk tel: 020 8937 2283

MARTIN CHEESEMAN
Director of Housing and Community Care