



DERBY CITY COUNCIL

SOCIAL CARE AND HEALTH COMMISSION

28 FEBRUARY 2005

Report of the Director of Policy

Supporting People – progress report

RECOMMENDATION

1. To note the progress of the Supporting People programme.

SUPPORTING INFORMATION

Introduction

- 2.1 The Supporting People programme is a national government initiative, which was implemented on 1 April 2003. It aims to provide a better quality of life for vulnerable people, enabling them to live more independently in their own home through the improved delivery of housing related support services.
- 2.2 Derby City Council is one of 150 Administering Authorities, which manages the Supporting People grant on behalf of the Supporting People Commissioning Body. The Commissioning Board is a partnership between the Probation Service, the Primary Care Trust and the Council itself. The Director of Social Services currently chairs the Commissioning Board.
- 2.3 The programme provides housing related support to over 5,000 vulnerable people, improving their life by enabling them to live more independently in their community and by preventing problems that can often lead to hospitalisation or homelessness. The wide range of client groups currently receiving support services reflect the huge demand for support services and the diversity of the support delivered, in order to meet the needs of our black and minority ethnic – BME – communities and other hard to reach groups. The key aims of the programme are to prevent homelessness, crime and social exclusion among the most vulnerable households and ensure that housing-related support services contribute to meeting local and national policy objectives, delivering jointly commissioned services.

What are housing-related support services?

- 2.4 These are services which help vulnerable people maintain a home in the community and include:
 - help in setting up and maintaining a home and tenancy
 - developing domestic life/skills
 - developing social skills and behaviour management
 - managing finance and benefit claims
 - gaining access to other services, including advice, advocacy and liaison
 - help in establishing social contacts and activities
 - establishing personal safety and security
 - supervision and monitoring of health and well-being

- supervising and monitoring medication
- finding other accommodation
- emotional support, counselling and advice
- provision of community or social alarms
- advice and support on repair/home improvement work
- signposting to culture specific health/legal services.

Who can access housing-related support?

2.5 There is a list of 'Primary Client Groups' designated by the Office of the Deputy Prime Minister – ODPM – as being those people who can access housing related support ...

- Older People.
- Frail Elderly.
- Older People with Mental Health Problems / Dementia.
- People with Mental Health Problems.
- People with Learning Disabilities.
- People with a Physical or Sensory Disability.
- Single Homeless with Support Needs.
- People with Alcohol Problems.
- People with Drug Problems.
- Offenders or People at Risk of Offending.
- Mentally Disordered Offenders.
- Young People at Risk.
- Young People Leaving Care.
- Women at Risk of Domestic violence.
- People with HIV / Aids.
- Homeless Families with Support Needs.
- Refugees.
- Rough Sleepers.
- Teenage Parents.
- Travellers.

2.6 Some of the people accessing support services have multiple support needs and, as such, may receive a support service which helps address a number of their needs, rather than just their 'Primary' client group.

LOCAL CONTEXT

The local Supporting People programme

2.7 Derby City Council acts as the Administering Local Authority – ALA – for the development and delivery of the Supporting People programme in the area. The Council works in partnership with two primary care trusts – Greater Derby and Derby Central and with the Derbyshire Probation Service in commissioning Supporting People services.

2.8 The programme went live on 1 April 2003. The Supporting People allocation given to Derby City for 2004/05 is £11,303,694. The Council was also allocated £273, 974 in administration grant, to help it to fulfil its role as Administering Authority.

2.9 Essentially, the grant for 2004/05 currently:

- funds 183 services
- provides housing related support services for 5,117 people.

2.10 In addition to this, the Supporting People Budget received additional income from the Council's own reserves and from recharges to other budgets, increasing the total budget for 2004/05 to £11,460,575.

2.11 We are currently projecting a net overspend of £230k in 2004/05. This is due to:

- a) decisions being taken to pay for key schemes that did not attract platinum cut funding.
- b) contractual obligations to provide block subsidy contracts with a higher level of funding than provided for through the 'platinum cut'.

Work on Housing Benefits has resulted in a number of additional cases being found that are eligible for Supporting People. These new cases have also involved significant back payments to providers.

2.12 In order to minimise future risks to the budget, consideration is being given to moving away from the Government's recommended scheme of contracting towards contracts that include much more stable expenditure in the form of flat rate payments. Current payments are based on occupancy and, when schemes are full, the overall expenditure is much higher than the level of grant given us by the Government.

2.13 The Supporting People Shadow Strategy prepared in 2002 was rated as 'good' by the ODPM. It identified a number of aspirations for the Supporting People programme and delivered a range of opportunities for development, expansion and the re provision of services. In November 2004, a Best Value Review of the Supporting People programme in Derby was completed, rating the authority as delivering a 'fair service with promising prospects for improvement.'

2.14 The current strategy has been subject to a number of recent Government announcements regarding changes to funding for Supporting People, the total funding settlement for England being £1.72 billion in 2005/6, reducing to £1.7 billion for 2006/7 and 2007/8. This confirms our expectations that there will be no additional revenue funding available for the next five years. In December 2004, individual allocations to Administering Authorities were announced, with the Council receiving a reduction in SP funding for 2005/6 of 5.04%, equating to £569,000 of its budget for the next financial year, the SP budget for year 2005/06 being £10,734,694.

2.15 The long term funding announcement presents the Council with a clearer responsibility to ensure the Strategy and the programme administration delivers:

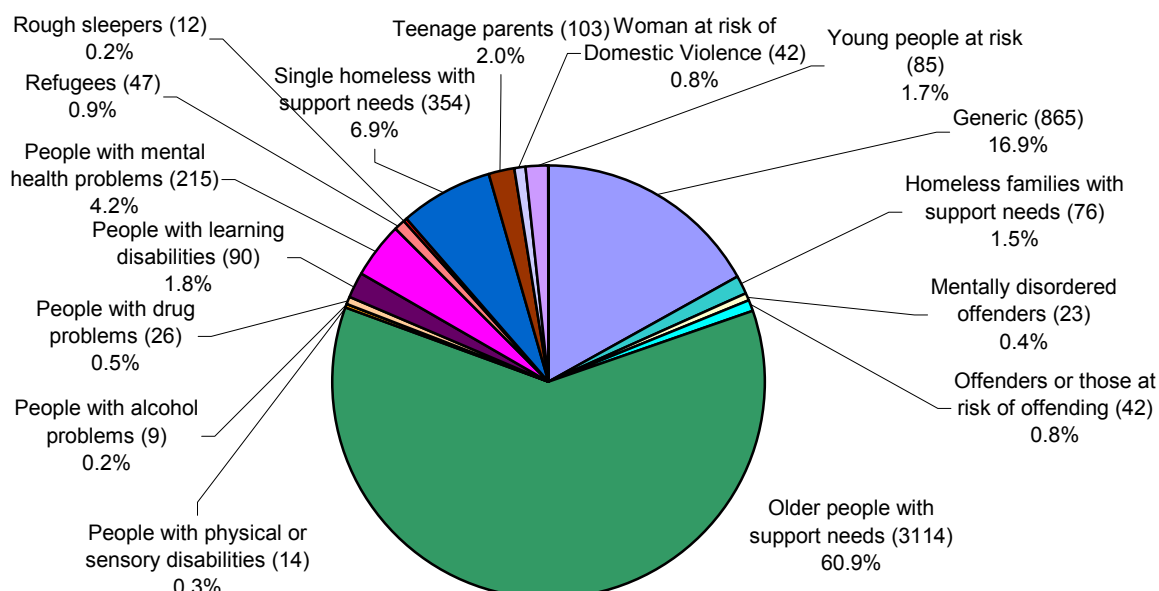
- efficiency savings through comprehensive service reviews, ensuring that the most vulnerable clients are protected
- a well-informed plan for future provision to ensure that people's needs for housing-related support services are effectively met and prioritised.

Supply of services currently provided through Supporting People

2.16 The following chart shows the current number of units that are funded by the Supporting People programme for each of the listed primary client groups – the specific vulnerable client group the service is primarily aimed at, as of 31 December 2004. It should be noted, however, that many of the schemes provide services for people with complex needs and therefore some services will exist for a client group for whom there may be no recorded primary provision.

2.17 There are a total of 5,117 of household units receiving a housing related support service, funded by Derby Supporting People. In addition, there are 560 Home Improvement Agency cases and 1,111 household units receiving a community alarm service supported with Supporting People funding. The provision of these services is discussed later in the supply and needs analysis.

2.18 Chart 1. Number of units supplied by client group



2.19 A number of key observations can be made, notably:

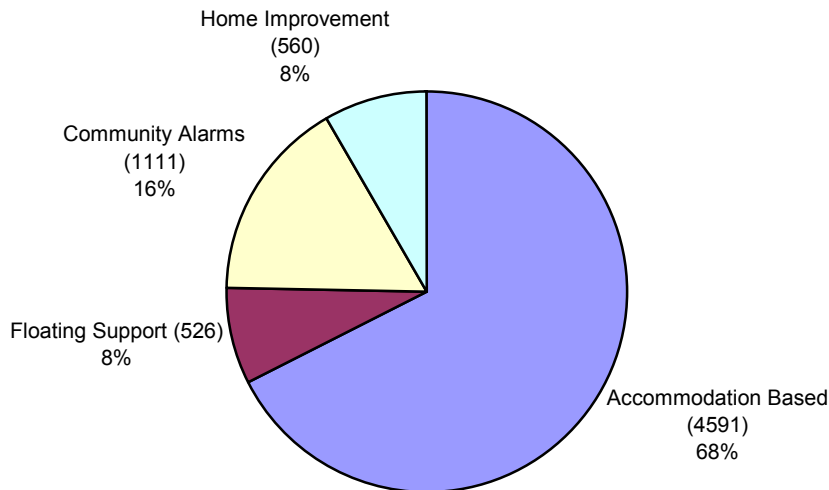
- the majority, 61%, of household units funded through Supporting People are for Older People with support needs
- there are high levels of provision of generic support services, 17%, when compared with other administering authorities
- there is no recorded provision for some client groups, including frail elderly people, older people with mental health problems/dementia, travellers, people with HIV/Aids and Sex Workers.

Type of provision

2.20 The chart below shows the local provision of housing-related support services. The basic types of provision are ...

- **Accommodation-based services** where the service is delivered in a specific location.
- **Floating support services** where the service is delivered in people's homes and is therefore more flexible.

2.21 Chart 2. Number of support services by type of provision

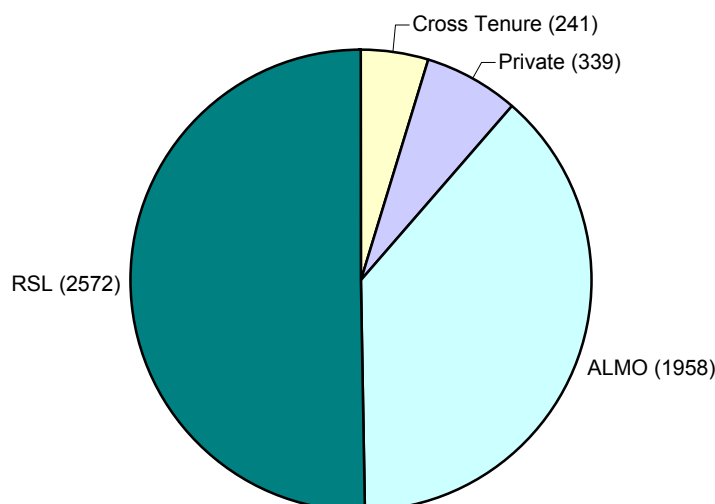


2.22 The vast majority of support services provided is accommodation based, 72%, which raises issues the effectiveness of the Supporting People Programme in meeting the vulnerable needs of people who are in tenures unable to access support services. This issue is considered in the strategy as part of its strategic aims and objectives.

Tenure

2.23 The chart below shows the tenure in which housing related support services are currently provided. The information reveals that the overriding majority of support services are provided in Housing Association or Council tenancies. Although this is, in part, due to the high number of sheltered housing units receiving support, it again raises issues for improving equity of access to housing related support services for vulnerable clients, irrespective of tenure and particularly for BME communities.

2.24 Chart 3. Tenure of Existing Units Funded by Supporting People



Strategic objectives

2.25 The main strategic objectives of the Supporting People programme in Derby for the period 2005-10 are set out below. The key themes which run throughout the Five-Year Strategy address the delivery of a more targeted and focused strategy, which aims to achieve:

- an increase in the quality and cost effectiveness of services, which meet need and deliver increased positive outcomes for vulnerable people
- an increase in flexible floating support services which are available across tenures
- services which deliver a preventative agenda and promote independence
- a focus of our limited resources on the area of greatest need
- meeting the housing-related support needs of BME communities in the city
- services that are delivered through effective planning and working partnerships.

Action plan

2.26 In order to achieve the objectives of Supporting People in Derby, there are number of things that need to be done as a priority. These will form the targets for the Action Plan for Supporting People that is being developed for 2005-06.

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Background papers:	None
List of appendices:	Appendix 1 – Implications

IMPLICATIONS

Financial

- 1.1 The Office of the Deputy Prime Minister – ODPM – has recently announced Derby's allocation for Supporting People Grant for 2005/06. The allocation is £10.734m, which represents a 5% cut from the £11.303m allocation in 2004/05.
- 1.2 ODPM is working towards an allocation formula for Supporting People Grant, but this formula has not been finalised in time for 2005/06. However, allocations did take account of the likely impact of the formula together with a reduction in the size of the national pot from £1.8bn to £1.72bn.
- 1.3 Derby's allocation from ODPM is an actual cut of £569k and takes no account of any inflationary pressure. No inflation uplift has been given on any Supporting People contract since its inception in April 2003. If an inflationary uplift of 2.5% was awarded, this would increase the deficit by £282k.
- 1.4 Our examination of the allocations policy that may be adopted shows that the ODPM consider our proper share of the national pot to be 0.57%.
- 1.5 Our projected grant profile up to 2008/09 is therefore ...

2003/04	£11.609m
2004/05	£11.303m
2005/06	£10.734m
2006/07	£10.197m
2007/08	£9.687m
2008/09	£9.629m

- 1.6 This represents a cut of 17.04% overall.
- 1.7 In 2006/07, we will see additional savings accrue to the budget of £222k from reviews that realise full year savings for the first time that year. However, the reduction in grant allocation for that year is anticipated to be £537k leaving a further £315k of savings to be identified for the period 2006/7 either from reviews or from other mechanisms.
- 1.8 Clearly, this means that some difficult decisions lie ahead within Supporting People. To manage the budget effectively, it will be necessary to scale back Supporting People expenditure significantly.
- 1.9 However, despite these cuts, the introduction of Supporting People has been successful in attracting significant additional funding to the city.
- 1.10 The original estimate of Supporting People Grant Budget for Derby made in December 2002 was £7.5m. However, additional schemes were developed during the run up to the introduction of Supporting People with the support of the Supporting People team and the final grant allocation was £11.6 million.

- 1.11 Even assuming that the Supporting People budget for Derby is adjusted as we have forecast to £9.6 million, a substantial increase in the money available to pay for housing-related support services will have been realised.

Legal

2. None.

Personnel

3. At the same time as announcing the Supporting People Grant, ODPM also announced the allocation for the Administration Grant, which is used to fund the Supporting People Team. The Administration Grant for 2005/06 has been cut by £55k, which, when increments and pay rises are taken into account, means a deficit in funding for the team of £75k. However, at the same time, ODPM has recognised that Derby's review programme is behind schedule and, following a bidding round, has allocated an additional £32k to help catch up with the timetable.

Equalities impact

4. The housing-related supported services provided by Supporting People are all targeted at vulnerable equality target groups.

Corporate objectives and priorities for change

- 5.1 The proposal comes under the Council's objective of **protecting and supporting people**.
- 5.2 The proposal furthers the priority of **enhancing our community leadership role through partnership working and listening to, and communicating with, the public**.

