



Five Year Supporting People Strategy: 2011 - 2016 Executive Summary



This strategy is for the attention of people who use Supporting People services, carers, staff, support providers, partners and the interested public of Gloucestershire.



Making a Difference!

What is Supporting People?

Supporting People pays for the housing support that is provided to vulnerable people to help them live as independently as possible. Housing support includes help to vulnerable people to: -

- Settle or stay in their own home with the basic skills and confidence to manage day to day
- Gain access to education, training or employment
- Meet their aspirations and foster their ability to achieve positive outcomes such as becoming a more active member of the local community
- Contact other people like social services, health, doctors and colleges
- Make sure their home is safe and secure

What is a Supporting People Strategy?

A Supporting People Strategy is a plan written by the Councils, the Primary Care Trust and Probation Trust. It is written for everyone who works with people who need help and support. This includes people who work in social services, probation services, housing and health care. The Councils, Primary Care Trust and Probation Trust have been learning about what housing support people living in Gloucestershire need. They have also been learning about current services and have spoken to lots of people to see what needs to be improved.

What's in the Gloucestershire Supporting Strategy?

The 5-Year Strategy sets out our approach to:-

- Making changes to service delivery models
- Shifting resources to the new priorities to deliver more help for less money
- Guide our partners and providers who may be drawing up plans of their own

Gloucestershire has to change the ways that housing support is provided because:

- The amount of funding is being reduced
- Our population is changing - there are more older people and we expect more homeless people to need support to get their life back on track
- People want services to help them become independent and to have greater choice and control over how they lead their lives with friends and families

The strategy spells out for everyone what sort of housing support vulnerable people will need in future to live independently in Gloucestershire. It tells them what needs to be changed so support can be made available to as many people, who need it, as possible within the money available. This will make it easier for vulnerable people to get support that meets their needs.

The Supporting People Partnership Board aims to encourage greater innovation in meeting needs and delivering positive outcomes. It wishes to move away from the existing policy based on the previous Government's rigid Supporting People Grant Regulations and Eligibility Criteria defined in terms of eligible tasks.

The Supporting People Strategy plans to make significant changes to the services available to people and by making better use of the money to help some people who are not able to get support at the moment.

The Supporting People Programme is the only large block of identified funding available within the Area Based Grant for investing in:-

- Delivering the LAA Social Inclusion targets
- An Early intervention and Prevention strategy
- A Corporate Vulnerable People strategy aimed at strengthening community resilience through building Social Capital in collaboration with the 3rd sector

The strategy is based on six building blocks that contribute to the work of the Partnership:

- **A Needs Modelling exercise** being undertaken this summer to create a comprehensive picture of the need for Supporting People services
- The need to **make the best use of resources** in the programme's commissioning.
- Helping partners to achieve a **strategic shift to Early Intervention and Prevention** in line with the Putting People First agenda
- **A focus on vulnerable people**
- The projected financial position and savings strategy to **deliver a balanced budget in line with reductions in Central Government grant**
- The need to **adopt a Radical Transformation Agenda** to reshape the programme to meet people's needs more efficiently. The current service models cannot sustain a further 5-year cycle of annual cost cutting without a change of approach. We believe we can do more for less by changing the way that some of our services are organised and delivered.

We will never have enough money to meet all the needs but we can do more with less if we change our approach!

Key drivers for Change

The key drivers for the Gloucestershire Supporting People Strategy are:-

- **Responding to the Demographic Challenges:** Planning for services over the next five years will have to pay particular attention to the growth in the older population including older people with additional needs arising from dementia or a learning disability.

- **Implementing the Putting People First agenda:** There are a number of key strands to implementing this agenda. PPF requires a “corporate” response from all the partners to implementing a prevention strategy for vulnerable people and putting an increased emphasis on early intervention and developing social capital to build greater community resilience.
- **Exploiting the Administrative Changes to the SP Grant Regime:** The lifting of the ring fence from SP Grant, which is now paid as part of Area Based Grant offers greater flexibility in delivering housing support services. Gloucestershire needs to ensure the funding continues to be targeted at meeting the housing support needs of our most vulnerable residents.
- **The Local Strategic Context:** We need to ensure better recognition of Supporting People’s contribution to delivering the objectives of local strategies including the Sustainable Communities Strategy; Local Area Agreement themes of Improving Health and Community Wellbeing, Stronger and Safer Communities and Children & Young People Strategic Partnership; Homelessness and Housing Strategies. We expect to see, in particular, more emphasis on providing support to employment, support into education and training, promotion of health and well-being. SP links with a quarter of the basket of indicators in the Gloucestershire Local Area Agreement. It contributes to 41 of the National LAA Indicators delivering to a range of other client group strategies, which involve accessing sustainable accommodation for achieving positive outcomes.

Our overall aim is to help make Gloucestershire a better place to live

The Strategy describes how the Council, Primary Care Trust and Probation Trust agree that by working together to help vulnerable people to live independently it could make Gloucestershire a better place to live. Good support services should:-

- Help vulnerable people live independently
- Help vulnerable people find out quickly what support they need and give them the right support when they need it
- Help vulnerable people find out about other people who can help them
- Ask vulnerable people what they want and listen to what they say

The Supporting People Strategy says:-

- There should be a number of different types of support available
- People should be able to choose
- People should be able to access support when they need it

Everyone working together to help vulnerable people

Vulnerable people will get good support if the people working in social services, housing and health care work together.

People have worked together so far and support has improved since the programme began. The Strategy says that people should keep working together.

Budget Forecast 2010 - 2015

The Budget Forecast agreed by the Partnership Board in March 2010 confirmed that a total of £7.2M savings would need to be made from the recurring base budget over the 4 financial years from 2011-2 to 2014-5.

The County Council Cabinet has introduced a policy of not allowing the carry forward of unspent money within the Area Based Grant system.

The Five Year Strategy also proposes three further financial measures:

- Making deeper savings in order to fund new services or additional expenditure on existing services that best meet the strategic objectives to modernise the service offer
- Commissioning of fixed price contracts to give greater financial stability to commissioners and providers alike
- The abolition of Supporting People charges and associated administrative processes at a net cost to the County Council Supporting People Administration Budget of £30,000 approx. It is expected that the small loss of income can be recouped by reducing contract prices. The Supporting People Partnership Board is to be asked to agree the change to be implemented on 1/4/2011 as part of its drive to reduce bureaucracy.

The Projections of Need in 2010 by Super Group by District

At County level, the 'big picture' issues revealed by this analysis are:

- A shortage of accommodation based and, very noticeably, non accommodation based services for the socially excluded.
- An apparent sizeable surplus of accommodation based services for people needing both support and social care, counter balanced by a bigger shortage of non accommodation based services for these groups. As will be shown later, the apparent surplus of accommodation based services for this super group is heavily concentrated in the Forest of Dean.
- A very large over supply of accommodation based services for Older People, and a smaller but still significant over supply of community alarms: this is counter balanced by an even larger deficit of non accommodation based services and, to a lesser extent, HIA services.
- Services for women fleeing violence are slightly out of balance in terms of the spread between accommodation based and non accommodation services, but, overall, there are broadly sufficient services.

These points should be borne in mind when looking at each of the following District level tables that follow (See page 10). Where there are District level variations from this general pattern they are noted under the specific table.

Why changes will need to be made?

The Strategy is about the things that the Councils, Primary Care Trust and Probation Trust need to think about when they are making changes.

- The Government gives Gloucestershire a pot of money every year to pay for support. This is likely to reduce by as much as 34% over the next few years.
- The Councils, Primary Care Trust and Probation Trust have to decide how to spend the money to help vulnerable people and to make Gloucestershire a better place to live.
- There is not enough money to make all the changes at once.

What changes will be made?

Direction of Travel

We need to await the Government's announcement later in the autumn of how much money it is going to allocate to Local Authorities to spend on services such as Supporting People over the next 4 years before we can finalise our detailed spending plans. Nevertheless we can set out the relevant principles that the Partnership Board wishes to guide the preparation of more detailed service development proposals. These are to achieve: -

- A shift towards developing more flexible, generic services that will help the programme to adapt to shifts in the pattern of needs
- A reduced reliance on accommodation-based services

It is important to realise that despite the tightening of the Public Expenditure forecasts we still anticipate spending some £96.6 million over the next 5 years.

The key objectives for the use of this money as identified in the strategy refresh are as follows:

- **Commission services in line with our robust needs data**
- **Integrate the care and support pathways** based on service user feedback
- **Develop access to Assessment Centres, Drop-in Centres and Locality Hubs**
- **Develop Reconnection Policies and systems** to improve co-ordination and performance of move on to settled accommodation across the County
- **Train key operational staff on the importance of encouraging service users to access Local Housing Registers** and forging close links with Choice Based Lettings system
- **Develop clear links to the strategy groups** likely to emerge from the integration of Health and Social Care services
- **Tighten the Performance Management of the programme**
- **Complete Strategic Reviews** of the Homelessness and Older People Sectors
- **Work with providers to remodel services** and improve the quality of services
- **Link our plans with Capital funding sources**

The type of help and support vulnerable people need might change over time. The Councils, Primary Care Trust and Probation Trust plan to introduce more flexible services that can adapt to those changing needs.

We will keep on learning about what support is needed by talking to vulnerable people, their carers and families, providers and partners about what they want.

What will happen in 2011-2 and 2012-3?

The Strategy explains what the Councils, Primary Care Trust and Probation Trust will do in the next two years. Their work will include:-

- Closing services which are no longer needed or cannot be afforded
- Developing new support services
- Improving access to support and housing

The main changes that will happen in 2011-3 will mean that we seek to: -

- Maintain funding in line with the baseline Supporting People funding from Central Government subject to Government spending settlements, service review and procurement
- Balance Supporting People provision across Gloucestershire in relation to need for support for older people, people with complex needs e.g. mental health problems and people with learning disabilities and the socially excluded e.g. homeless people and vulnerable young people - see map on page 11 for an illustration of the "hotspots" of need for SP services
- Expand the Hub and Spoke network to 25 - 30 Active Ageing Centres to provide full coverage across the county by 2012 - see map on page 12
- Increase Extra Care and floating support for older people: target additional 246 units by 2012 and increase the proportion of users with high care needs in current provision to 30% by 2015
- Encourage Sheltered Housing landlords to complete their reviews of the future of existing schemes as soon as possible and where they have a long term future develop a new "caretaker" service to provide on-site staffing
- Commission a countywide Home Improvement Agency: establish the new HIA and commit Supporting People funding of £350k per year for 3 years 2011-14
- Reshape Homelessness provision through establishing a Gateway and Assessment Centre model backed up by limited accommodation based services for people with complex needs and floating support services to help move people along the pathway to independence as soon as possible
- Contribute to implementing the county Youth Homelessness Strategy including provision to meet specialist needs such as 16/17s: target support specialist 16/17s homeless assessment team through joint commissioning with CYPD by 2011
- Rough sleepers: target support to redevelop a Night Shelter through the Places of Change Review, including high support for complex needs, by 2013
- Increase Mental Health high support: target an increase of 18 bed spaces by 2015 through joint commissioning new units

- Reshape service provision for people with a Substance Misuse by joint commissioning services with Health and CACD once the new Government has made clear its new policy and spending priorities for this group
- Refocus learning disabilities spend including exploring with the LD Commissioning Team provision for young people in transition and increasing flexible provision through Individual Budgets: expand pilot IB service from the LD element of the Supporting People base budget by 2012 to support 75 users a year through IBS
- Service targets: Achieve the Supporting People service targets set for outcomes as well as the National Performance Indicators
- Build on quality assurance e.g. Quality Assessment Framework, benchmarking and quality assurance work with services through delivery of new focused service reviews.

How will “What people, providers and partners say” make a difference?

Whoever you are, we want to find out:-

- what support vulnerable people need and
- what you think about the support vulnerable people already get

The Councils, Primary Care Trust and Probation Trust will use the information to shape recommendations for changing the way services are delivered to improve support and achieve more positive outcomes for vulnerable people.

A Draft Gloucestershire Supporting People Policy framework

We will consult on introducing a new Policy Framework setting out: -

- The role of the Supporting People services with greater clarity
- An agreed set of expectations defining with each partner the potential benefits of Supporting People for that partner and its service users
- Who Supporting People services are intended for
- What Supporting People will fund in terms of outcomes and style of intervention rather than tasks or specific service solutions
- The circumstances and needs, which would potentially trigger an Supporting People intervention
- How support is able to intervene and withdraw according to the needs of the service user

The next steps

The main activities and key meetings which will determine the final shape of the revised 5-Year Supporting People Strategy and agree the Action Plan for 2011-2013 are set out in the timeline on page 9.

We are looking to begin the implementation of our strategy in the final quarter of this financial year because we have to make substantial savings in 2011-2.

Activities, Key meetings and Timeline

Delivering the 5-Year SP Strategy

August 2010

3rd August Publication of the full Consultation version of the Strategy on GCC website for a 3 month period

- Preparation of Easy Read version for Service users
- Preparation of an Executive Summary as basis for reporting to Local Authorities, Partners, GAVCA, Provider Steering Group

September 2010

SP Team to present the main messages and proposals to District Authorities and District Forums, GAVCA, Thematic Groups of specialist providers, Service User forums and other Partnership meetings and Executive Boards

6th September Cheltenham BC Overview and Scrutiny Committee (6 pm)

15th September Meet the Provider Steering Group

16th September Partnership Board meeting to agree savings targets for 2010-11 to balance the budget

21st September Cheltenham BC Cabinet meeting (6pm)

Notice served to providers affected by the implementation of the savings strategy decisions

October 2010

Complete a round of meetings with District Forums, Provider Groups and Service User Forums

20th October Government to announce the outcome of its Comprehensive Spending Review

31st October Consultation Period closes

- Collate and analyse the consultation feedback as it is received.
- Prepare a response to the Comprehensive Spending Review
- Financial Modelling of the Savings required

November 2010

12th November Partnership Board meets to finalise the 5-Year Strategy and agree a two year Action Plan setting out the recommended investment and decommissioning priorities

N.B. The date of the November Partnership Board may need to be moved depending on the timing and level of detail provided by the government in announcing SP allocations to individual authorities. This will affect the timing of subsequent activities

- Revised SP Strategy published
- Response to the key themes to the Consultation Feedback to be published once agreed by the Partnership Board

December 2010

- Seek Cabinet or Portfolio Holder approval to publish the revised 5-Year Strategy and to begin the implementation of the Action Plan
- Seek GCC Cabinet approval to specific Commissioning, Procurement and Contracting decisions required to implement the savings strategy for 2010-11 and the new SP Strategy from 2011-2 onwards
- Notice served to providers on early 2011-12 savings targets

January - March 2011

Urgent Action to implement commissioning Decisions so as to achieve a balanced budget for 2010-11 and full year savings for 2011-12 and 2012-13.

Needs modelling for Cheltenham
Cheltenham

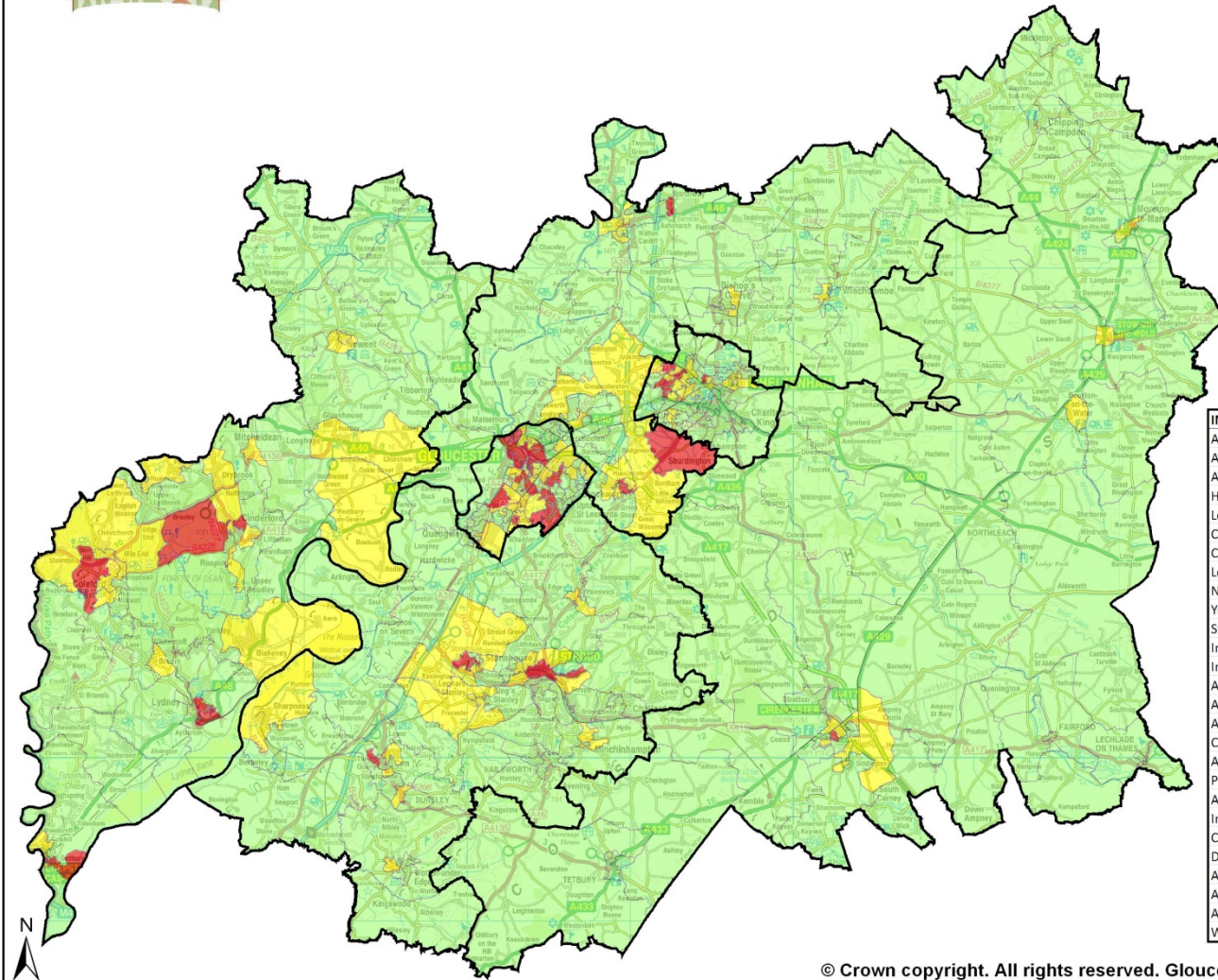
Table 1: Cheltenham Need by Super Group 2010

	Local People in Need number	Units needed in this Year	Net Supply	Net Surplus Units
SUPER CLIENT GROUPS (ABS)				
Socially Excluded	491	276	259	-17
Domestic Violence	11	4	9	5
Support and Social Care	83	72	70	-2
Older People	845	847	1313	466
	1431	1199	1651	452
SUPER CLIENT GROUPS (NABS)				
Socially Excluded	385	252	136	-117
Domestic Violence	8	3	2	-1
Support and Social Care	91	84	46	-37
Older People	968	914	210	-704
	1453	1253	395	-858
SUPER CLIENT GROUPS (Community Alarms)				
Socially Excluded	0	0	0	0
Domestic Violence	0	0	0	0
Support and Social Care	44	44	0	-44
Older People	1212	1212	1517	305
	1256	1256	1517	261
SUPER CLIENT GROUPS (HIA)				
Socially Excluded	0	0	0	0
Domestic Violence	0	0	0	0
Support and Social Care	0	0	0	0
Older People	2450	340	99	-241
	2450	340	99	-241

District Specific Issue(s):

1. Cheltenham reflects the broad county wide patterns at the level of super group analysis – but its supply of accommodation based services for people with support and care needs is basically in balance with demand.

Supporting People- Gloucestershire: overall score

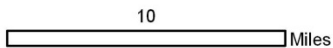


Lower Super Output Areas

- hot- 10% highest scores
- warm- next 25%
- cool- rest

- INDICATORS USED**
- Average drivetime to GP Surgery (mins)
 - Average drivetime to Primary Schools (mins)
 - Average drivetime to FE Colleges (mins)
 - Households with home internet 2008 (CACI)
 - Low scores at Key Stage 3 2007/08
 - Child Wellbeing Index 2009 county rank
 - Children in need 2009
 - Looked after children 2009
 - NEETs aged 16 to 19 Feb 2009
 - Young offenders interventions 2007/08
 - Students with English as an additional language 2007/08
 - Indices of Deprivation 2007- Housing and Services county rank
 - Indices of Deprivation 2007- Overall county rank
 - Accident admissions of over 75s 1999 to 2004
 - Adult Care - Home Care Services during 2008
 - Adult Care - Equipment for Independent Living during 2008
 - Crime victims aged 75 or over 2007/08
 - Adult Care - Occupational therapy assessment during 2008
 - Population 75+ mid 2007
 - All victims of crime 2007/08
 - Incapacity Benefit claimants Aug 2008
 - Carer claimants at Aug 2008
 - Disabled claimants at Aug 2008
 - Adult Care - Learning Disabilities Service Users 2008
 - Adult Care - Mental Health Service Users 2008
 - Adult Care - Physical Disabilities Service Users 2008
 - Working-age benefit claimants Aug 2008

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Supporting People- Gloucestershire: older people score

