

report



meeting COUNTY COUNCIL

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agenda item number

16

REPORT OF THE CABINET MEMBER FOR ADULT SOCIAL CARE AND HEALTH

RESPONSE TO THE 2ND CONSULTATION ON SAVINGS IN SUPPORTING PEOPLE BUDGET

PURPOSE OF THE REPORT

1. The purpose of this report is to confirm the amendments to Supporting People budget following the second phase of consultation.
2. The report seeks approval for revised proposals taking into account public views expressed during the Council's Big Budget Conversation. It commits the Council to a savings target of £10 million rather than the previous options of £12.5 million or £15 million over the four year period 2011/12 to 2014/15. The report also identifies approximately £2.5 million more for Supporting People than the sum 'rolled in' to Formula Grant for 2011/12 and 2012/13 by the Government. This recognises the need to provide proactive assistance to voluntary and community sector organisations as they adapt to funding changes.
3. The recommendations in this report constitute a key decision as they involve expenditure/savings to the County of more than £1 million and affect the whole of the County of Nottinghamshire. This key decision was first published in the Forward Plan on 7th April 2011.

ADVICE AND INFORMATION

Background to Supporting People in Nottinghamshire

4. The Supporting People service is one element of the programme that helps vulnerable people to live independently in their accommodation or move from temporary accommodation into a more permanent place.
5. The programme supports people from the following client groups:
 - a. People with drug/alcohol misuse problems
 - b. Women at risk of domestic violence

- c. Homeless people
 - d. People with learning disabilities
 - e. People with mental health problems
 - f. Offenders and people at risk of offending
 - g. Older people
 - h. People with physical or sensory disability
 - i. Gypsies and Travellers
 - j. Young people (including care leavers and teenage parents).
6. The purpose of Supporting People funding is to provide support to vulnerable adults so that they can become independent and maintain their independence. Examples of what the programme provides include help with:
- Housing and welfare benefits
 - Liaison with other agencies
 - Monitoring of health and wellbeing
 - Safeguarding against abuse
 - Development of social and life skills
 - Confidence building and emotional support
 - Setting up a new tenancy.
- ### **Service Capacity and Types**
7. The Nottinghamshire programme currently supports 14,259 individuals or households. Annually the programme supports approximately 16,000 individuals.
8. The programme funds a mixture of short (less than 2 years) and long-term services. Some services are provided in supported accommodation such as hostels for homeless people or sheltered housing. Others are provided to people in their own homes and are known as “floating support”.
- *Short-term accommodation-based services* are provided where people's support needs exist alongside a housing need e.g. women's refuges, temporary accommodation for homeless people, young people and those at risk of offending;
 - *Short-term floating support services* are provided for people moving from temporary supported accommodation into their own homes. This includes people awaiting discharge from hospital-based mental health;
 - *Long-term supported accommodation services* are targeted at people with disabilities and includes sheltered accommodation for the elderly;
 - *Long-term floating support services* support people with long-term mental health conditions and older people living in their own homes.
9. The programme also subsidises the cost of community alarms for some older people.

Supporting People Consultation

10. At its meeting on the 21st October 2010 the County Council agreed to undertake a 12 week consultation on a wide range of savings proposals, including the proposal to make savings in the Supporting People budget ranging from £10 million to £15 million.
11. The proposal received a significant response from the public, partner organisations and service providers. In addition to more than 3,500 replies on the website, almost 4,000 people signed 18 petitions/group letters, 281 people attended service user meetings and 482 letters and e-mails were received from organisations and members of the public. Many meetings have been held with stakeholders, including a meeting with faith representatives including four of the county's Bishops. In addition to the individual responses quoted, a further 1,000 standard letters from local people were handed in to County Hall.

Government Settlement 2011/12- 2012/13

12. Within the Government's Financial Settlement on 8th December 2010 sums of £17.6m in 2011/12 and £17.5m in 2012/13 were 'rolled-in' to the Formula Grant for Nottinghamshire for Supporting People in recognition of the need to provide transitional support to voluntary and community organisations and providers. The Council's proposal is to spend £22.28 million in 2011/12. The expenditure above the Council's net budgeted spending of £20.09 million in 2011/12 will be funded from reserves. The Council's net budgeted spending of £20.09 million in 2011/12 is £2.49 million more than the sum 'rolled-in' to Formula Grant by Government. This will allow organisations to make service changes and reduce costs in the first year. The new level of funding in Nottinghamshire available for housing-related support will be in excess of that provided by the Government and will compare well with other council areas.

NHS Funding Contribution

13. Additional NHS funding is being provided to Councils by the Government for priorities that support social care. Nationally, £648 million is to be transferred from health to local authorities. For Nottinghamshire £9.624 million is to be transferred for expenditure on agreed priorities. The Chief Executives of the County and Bassetlaw Primary Care Trusts have agreed to the use of some of this funding to support the Supporting People programme, which has enabled the proposed savings from the Supporting People programme to be limited to £10 million.

Procurement

14. The Council is committed to procuring services in the most efficient way to ensure that resources are targeted at the delivery of front-line services to

vulnerable people rather than being spent on excessive overhead costs such as unproductive management layers.

15. A newly-established procurement team is looking at all options to achieve best value including long-term partnership arrangements.
16. The Council is also committed to ensuring that smaller, locally-based providers have the opportunity to deliver services where they can be shown to do so efficiently and effectively.

Proposals for Consultation

17. At the Full Council Meeting on 24th February 2011, a reduction in the Supporting People budget of £10 million was agreed, taking into account £1.5 million from the NHS. During this time, a consultation was undertaken over an eight week period between 1st February and 28th March in relation to the savings proposals. The original set of proposals can be found in **Appendix 1**.
18. The proposed detailed savings option was compiled using the following set of principles:
 - Target funding at the most vulnerable and those at greatest risk
 - Maximise value for money including review of provider overhead and transactional cost
 - Minimise the impact on high-cost statutory services
 - Ensure geographic spread of services according to need
 - Ensure that as far as possible accommodation-based services are not closed and floating support services are retained but at reduced capacity and cost
 - Ensure that all targeted client groups have access to services
 - Reconfigure the procurement of services for different client groups where appropriate to achieve economies of scale
 - Agree clear and measurable outcomes
 - Encourage greater volunteering and shared responsibility for care.

RESPONSES TO THE CONSULTATION

19. The second phase of consultation on these detailed proposals also elicited a significant response from the public, partner organisations and service providers. Almost 2,000 people responded to the consultation. Meetings were held with key partners and providers and where alternative proposals were put forward then these were explored. The County Council has listened carefully to the comments and views from the consultation and has made a number of amendments to the proposals based on the feedback from the consultation. This paper reports on changes to the proposals following consultation.

AMENDED PROPOSALS

20. Following consideration of the responses to the consultation amended proposals have been made for a number of services/service areas.

Young People's Services

21. The services identified below will now form part of a wider plan to:

- Develop an integrated cross service, young people's housing/accommodation strategy in the next 12 months which focuses not only on 16 and 17 year olds - whom the Council has a legal duty to house - but also on services to support young people aged 18-25. This will ensure a more holistic and cross agency approach and will reduce duplication and improve outcomes.
- Future commissioning plans for all Supporting People funded young people's services, including those listed below (Sections 22 – 27) will be reviewed and further proposals will be developed during autumn 2011.

Stepping Stones Service

22. The original proposal was to withdraw Supporting People funding from the young people's service based in Eastwood starting from 31st July 2011.
23. Following the outcome of the consultation, it is now proposed that Supporting People funding will continue until 30th September 2011 and the Children, Families and Cultural Services Department (CFCS) will fund the service on an interim basis from 1st October 2011 until the end of March 2012. During this time, a review will be undertaken of all young people's services to determine the future service requirements to ensure the Council achieves good value for money and is effective in its support to this target group.

109 Vernon Road

24. The proposal was to withdraw funding from this young people's service based in Kirkby-in-Ashfield on 31st July 2011.
25. Following consultation it is now proposed that Supporting People funding will continue until 30th September 2011 and CFCS will fund the service on an interim basis from 1st October 2011 until the end of March 2012. During this time, a review will be undertaken of all young people's services to determine the future service requirements.

New Roots Daily Support Service and Lombard and Barnby Gate

26. The original proposal for these two young people's services based in Newark and Bassetlaw was to retain 50% of the current contract value and reduce unit numbers and support hours to achieve the required savings in 2011/12.

27. Following the outcome of the consultation, it is now proposed that funding for these two services is maintained at current levels until the end of March 2012. This will provide for consistency of approach in respect of young people's services and will provide sufficient time for the review to be completed to inform and shape future service requirements.

Travelling Together

28. The proposal includes provision to withdraw Supporting People funding for this service, which supports Gypsies and Travellers from across the County. As well as receiving feedback to the consultation, the Equality Impact Assessment identified a potential differential impact on Gypsies and Travellers on the basis that there is currently a specialist service for this service user group and the proposal is to cease the Supporting People funding for this specialist service.
29. It is now proposed that the existing service is funded until the end of September 2011 and from 1st October 2011 the contract value is reduced by 50% for the remainder of the financial year (6 months).
30. This would allow time to prepare and encourage the existing Gypsy and Traveller populations of Nottinghamshire County to seek and to access mainstream services in preparation for the new generic Supporting People funded services due to be commissioned in April 2012. The proposal will also mitigate the impact identified in the Equality Impact Assessment through the provision of an ongoing service.

Jigsaw Mansfield Floating Support Service

31. The proposal was to retain 40% of this service for older people from July 2011.
32. Following consultation, the proposal is to now phase the reduction so that 40% of the reduction takes effect on 1st October 2011 and the remaining 20% on 1st April 2012. This is at the request of the organisation in that it will give them sufficient time to explore alternative streams of funding.

Domestic Violence Services

33. The original proposal was to complete the tender exercise started in 2010 and award the contracts for refuge accommodation but with reduced support hours. The proposal for floating support services was to retender in May 2011 to deliver the required savings.
34. Supporting People funding is not the sole source of funding to services for women and their children affected by domestic abuse. Nottinghamshire County Council also funds elements through Community Safety, CFCS, and Voluntary Sector grant aid budgets. There is duplication of funding across departments and current funding arrangements are not consistent.

Departments within Nottinghamshire County Council are now considering pooling funding and putting in place joint commissioning arrangements to streamline the process, remove duplication and thereby achieve efficiencies.

35. Following consultation, the proposal now is to vary existing floating support and refuge contracts whilst work is progressed to enable integration of funding streams and tender for an integrated service.

Older People's Services

36. The original proposal was to replace support provided through sheltered housing and community alarm services with a floating, older people's outreach support service from April 2013. This would provide short-term interventions (designed to reable people in practical tasks) to people with an assessed need for housing-related support.
37. Following consultation, it is proposed that work continues to develop a new model for an older people's Outreach Support Service including:
 - Exploring the options for delivery of drop-in services for advice and signposting
 - Considering the role of community-based social activities which can be accessed via the wider older people's community
 - Maximising the opportunities for volunteer or befriending services that can reach beyond the short-term service population
 - Keeping open the option of retaining some community alarm service and explore this option as part of the 2011/12 work to develop the specification for future services.

Homelessness Accommodation Based Services

38. The original proposal for Homelessness accommodation services was to vary contracts to reduce support hours and hourly rates to achieve savings and then tender services with new contracts commencing in April 2012.
39. The proposal is to now vary contracts to achieve the required savings and, given previous tendering activities, to retain services with the existing service provider.

Mental Health Services

40. The original proposal was to award contracts for the newly tendered floating support services to commence on 1st September 2011 and run until the end of March 2013, with another tender exercise required during 2012-13 to achieve the required savings.

41. It is now proposed that an assessment is undertaken of the changing demands on floating support services given the range of other changes to services in this client group. Consideration is being given to whether the floating support services tender exercise, carried out in 2010-11 is discontinued and that the floating support is rolled up with accommodation based services into one larger tender to be run during 2011/12.

STATUTORY AND POLICY IMPLICATIONS

42. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder and those using the service. Where such implications are material, they have been described in the text of the report. Members' attention is however, drawn to the following:

Human Resources Implications

43. The County Council's revised structure includes sufficient capacity with a newly formed Joint Commissioning Unit to oversee the Supporting People review. This is supported by staff from the new corporate Procurement Unit and the Improvement Programme.

Financial Implications

44. The original scheduling of savings was based on an assumption that savings would commence from the beginning of May. Actions to deliver the savings cannot commence now until 1st July following the decisions being taken on 30th June. A two month delay applied across the board to the original proposals is anticipated to cost the programme approximately £790,000.
45. Overall the recommendations and delay will mean a net increase in expenditure of c. £835,000 for year 2011-12.

Equal Opportunities Implications

46. Public Authorities are required by law to have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation,
 - to advance equality of opportunity between people who share a protected characteristics and those who don't
 - to foster good relations between people who share protected characteristics and those who don't.
47. Decision makers must understand the effect of policies and practices on people with protected characteristics. Equality impact assessments are the mechanism by which the authority considers these effects.

48. An equality impact assessment has been undertaken and is available as a background paper and it is essential that members give due regard to the implications for protected groups in the context of their equality duty in relation to this decision.

Implications for Service Users

49. The implications for service users of changes to the supporting people proposals have been carefully considered and responded to as part of an extensive review and consultation process. The implications are identified in the body of the report.

Crime and Disorder Implications

50. The report contains an analysis and response by the Probation Service particularly with regard to housing-related support for offenders.

Human Rights Act Implications

51. The Supporting People service does contain elements that support the Human Rights Act principles including privacy and family life. The review and prioritisation of funding will still result in the Council providing comparative levels of support which compare favourably with other councils.

RECOMMENDATIONS

52. To note that the County Council will provide approximately £2.5 million more to the Supporting People allocation than the sum 'rolled-in' by Government.
53. In respect of the final proposals for the Supporting People programme it is recommended that the proposals contained in **Appendix 1** are agreed except for the following changes as a result of consultation:
- (a) The Stepping Stones service in Broxtowe and 109 Vernon Road service in Ashfield be funded by Children, Families and Cultural Services Department from August 2011 until the end of March 2012 whilst further strategic work is completed. This work will seek to incorporate Supporting People funded young people services into a new Targeted Youth Support Service jointly commissioned by Children, Families and Cultural Services and Adult Social Care, Health and Public Protection Departments. This will provide a more integrated and cost effective programme to those currently in receipt of the service whilst further strategic work is completed, as set out in paragraph 23 (**Appendix 1 (13.3 and 13.7)**).
 - (b) Funding for both the New Roots Daily support scheme and Lombard and Barnby Gate services be maintained at the existing value for 2011/12 to provide the organisations with sufficient time to review and reduce their services and for the Council to also complete its review

and determine its future service requirements, as set out in paragraph 27 of the report. (**Appendix 1 (13.10 and 13.11)**)

- (b) The Travelling Together service be funded on a reduced basis from August 2011 until the end of March 2012. This will enable new generic Supporting People funded services to be commissioned by April 2012 as set out in paragraph 29. (**Appendix 1 (11.1)**)
 - (c) Jigsaw Mansfield floating support service be subject to a phased reduction in funding to enable the organisation to seek and identify alternative streams of funding as set out in paragraph 32. (**Appendix 1 (8.1)**).
 - (d) Domestic Violence service proposals are amended as set out in paragraphs 33 to 35 so that contracts for the existing floating support services and refuges are reduced whilst work between Supporting People, Nottinghamshire County Council Grant Aid, Community Safety and Children, Families and Cultural Services is undertaken to commission new, more integrated, services for women and children affected by domestic violence as this is considered to be an area of high priority for the Safer Nottinghamshire Board. (**Appendix 1 (2.1 to 2.5)**)
 - (f) The Older People service model undergoes further work, with the view to exploring the best use of available budget to achieve prevention objectives. (**Appendix 1 (8.2)**).
 - (g) Homelessness accommodation-based service contracts which are to be retained are varied to achieve the required savings and services are retained with the existing service provider. (**Appendix 1 (4.1)**)
 - (h) An assessment of the changing demands on Mental Health floating support services is completed, with the possibility of combining floating support and accommodation-based services into one tender to be run during 2011/12. (**Appendix 1 (6.2-6.4)**)
54. The timescales outlined in **Appendix 1** may be subject to minor changes in phasing subject to contract variations and procurement processes.

LEGAL SERVICES' COMMENTS (LMc 09/06/2011)

55. Full Council has the Constitutional delegation to approve the recommendations contained within this report.

FINANCIAL COMMENTS OF THE SERVICE DIRECTOR (FINANCE) (RWK 14/06/2011)

56. The Council proposes spending £22,277,664 on its Supporting People programme in 2011/12. This sum includes the estimated additional expenditure of £835,000 referred to in paragraph 45. The Adult Social Care

and Health portfolio revenue budget for 2011/12 includes a sum of £20,091,324 for the Supporting People programme. The additional expenditure proposed of £2,186,340 will be funded from reserves.

BACKGROUND PAPERS AVAILABLE FOR INSPECTION

57. County Council Reports of the 21st October 2010 and 24th February 2011 (previously published)
58. Nottinghamshire County Council Supporting People Future Investment and Savings Proposal - Consultation Document
59. Equality Impact Assessment.
60. Summary of public responses to the consultation

ELECTORAL DIVISION(S) AFFECTED

61. Nottinghamshire.

COUNCILLOR KEVIN ROSTANCE
Cabinet Member for Adult Social Care and Health

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