

REDDITCH BOROUGH COUNCIL

**EXECUTIVE
COMMITTEE**

26th May 2010

WORCESTERSHIRE SUPPORTING PEOPLE STRATEGY 2010/13

Relevant Portfolio Holder	Cllr Brandon Clayton, Portfolio Holder for Housing, Local Environment and Health
Relevant Head of Service	Angie Heighway, Head of Community Services
Key Decision	

1. SUMMARY OF PROPOSALS

- 1.1 Nationally the Supporting People programme offers housing related support to over a million vulnerable people in the UK. The Worcestershire Supporting People programme provides strategically planned housing-related support services to vulnerable people with the goal of supporting them to achieve a range of outcomes that will improve their quality of life.
- 1.2 A new Supporting People Strategy for the period 2010 - 2013 has been developed by the Worcestershire Supporting People Team. A draft copy of the new strategy was circulated by the Housing Policy Manager to all Members in March for consultation and the opportunity for comments to be submitted directly to the Supporting People Manager.
- 1.3 The Strategy now comes before the Executive Committee for approval. The document is also in the process of being considered for approval by the County Council and the other District Councils within Worcestershire.

2. RECOMMENDATIONS

- 1) **That the Supporting people Strategy 2010/13 attached at Appendix 1 be approved and**
- 2) **Officers bring a report to a future Executive Committee on the financial impact to the Council on any possible future Supporting People funding cuts.**

3. BACKGROUND

- 3.1 The Supporting People programme within Worcestershire is helping more than 20,000 vulnerable people each year to attain or maintain independence, through the provision of housing related support services. This includes older people, people with mental health issues, learning

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disabilities, physical disabilities, homeless, offenders, teenage parents, travellers, people with alcohol problems, people who have suffered from domestic violence, young people at risk and young people leaving care.

- 3.2 The Supporting People programme was launched in April 2003 and comprises of a funding, quality monitoring and needs assessment programme for housing related support services. Prior to Supporting People, housing related support was funded in a number of different ways and was not strategically planned and co-ordinated.
- 3.3 The Supporting People programme is administered by Worcestershire County Council on behalf of the Worcestershire Supporting People Partnership, which consists of representatives of the 6 District/Borough Councils, the Primary Care Trust and West Mercia Probation Service as well as Worcestershire County Council. The County Council in its role of administering authority, issues contracts to providers, makes payments and has responsibility for ensuring that the programme is effectively administered, delivered and produces the expected outcomes. The County Council has the responsibility for the finances of Supporting People and the responsibility to work with its partners to deliver the best possible services within the resources available. Part of this responsibility is to ensure a robust Supporting People Strategy is in place setting out the direction in which services will change and develop to meet the needs of the local area.
- 3.4 The previous SP Strategy 2005 – 2010 that was approved by the Executive Committee has now expired and following consultation with a broad range of partners and stakeholders is being replaced by the Strategy set out at Appendix 1 of this report.

4. KEY ISSUES

- 4.1 The Supporting People Strategy 2010-2013 informs and embeds the commissioning intentions and priorities for helping the most vulnerable and excluded to contribute to wider society within Worcestershire. In addition it sets out how service users and providers can become a more integral element within the commissioning of the programme. The intention is for the most vulnerable people within the County to have services which are appropriate and responsive to individual needs and expectations thus preventing the need for intrusive intervention at the point of crisis.
- 4.2 The strategy sets out the direction the programme for the next 3 years in meeting vulnerable client needs, becoming more flexible and creative in

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meeting the rising demand for support services, taking into account changing demographics within the county.

4.3 As from April 2010, the Supporting People programme grant will become part of the Local Area Agreement's Area Based Grant (ABG). The 3 year strategy outlines the intention to align all current and future commissioned projects and their outcomes to those of the LAA priorities; thus ensuring local priorities within the County can be fulfilled in partnership. This is particularly important as under new arrangements effective from April 2010, the Supporting People Programme Grant and Administration budgets lose their ring fenced protection under these new funding arrangements.

4.4 Proposed budget allocation (recurrent) for 2010/11

By service	£	By district	
Older People	5,553,557	Non recurrent	616,201
Learning Disabilities	805,349	Bromsgrove	573,234
Mental Health	947,515	Countywide	4,696,613
Other	4,014,765	Malvern Hills	221,796
Physical Disabilities	828,980	Redditch	1,493,803
Young People	1,886,633	Various	1,416,628
Non recurrent	616,201	Worcester	2,271,287
Total	14,653,000	Wychavon	1,266,994
		Wyre Forest	2,096,444
		Total	14,653,000

4.5 The strategy details the approach of the programme in aligning all 117 contracts to meet LAA priorities, a financial benefits model which identifies significant public cost savings as a result of these preventative services, and a range of projects the programme seeks to commission in 2010/11.

4.6 Following changes to procurement rules a large number of Supporting People contracts will be required to go through a competitive tendering process over the Strategy period. Worcestershire County Council Procurement Team will be working with the Supporting People Team to identify those contracts that will require a competitive tendering process.

4.7 Scrutiny of current needs analysis and evaluation of the current supply profile has led the Supporting People Team to select, within the context of the changing needs and available resources, the following commissioning

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priorities for each client group. All service provision will also achieve the following:

- a) Deliver the vision of this strategy, and align to the key County priorities;
- b) Meet the needs of vulnerable people in the county, and seek to engage with the most chaotic;
- c) Be flexible in approach to engage with such a diverse range of needs;
- d) Be sustainable and have the ability to attract additional funding as a result of our investment;
- e) Be cost effective, providing value for money;
- f) Fit with the strategic priorities of the Worcestershire Supporting People Partnership;
- g) Be high quality;
- h) Demonstrate that the client groups being supported are prioritised for our support;
- i) Provision also is commissioned on needs evidence, and remains tenure neutral.

4.8 Older People

- a) Early intervention services for older people, particularly with mental health needs.
- b) Low-level preventative housing related intervention as provided by home improvement agencies, community alarms and assistive technology.
- c) Provision of a countywide floating support that meets the needs of the most vulnerable irrespective of their tenure.
- d) To provide low level support where appropriate within existing and new models of housing support provision.
- e) To identify the additional outcomes that may be achieved through social inclusion activity, for instance volunteering.

- f) Also refer to Learning Disability, Physical Disability and Sensory Impairment, in addition to Mental Health commissioning intentions for this client group.

4.9 Mental health

- a) To undertake a strategic needs analysis of mental health provision within Worcestershire. The review will provide a strategic framework for commissioning intentions for Worcestershire's Supporting People programme seeking to add value to existing provision, create a real life account for gaps in provision, identify opportunities for joint commissioning and create alignment to Local Area Agreement priorities.
- b) Within existing provision, increase the awareness of mental health issues and capacity build to assist programmes in early identification of someone's mental health deterioration.
- c) Within existing provision, support the drive for an equitable provision of mental health support programmes providing community based support, opportunities for training, education, employment, housing and support to develop networks and assist move on.
- d) Within existing provision, support the drive for equitable provision of support for people with a mental health illness to return to their home or supported living arrangements at the earliest opportunity that their condition allows. This provision should include a coordination of multi agency support in regard to health, housing and social care agreed with patients and their carers.
- e) Ensure appropriate choice is developed within Supporting People initiatives to aid recovery, increase social integration, enable maintenance of social networks and provide opportunities for increased independence, including return to appropriate employment.
- f) Within existing mental health provision, ensure move on is a priority, to ensure independent living opportunities.

4.10 Learning disabilities

- a) Provision should seek to enhance greater choice and control, the use of community-based activities, with greater opportunities to integrate with increased accessibility, an emphasis on leisure, work and learning

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opportunities regardless of disability and, importantly, a desire to ensure that social contact with friends is maintained.

- b) Ensure that provision identifies the needs of carers, in addition to the service user.
- c) Ensure that programmes within our portfolio achieve multi faceted outcomes, and that provision works alongside each other with the adaptability to meet choice and control expectations.

4.11 Physical Disability and sensory impairments

- a) To undertake a strategic needs analysis of physical disability and sensory impairment provision within Worcestershire. Working in partnership with key stakeholders the review will provide a strategic framework for commissioning intentions for Worcestershire's Supporting People programme seeking to add value to existing provision, create a real life account for gaps in provision, identify opportunities for joint commissioning and create alignment to Local Area Agreement priorities.
- b) To ensure that existing provision and any newly commissioned provision is enabling people to access supported housing and low level housing related support, in addition to identifying social inclusion activity.

4.12 Gypsy and Travellers

- a) To carry out a strategic review of the Gypsy and Traveller community within Worcestershire. The recommendations of this review will provide support for investment decisions to be made within the lifetime of this strategy.
- b) Within existing provision, ensure that Gypsies and Travellers are recognised within the diversity and training of providers;
- c) Work strategically with Children Services and stakeholders where appropriate to support families in existing provision seeking support, specifically around education or access, and health. Providers will be expected to work closely with Health Visitor's/practitioners about specialist health support available to this community.

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- d) Identify the needs of older communities specifically in terms of adaptations and health.

4.13 Young People at risk

- a) Preventative work: early prevention and advice, mediation, home visiting, school based work and assessment and local authority advice in housing.
- b) Accommodation and support: supported lodgings, nightstops, emergency accommodation, forms of move on from hostels and floating support.
- c) Person-specific services: complex needs and high vulnerability, health, learning and work, BME young people, tackling anti social behaviour and offenders and offending, identifying opportunities for contribution to positive activities agenda.
- d) Provision of a greater range of housing options and support, which contributes to the prevention of homelessness and repeat homelessness. This includes specific issues within mainstream housing and support including substance misuse issues, youth offending behaviour, learning disabilities and difficulties including Asperger's Syndrome, dyspraxia, minority ethnic groups particularly unaccompanied asylum seekers, teenage parents and young people who are pregnant and young victims and survivors of domestic abuse, and care leavers.

4.14 Teenage parents

- a) Provision of short-term transitional services to make the move to independent living.
- b) Floating support and coordinating services, enabling access to health and well being support through to training, education, employment and benefits support.
- c) Development of move on support functions, for instance life coaching / mentoring to aid and support transitions.

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4.15 Homelessness

- a) Ensure preventive agenda is extended throughout the County, including the introduction of a single service gateway and improved systems such as common monitoring and assessment.
- b) Crisis intervention: emergency access accommodation and street outreach, often dealing with high vulnerability and complex needs.
- c) Supported independent living: supported accommodation for single homeless people, offenders and substance mis-users.
- d) 'Preparation for independent living': floating support, which can be generic or specialist. Some focuses solely on crisis intervention work, some are specialist services and other floating support moves with the person through different types of accommodation.
- e) Ensure provision continues to complement housing strategies countywide, and remains equitable based on need.
- f) Development of move on support functions, for instance life coaching / mentoring to aid and support transitions.

4.16 Substance misuse

- a) The provision of Low-level and floating support for individuals with drugs and alcohol problems;
- b) Complementing low-level community interventions and alignment to the strategic direction of the Drug and Alcohol Action Team partnership
- c) Provision to address the demand profile within the County, and remains equitable.
- d) Development of move on support functions, for instance life coaching / mentoring to aid and support transitions.

4.17 Offenders

- a) Ensure that provision of effective offending behaviour support programmes (housing related needs) aimed at the low / medium and high risk offenders, within the community, are implemented effectively to reduce and stop further offending based on research and intelligence in terms of need per district.

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- b) Ensure housing related provision supports offenders in accessing training and employment opportunities.
- c) Ensure that we have a mix of low, medium and high risk offenders within the current portfolio of provision.
- d) Development of move on support functions, for instance life coaching / mentoring to aid and support transitions.

4.18 Domestic violence

- a) Ensure that Supporting People provision is available to meet a targeted response to the needs of specific vulnerable groups including Gypsy and Traveller Communities; Rural Communities; Vulnerable Adults – drugs, alcohol, mental health, older people; Young Adults.
- b) Work in Partnership with the Domestic Abuse unit, ensuring a portfolio of provision is applied throughout the county specifically looking at both prevention (including perpetrator programmes) and recovery / resettlement programmes.
- c) Work in conjunction with the WFADA in regard to a Safer Housing strategy, including a needs assessment of need and options within the county.
- d) Continue to work strategically with WFADA on improving practice through training, service standards and outcome / data monitoring with current provision within the Supporting People programme in Worcestershire.
- e) To work strategically with the Domestic Abuse Forum to ascertain the needs of the County and allocate resource to meet identified housing related needs.
- f) Development of move on support functions, for instance life coaching / mentoring to aid and support transitions.

4.19 Additional requirements:

A comprehensive and integrated needs analysis for the following groups will also be commissioned to assist with actions within future annual plans;

- a) Training Needs Analysis for providers supporting HIV/AIDS.

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- b) Refugees and migrant communities.
- c) Carers for all client groups.

4.20 The strategy will be accompanied by an annual work plan, which will detail and organise activity to achieve the requirements of the strategy. An element of this work plan will be to ascertain the distribution of funding per District. Currently, there is not an equal split of funding by District. This is based on the way SP commissions its provision – on need and priority target areas. Demographic and existing provision will determine the level of support needed by District, and countywide provision will offer support per District also on need. The initial stage of the work plan focuses on the distribution of funding, identify changing demographics and ensure that allocation is representative.

5. FINANCIAL IMPLICATIONS

- 5.1 The County Council as the Administering Authority bears the full financial risk of the Supporting People programme and has the right to veto any decisions made by the Supporting People Partnership if likely to compromise the financial position of the County Council.
- 5.2 There are no financial implications for Redditch Borough Council with regard to the programme. The administration (carried out by the County Council) for the SP programme is fully subsidised by grant funding from Department for Communities and Local Government (DCLG).
- 5.3 The Programme's recurrent budget for 2010/11 has been set by DCLG at £14.5million. This recurrent budget is expected to be fully commissioned on provision and assessed to be meeting value for money and addressing the priority needs of the county in regard to these client groups.

6. LEGAL IMPLICATIONS

- 6.1 There are no legal implications for Redditch Borough Council as the County Council as the Administering Authority bears the full risk of the Supporting People programme and has the right to veto any decisions made by the Supporting People Partnership if likely to compromise the position of the County Council.

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7. POLICY IMPLICATIONS

There are no policy implications for Redditch Borough Council.

8. COUNCIL OBJECTIVES

- 8.1 Enterprising Community – Improved services to assist vulnerable residents with education, training and employment opportunities enabling those generally excluded to contribute to wider society within Redditch.
- 8.2 Safe - Improved standard of support and preventative services for offenders, substance mis-users, young people at risk and those suffering domestic violence will assist in building community confidence and allow residents and visitors to be safe and feel safe.
- 8.3 Clean and Green - Reduction of homelessness and support for a broad range of vulnerable clients in assisting them to live independently helps build community cohesion and therefore reduces any negative impact upon the environment.

9. RISK MANAGEMENT INCLUDING HEALTH & SAFETY CONSIDERATIONS

The County Council as the Administering Authority bears the full financial and legal risk of the Supporting People programme.

Redditch Borough Council has a number of contracts with Supporting People for services it provides and possible future cuts to the budget may have an impact on the Council's financial resources and service provision.

There may be the requirement for current supporting people funded services provided by the Council to be competitively tendered at the end of the contract period. This may result in the Council losing the contract.

10. CUSTOMER IMPLICATIONS

Increased outcomes for vulnerable clients aligned to the priorities set out in the Local Area Agreement.

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11. EQUALITIES AND DIVERSITY IMPLICATIONS

All Supporting People services have to comply with Equality and Diversity policies which are measured under the Quality Assessment Framework when commissioned or reviewed.

12. VALUE FOR MONEY IMPLICATIONS, PROCUREMENT AND ASSET MANAGEMENT

All Supporting People services tested for VFM under the Quality Assessment Framework when commissioned or reviewed.

13. CLIMATE CHANGE, CARBON IMPLICATIONS AND BIODIVERSITY

None.

14. HUMAN RESOURCES IMPLICATIONS

None.

15. GOVERNANCE/PERFORMANCE MANAGEMENT IMPLICATIONS

None.

16. COMMUNITY SAFETY IMPLICATIONS INCLUDING SECTION 17 OF CRIME AND DISORDER ACT 1998

A number of Supporting People services will assist in the reduction of crime and the fear of crime.

17. HEALTH INEQUALITIES IMPLICATIONS

A number of Supporting People services will assist in improving the health and well being of residents reducing the health inequality in Redditch and the County.

18. LESSONS LEARNT

None.

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19. COMMUNITY AND STAKEHOLDER ENGAGEMENT

The Worcestershire Supporting People team have undertaken considerable engagement with stakeholders and service users in the preparation of this strategy.

20. OTHERS CONSULTED ON THE REPORT

Portfolio Holder	Yes
Chief Executive	Yes
Executive Director (S151 Officer)	Yes
Executive Director – Leisure, Cultural, Environmental and Community Services	Yes
Executive Director – Planning & Regeneration, Regulatory and Housing Services	Yes
Director of Policy, Performance and Partnerships	Yes
Head of Service	Yes
Head of Resources	Yes
Head of Legal, Equalities & Democratic Services	Yes
Corporate Procurement Team	Yes

21. WARDS AFFECTED

All wards.

22. APPENDICES

Appendix 1 - Worcestershire Supporting People Strategy 2010/13

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23. BACKGROUND PAPERS

None.

24. KEY

AUTHOR OF REPORT

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