

# Report



meeting	SOCIAL SERVICES STANDING SELECT COMMITTEE	
date	9 <sup>th</sup> November 2004	agenda item number

## **REPORT OF THE DIRECTOR OF SOCIAL SERVICES**

### **DEVELOPMENT OF A FIVE-YEAR SUPPORTING PEOPLE STRATEGY FOR NOTTINGHAMSHIRE**

#### **1. Purpose of the Report**

- 1.1. To outline the development of the first five-year strategy for the Supporting People programme in Nottinghamshire.

#### **2. Information and Advice**

- 2.1 The national Supporting People programme, which is responsible for the planning, funding and monitoring of housing-related support services, commenced in April 2003. The programme is funded through a ringfenced Supporting People Grant, currently £27.8 million. Locally, this partnership programme is administered by the County Council and commissioning decisions are made by a multi-agency Supporting People Commissioning Body, comprising the County Council, District Councils, Primary Care Trusts and National Probation Service in Nottinghamshire. The Commissioning Body is chaired by the Portfolio Holder for Social Services.

#### **Supporting People Strategy to date**

- 2.2 The strategic development of housing-related support through the Nottinghamshire Supporting People programme has, to date, been outlined in a Shadow Supporting People Strategy, which covered the programme's first year, and an Annual Plan for 2004/05. The Office of the Deputy Prime Minister (ODPM), which oversees the programme at a national level, required the production of a Shadow Strategy for 2003/04 and the development of a five-year Strategy. The ODPM's timescale for the latter is March 2005.

#### **Timescales for the production of the five-year Strategy**

- 2.3 Work to develop links with the broad range of strategic developments relevant to the local Supporting People programme has been underway since the

establishment of a County Council employed Supporting People Team in 2001. Concerted work to develop the five-year strategy started in October 2003. A timetable for the development of the Strategy, which outlines progress to date, is attached as **Appendix 1**.

- 2.4 The draft Strategy is due to be presented to the December 2004 meeting of the Supporting People Commissioning Body. Following sign-off by the Commissioning Body, the Strategy will be referred for approval by each of the 16 organisations that constitute the Supporting People commissioning partnership. The Strategy will be presented to County Council Cabinet in March 2005.

#### Strategy development mechanisms

- 2.5 The Supporting People Core Strategy Development Group (CSDG) is the partnership group responsible for recommending a strategy to the Commissioning Body. **Appendix 2** outlines the main feeds into and out of this group, particularly its links with a number of consultation fora, collectively described as the Supporting People Virtual Inclusive Forum (VIF). The membership and functions of the CSDG were revised in March 2004 changing the group from one with a static membership and a broad steering group/strategy development brief to a strategy-focussed group with a core membership from the commissioning partner agencies and voluntary sector groups supplemented by key specialist commissioning staff, from a range of organisations and decisions making bodies, to focus on the needs of particular Supporting People-relevant user groups. This has enabled the CSDG to link effectively with the work of the Drug & Alcohol Action Team's Board, the Teenage Pregnancy Board, the Learning Disability Partnership Board, Joint Commissioning Groups and groups with responsibility for ensuring the delivery of the National Service Frameworks for Older People and Mental Health, as well as Housing and Homelessness strategies.

#### Consultation Mechanisms

- 2.6 The interests of providers, voluntary sector agencies and service users and carers are fed into strategy development through the Virtual Inclusive Forum, with representatives from two consultation groups – the Nottinghamshire Housing and Homelessness Network and Nottinghamshire Social Housing Forum – sitting on the CSDG. Members of the Supporting People Team attend the various VIF meetings on either a routine or regular basis, and the commissioning strategies, which form a key element of the Supporting People Strategy, have either been worked up within or have been taken to these groups. In addition, specific consultation events have been held, most recently in July 2004, with a further event planned in mid-November 2004.
- 2.7 The recent Audit Commission Inspection of the Supporting People programme in Nottinghamshire identified gaps in the Virtual Inclusive Forum for certain 'hard to reach' user groups, suggesting that they may not be able to input into the Strategy's development. These gaps were acknowledged; consequently, the Supporting People Strategy will seek to identify service

user involvement in the Strategy's development, including specific development since the Audit Commission's assessment, as well as plans to develop better user and carer involvement across all user groups.

### Structure and content of the Supporting People Strategy

- 2.8 A standard template was provided by the ODPM for the Shadow Supporting People Strategy. This is not the case for the five-year Strategy, however guidance, "The Essential Guide To Developing The 5 Year Supporting People Strategy" attached as **Appendix 3**, has been provided and outlines the elements that the ODPM wishes to see. Much of the text of the document is still in production; however key elements of the document - the document's structure and the Vision for the Nottinghamshire Supporting People programme - have been agreed by the Commissioning Body.

### Structure of the Supporting People Strategy document

- 2.9 The Commissioning Body have approved the following four-part structure for the Strategy document:

Part A	Executive Summary, context, strategy development overview and strategy delivery
Part B	Overview of approach to Grant management, Commissioning Strategy, Cross cutting issues
Part C	Supporting People Processes and Policy including Service Reviews, Value for Money, Charging Policy
Part D	Service Delivery Plan, including Annual Plan for 2005/06

- 2.10 Although a full draft document has yet to be compiled, key elements of the strategy, and the approach to its development, are provided below. It is intended that a full draft document will be available in early November 2004.

- 2.11 The elements of Strategy are described below:

#### *PART A – Background*

- 2.12 This will provide an Executive Summary of the Strategy which will include the Vision Statement, an outline of the Supporting People programme and the context in which the programme is being developed in Nottinghamshire. It will also outline the structures and processes used to develop and consult on the strategy – as outlined in paragraphs 2.5-2.7 above.

#### *Supporting People Vision Statement*

- 2.13 The Supporting People Vision Statement builds on the similar statement contained in the Shadow Supporting People Strategy:

## The Vision

Our vision for Supporting People in Nottinghamshire is:

**“To enable vulnerable people to live more independently through the provision of effective local housing related support services”**

This Vision Statement has been agreed by all partners and will provide the focus for the direction and delivery of the Supporting People Programme.

## Programme Objectives

Six key objectives have been defined which support the Vision Statement. They are:

- Service planning and development that reflects the **priorities of partner agencies**
- Service commissioning based on **evidence of need**, including provision for BME groups
- Effective **service user and carer participation** in shaping and planning services
- Fair and equal **access** to housing with related support services, for those that need them
- The provision of **high quality, value for money, effective** services
- **Managing change** to ensure developments are implemented smoothly within realistic timeframes

2.14 From the Vision Statement, the chart below outlines the structure used to develop and deliver the Strategy.

### Supporting People Five Year Strategy

A Strategy that sets out the framework for delivering the Supporting People Programme in Nottinghamshire between 2005 and 2010.

*The Strategy is directed by our:*

### Supporting People Vision Statement

A single statement outlining the broad purpose of the Supporting People Programme in Nottinghamshire.

***Underpinned by:***

**Programme Objectives**

Six key principles that have been used to examine existing services and shape future commissioning. By measuring achievement against these Programme Objectives, we will be able to assess the effectiveness of Supporting People in Nottinghamshire.

***These objectives are used to determine:***

**Key Commissioning Themes**

Key themes that indicate the direction of travel for services over the next five years, in order to meet the programme objectives.

***For each user group, each theme will be supported by an:***

**Action Plan and Service Objectives**

A structured plan that sets out specific objectives and tasks that need to be undertaken in order to shape services in line with key commissioning themes. Action plans will also identify timescales and key partners. By measuring these action plans, we will ensure that services are responding to our key commissioning themes and meeting the overall programme objectives.

***Measurement and review of both action plan objectives and programme objectives will take place annually in order to inform the:***

**Supporting People Annual Plan**

The plan that will detail work to be carried out within each year covered by the Supporting People 5 Year Strategy. This plan will bring together the action plans for each user group and will reflect priorities between user groups.

***PART B – Commissioning Strategy***

- 2.15 This section will outline how strategic priorities within the local programme have been and will be determined. A mechanism for this, and the agreed approach to deciding between competing priorities – this mechanism, attached as **Appendix 4**, has been agreed by the Commissioning Body.
- 2.16 A key element in the approach to commissioning is also the approach to management of the Supporting People Grant. This section will therefore

include details of how the approach to commissioning has taken into account the distribution of Grant funding. Grant information for future years (beyond 2004/05) has not yet been provided by the ODPM, however an announcement of the Grant allocation over the next three years is anticipated soon and it is hoped that some indication of the longer term funding for the local programme will also be provided. Development priorities across the programme will be agreed by the Commissioning Body in December 2004, in the light of the Grant announcement, however, in the absence of this detail, the commissioning strategies seek to be cost neutral with consideration currently being given to the impact of %age decreases or increases in Grant.

This section will also detail a commissioning strategy for each of the user group for which the Supporting People programme provides, or could provide services:

- Older People
- People with learning disabilities
- People with mental health needs
- Homeless people with support needs
- Young people at risk
- Women at risk of domestic violence
- People with drug and alcohol issues
- Offenders and those at risk of offending
- People with a physical disability/sensory impairment
- Gypsies and travellers
- Refugees
- People with HIV/AIDS.

#### 2.17 Each commissioning strategy will include:

- An analysis of existing Supporting People services – This information is available from the database of Supporting People-contracted services. The text will provide an analysis of current services in addition to the statistical data and maps.
- Information on the need for services – A range of needs data has been used to establish the local need for services for each user group, including information specifically commissioned to inform the development of the local Supporting People programme. A list of the data sources including feedback from contact with service users, where appropriate, is included in a standard needs and strategic links pro forma whilst the information itself is included in the relevant commissioning strategy. A sample of this and information and how it informs the commissioning strategy for offenders and people at risk of offending is attached as **Appendix 5**.
- Links to the strategic priorities of partner agencies and programmes – a considerable amount of work has taken place within the Supporting People Team and CSDG to ensure the Supporting People Strategy

reflects the priorities of national and local strategies and programmes. **Appendix 5** indicates how this has informed the Strategy.

In addition, the Supporting People Strategy seeks to identify the ways in which the Supporting People programme can influence performance indicators set by partner agencies and help in delivery of targets. An example of these links in relation to services for Older People is attached as **Appendix 6**.

- Service development objectives and an action plan for their delivery addressing the key themes of:
  - Ensuring the appropriate level and quality of provision
  - Meeting specific and/or complex needs
  - Better co-ordination of services
  - Service user involvement
  - Contributing to preventative agendas
- An example of the key themes emerge from this analysis that should shape future service commissioning and how this is translated into an Action Plan as applied to homelessness services is attached as **Appendix 7**.

2.18 A number of cross cutting issues have been identified that will affect a number of user groups and therefore particular consideration has been given to the following areas:

- Black and Minority Ethnic Service Users
- Cross Authority Services
- Accessing Services, Throughputs and Move on Accommodation
- Co-ordinating Floating Support
- Services in Rural areas
- Continuous Improvement and Capacity Building

2.19 The current approach to these cross-cutting issues is outlined in **Appendix 9** in early draft.

2.20 Service user involvement – the approach to increasing service user involvement in the Supporting People programme is outlined in **Appendix 10**.

### *PART C – Processes and Policy*

2.21 Part C will provide details of how we will measure achievement against our objectives and will outline the mechanisms in place to ensure they can be delivered. These include:

- Monitoring and review of Supporting People Services – mechanisms are already in place – this section will consider how existing processes are developed to achieve the objectives outlined in the Strategy,

- Supporting People Service Review timetable – this agreed at the last Commissioning Body meeting and Review outcomes will increase service commissioning and reconfiguring options as the programme develops,
- Value for money – as an area with an apparently high number of high cost services, this will be a key area for consideration as part of service reviews
- Charging for services – The Supporting People Charging Policy – which links to the County Council's Fairer Charging policy for non-residential community care services, is currently subject to review. Proposals to extend the existing policy were presented to the Supporting People commissioning body in September and a final report is due to be submitted in December 2004.
- Risk management/contingency planning – a Risk Management Strategy was agreed by the Commissioning Body in June 2004 and is attached as **Appendix 11**.
- Reviewing the strategy – the approach to reviewing the Strategy is outlined in **Appendix 12**.

#### *PART D – Service delivery plan 2005/10*

- 2.22 A Service Delivery Plan 2005/10 is being produced based on the Action Plans attached to each commissioning strategy. It will also contain the tasks required to respond to the cross cutting issues identified in 2.18 above and the Action Plan to increase user involvement identified in 2.19. **Appendix 13** provides a draft of this document. Work is taking place, as described in 2.16 above, to ensure that tasks identified are realistic in the light of the funding available.
- 2.23 An Annual Plan will be produced based on the priorities in the five-year Strategy. The Annual Plan for 2005/06 will be proposed to the Commissioning body in March 2005.

#### *Summary*

- 2.24 The particular aspects of the development of the Supporting People Strategy that the Select Committee may wish to consider are:
- The timescales for developing the local Supporting People Strategy
  - The mechanisms used to develop the Strategy, through links with other strategy development and delivery fora
  - The consultation mechanisms used to inform the Strategy's development and to consult
  - The overall structure of the Strategy
  - The overarching Vision for the Supporting People programme in Nottinghamshire
  - The mechanism for determining the local programme's priorities
  - The approach to the annual review of the Supporting People Strategy.



3. **Recommendations**

- 3.1 It is recommended that the Select Committee supports the approach to the development of the five-year Supporting People Strategy for Nottinghamshire.

**STUART BROOK**

**Director of Social Services**

comm/select/SCSS151 (VS)