

Report of	Meeting	Date
Director of Partnerships, Planning and Policy	Overview and Scrutiny Performance Panel	11 th March 2013

SUPPORTING PEOPLE IN CHORLEY

PURPOSE OF REPORT

- To inform the Overview and Scrutiny Performance Panel of the nature of Supporting People in Chorley and the council's role.

RECOMMENDATION(S)

- That the Overview and Scrutiny Performance panel takes note of the report for information

EXECUTIVE SUMMARY OF REPORT

- The report deals with Supporting People funding which pays for Housing Related Support to assist vulnerable people to live in their own home whilst remaining independent.
- The history of Supporting People funding is explained along with the nature of support which is eligible and how this is distinct from care.
- All Supporting People funding is now allocated from Lancashire County Council's mainstream funding after being a ring fenced grant until 2009 then part of the area based grant until 2011. The total value of the Supporting People programme for Chorley is £1.34M
- There is an established governance structure which oversees the programme and through which decisions regarding services – e.g. such as commissioning or decommissioning services are made. This includes a Locality Group, comprising of a small cluster of local authorities. Through the Locality Group initial recommendations by each district council or partner are discussed before they are then agreed at the Lancashire wide Commissioning Body. Whilst Chorley has some influence on services commissioned in its area, all decisions must be made through the governance structure including both the relevant Locality Group and Commissioning Body.
- A list of Supporting People funded services is included, and more information about services or Supporting People in the borough can be obtained by contacting the Strategic Housing Team.

Confidential report Please bold as appropriate	Yes	No
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CORPORATE PRIORITIES

8. This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all		A strong local economy	
Clean, safe and healthy communities		An ambitious council that does more to meet the needs of residents and the local area	✓

BACKGROUND

9. The Overview and Scrutiny Performance Panel requested more information on Supporting People in the borough of Chorley and the Council's role.

THE SUPPORTING PEOPLE PROGRAMME IN CHORLEY

Introduction to Supporting People

10. The Supporting People budget pays for Housing Related Support to help vulnerable adults (including 16 & 17 year olds) to live independently in their own homes. The main aim of the programme is to ensure that customers can successfully remain in their own accommodation whilst living independently – which can include owner occupiers being able to remain in the home they own as well as tenants maintaining a tenancy. Due to the nature of the programme there are strong links with homelessness prevention, and also preventing the need for residential care for older people.
11. The nature of support largely comprises of prompting customers to carry out tasks for themselves and helping them acquire the skills to live independently, rather than doing things for people which would be classed under care and help create dependency. Supporting People funding is for revenue and not capital, and is typically spent on the wages of support workers. People who are entitled to Housing Benefit are also entitled to have support paid on their behalf automatically, but some service users who are deemed to be able to afford to pay for themselves are required to do so (generally applies to older peoples services).

The History of Supporting People

12. Supporting People was a grant administration programme that started in April 2003. The grant is administered by the highest tier of the authority, therefore in Lancashire it is the County Council on behalf of the 12 lower tier districts.
13. Historically the Supporting People teams have been based within social services, housing or stand-alone depending on the authority. Supporting People inherited services in effect, from 'Transitional Housing Benefit' which then became the Supporting People grant for each authority – previously these services had been funded by Housing Benefit and a number of other smaller sources. The grant received from central government was cut by 5% a year in

the early years across the board so savings had to be made. The inherited services were all issued interim contracts whilst the supporting people teams evaluated the services using the national Quality Assessment Framework (QAF), and also carried out benchmarking on costs as part of a value for money exercise.

14. Across the country many services were de-commissioned in the early years for not being 'strategically relevant' or in some cases not providing support - for example a hostel with Supporting People money paying for a cook and a cleaner, creating dependency rather than supporting clients to independence. Other services which got a least a C (lowest pass) in the QAF were moved on to 'Steady State Contracts' – and it was several years before any contracts were re-tendered in most authorities due to the number of services and providers.
15. After 6 years the ring fence around Supporting People money was removed and it became part of the area based grant (through Local Area Agreements) and since 2011 it became part of Lancashire County Council's mainstream funding.

Supporting People Service Types

16. Supporting People services are divided into two main types, accommodation based and non-accommodation based. Accommodation based services are provided in designated accommodation where support is a condition of the tenancy, such as sheltered housing scheme or hostel. Non-accommodation based support, such as floating or outreach support, can be provided to any tenure or type of accommodation.
17. Assistive technology such as community alarms/telecare are also funded by Supporting People as well as Home Improvement Agencies which help older people and people with disabilities remain in their own homes.
18. Supporting People providers deliver the services and are generally provided by 3rd sector organisations such as charities and housing associations, or statutory agencies such as Local Authorities.
19. Supporting People services are generally aimed at a particular cohort of people with similar reasons for requiring support, known as client groups. Whilst each service will be aimed at one primary client group it may also provide support for people who fall into several related secondary client groups.
20. The following types of people would typically reflect the supporting people client groups:
 - A homeless person who needs support
 - A young person in need of support
 - A care leaver
 - An older person in need of support
 - A person at risk of fleeing domestic violence
 - A person with mental health needs
 - A person with alcohol or/ & drug problems
 - A person with physical disabilities and sensory impairment
 - A teenage parent
 - A refugee

- A gypsy or a traveller
- A person with a learning disability
- An offender or ex-offender
- Someone who needs support to live independently

21. Lancashire County Council's Learning Disability Commissioning Team is allocated the budget for support for people with learning disabilities, and these services are commissioned outside the Supporting People framework.

Supporting People Governance

22. Supporting People governance is split by the old Primary Care Trust Areas, and these are referred to as 'localities'. Chorley sits in the South locality along with Preston, South Ribble and West Lancashire. The North locality is made up of Lancaster, Wyre and Fylde, whilst the East locality is the largest containing Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale.

23. It is the Strategic Housing Managers /Heads of Service who represent each of the districts, and deputies are identified so there is continuity in decision making. Service Providers and members of the commissioning Body detailed below are also represented on Locality Groups.

24. The groups consist of representatives from the following organisations:

- District Councils (Strategic Housing Leads)
- Lancashire Probation Service
- Lancashire Drug and Alcohol Action Team
- Lancashire County Council Children and Young People's Directorate
- Lancashire County Council Adult and Community Services Directorate
- Providers of sheltered housing services,
- Providers of services for socially excluded groups,
- Providers of services for people receiving care & support services
- Providers of floating support services.

25. Service providers, whilst they form part of the locality groups, are not commissioning members, and for example will not be involved in the final decision to commission, de-commission or allocate funding to expand or modify a service.

26. Locality Groups are responsible for maximising partnership working as well as:

- Needs Assessments and Commissioning – This includes the commissioning of new services (including service specifications), the decommissioning of existing services and stakeholder engagement informed commissioning plans
- Customer Engagement – The Customer Engagement Framework is refreshed every year and reviewed every three years
- Quality Assurance – Including approving the quality assurance process and contract management arrangements
- Personalisation – Including maximising the personalisation of services where possible and exploring the possibilities of individual budgets

- Equality and Diversity – ensuring services are cultural sensitive meeting the needs of the communities they serve
 - Performance Management – Understanding how effective services are by monitoring indicators and outcomes (e.g. quarterly Service Performance Indicators showing successful move ons), benchmarking costs/value for money work, ensuring quality of service (e.g. using the Quality Assessment Framework, service demand & referral outcomes).
27. Locality Groups will submit reports to the Commissioning Body, involving Commissioning Plans and supporting of capital bids, as well as reports on decisions made by locality groups
28. The Commissioning Body which is Lancashire wide and in-effect sits above the locality groups. Represented on the Commissioning Body are:
- 12 District Council Strategic Housing Leads
 - Lancashire Probation Services
 - LCC Adult & Community Services as well as Children
 - Young People’s Services
 - Lancashire Drug and Alcohol Action Team
29. Chorley Council is the joint Chair of the Commissioning Body and therefore plays an important role. The Accountable Officer and the Head of Supporting People will also attend as an “ex-officio” member without voting rights. Other relevant stakeholders may be invited to meetings where appropriate but will be unable to vote. Any proposals/voting on options etc.by Chorley Council is shared with and endorsed by the Executive Leader and the Portfolio holder prior to attendance at the Commissioning Board.
30. Due to the number of district housing leads represented, lower tier councils as a whole have the majority of influence on the Commissioning Body decisions, however each council has its own priorities and therefore there are occasions when consensus is difficult to achieve.
31. Decisions regarding services e.g. commissioning or decommissioning, increasing contracts/support hours, are voted on by members of the Commissioning Body after they have been agreed by the relevant locality. No decision can be made unless at least one third of all voting members are present. Any investment or de-commissioning proposals would need to ensure an appropriate balance between local flexibility with the need for:
- common outcomes, principles and processes to avoid a post code lottery and to ensure that decisions can stand up to any legal challenge
 - structures which enable services to be commissioned on larger footprints (locality or county wide);
 - opportunities for joint commissioning to be explored.
21. The Commissioning Body will also scrutinise and approve commissioning plans from the locality groups, approve funding adjustments and uplifts, monitor performance and impact of services, ensure support needs have been mapped and robust plans are in place to meet these needs. The commissioning body should also agree funding splits, the business plan, minimise risks to service uses, monitor spend against budget and maximise linkages with other strategic partnerships.

22. Issues considered by the Commissioning Body to be of a significant political nature will be consulted on with Lancashire Chief Executives Group before a decision is made, and the Chief Executives Group will decide if there are issues which need referring to the Leaders Group.
23. Whilst each lower tier local authority has some influence regarding services commissioned in its area, all such decisions will need to be agreed at both Locality Group and Commissioning Body level and be reflected in the relevant Commissioning Plan which will have been consulted on with stakeholders and service users.
24. Also forming part of the governance structure is the Provider Forums through which providers of Supporting People funded services, normally on a locality level, are consulted with and informed about any changes to practices and policy. Chorley Council is also a provider with Cotswold Supported Housing and the Home Improvement Agency receiving Supporting People funding, and therefore attends provider forums.

Chorley Supporting People Services

25. The total value of the programme across Lancashire is £18.1 Million, of which £1.34 million is allocated to Chorley services and are commissioned in line with governance structures outlined above; however there are planned cuts for the overall budget to £16.9 million. It is a possibility that Chorley may have to find savings as part of these cuts, but their exact timing and the nature of division of monies between districts needs further clarification. Any changes to services in Chorley will be considered and approved by the Executive Cabinet prior to submission into the Supporting People process.
26. On the following page is a list of units of services that are commissioned in Chorley or joint commissioned for a wider area taken from Lancashire County Council Supporting People Team's directory of Support Services – and more information can be obtained on services across Lancashire funded by supporting people on the County Council's website:

http://www3.lancashire.gov.uk/corporate/atoz/a_to_z/service.asp?u_id=1946&tab=20
27. All services are commissioned on fixed terms contracts with the majority up for review at the end of 2013/14. As stated earlier Chorley Council is also a provider of two Supporting People funded services, the Home Improvement agency for the borough, and Cotswold Supported Housing which provides accommodation based support to homeless households.
28. Part of the Principle Strategic Housing Officer's role is to monitor supporting people services in the borough to ensure they are complimentary to the Council's objectives, and the Homelessness Prevention and Welfare Reform Manager has set up a Supported Accommodation provider group to enable closer partnership working between providers and the Council's Housing Options team.
29. Anyone with a query or needs more information on a Supporting People funded service in Chorley – including a referral or information on how to refer – can contact Chorley Council's Strategic Housing team for advice and assistance. For certain schemes access is only possible with a referral from Chorley Council's Housing Options Team, and others take referrals from a variety of other relevant agencies, and in some cases self-referrals are possible.

Service Name	Service Offered	Who is it for?	Particular Criteria	District
Accent Foundation Ltd	Sheltered Housing	Older People		Chorley
Action for Children	Visiting Support (in peoples own homes)	Families at risk of becoming homeless		Chorley & South Ribble
Anchor Trust	Sheltered Housing	Older People		Chorley
Child Action North West	Supported Lodgings	Young People aged 16 - 25	Young people at risk of offending	Lancashire (Burnley, Chorley, Fylde, Hyndburn, Lancaster, Pendle, Preston, Ribble Valley, Rossendale, South Ribble, West Lancashire, Wyre)
Chorley Borough Council	Home Improvement Agency & Handyperson Service	Older People	Older People and Disabled People	Chorley
Chorley Borough Council	Supported Accommodation	People who are homeless	Families & Single People	Chorley
Chorley Community Housing Ltd	Sheltered Housing	Older People		Chorley
DISC Ltd	Visiting Support (in peoples own homes)	People at risk of becoming homeless		Central Lancashire (Chorley, Preston, South Ribble & West Lancashire)
Foundation	Resettlement Service	People with an offending history	PPO and MAPPA clients	Lancashire (Burnley, Chorley, Fylde, Hyndburn, Lancaster, Pendle, Preston, Ribble Valley, Rossendale, South Ribble, West Lancashire, Wyre)
Lancashire County Council	Supported Living	People with Mental Health Needs		Chorley
Contact Lancashire County Council	Supported Living	People with Learning Disabilities		Lancashire (Burnley, Chorley, Fylde, Lancaster, Pendle, Preston, Ribble Valley, Rossendale, South Ribble, West Lancashire & Wyre)
Lancashire MIND	Supported Living	People with Mental Health Needs		Chorley
New Progress Housing Association	Supported Accommodation	Young People aged 16 - 25		Chorley
Places For People Individual Support - Chorley & East Lancs	Sheltered Housing	Older People		Chorley
Places For People Individual Support - Chorley & East Lancs	Supported Accommodation	Young People aged 16 - 25		Chorley
Places For People Individual Support - Lancs	Sheltered Housing	Older People		Chorley
Preston Domestic Violence Services	Refuge	Women at risk of domestic abuse	Women and children	Chorley
Preston Night Stop	Supported Lodgings	Young People aged 16 - 25		Central Lancashire (Chorley, Preston, South Ribble & West Lancashire)
SLEAP	Supported Lodgings	Young People aged 16 - 25		Central Lancashire (Chorley, Preston, South Ribble & West Lancashire)
Stonham	Supported Accommodation	Teenage Parents aged 16 - 25		Chorley
Stonham	Supported Accommodation	People with an offending history		Chorley
Stonham	Supported Accommodation	People who are homeless	Offenders	Chorley

IMPLICATIONS OF REPORT

30. This report has implications in the following areas and the relevant Directors' comments are included:

Finance		Customer Services	
Human Resources		Equality and Diversity	
Legal		Integrated Impact Assessment required?	
No significant implications in this area	✓	Policy and Communications	

COMMENTS OF THE STATUTORY FINANCE OFFICER

31. No Comments.

COMMENTS OF THE MONITORING OFFICER

32. No Comments.

LESLEY-ANN FENTON
DIRECTOR OF PARTNERSHIPS, PLANNING AND POLICY

There are no background papers to this report.

Report Author	Ext	Date	Doc ID
Mick Coogan	5552	27 th February 2013	N/A