By: Angela Slaven – Director of Youth and Community Support Services, Communities Directorate

To: Supporting People in Kent Commissioning Body

21 September 2010

Subject: The Supporting People Programme 2003/10

Classification: Unrestricted

For Information

Summary:

This report sets out the achievements of the Kent Supporting People Programme since its inception and anticipates the future direction of travel as agreed in the Kent Five Year Supporting People Strategy 2010/15

1.0 Introduction

1.1 The national Supporting People Programme was set by central government in response to a judicial review which precluded housing benefit paying for housing related support costs. The funding mechanism included funding streams from the then Housing Corporation, Probation, Job Seekers Allowance, and transitional housing benefit. The Programme introduced a regime which was set up in order to pay providers four weekly in advance, contract, tender, assess quality, strategically plan, develop policy, performance manage, and involve service users. This was the first time that all of these component parts had been brought together within one Programme.

1.2 The national Programme also brought together the key stakeholders who had a interest in the commissioning of housing related support, Home Improvement Agencies, alarms, and latterly handy persons. In other words a complete suite of component parts which were elemental to the delivery of these services. Providers and service users have also been key stakeholders in driving the services forward and participating in the programme at a national, regional, and local level.

2.0 The Programme in Kent

2.1 The Programme in Kent inherited 258 providers, 1,147 services, and allegedly 42,871 service users. This was always considered to be an over estimate, and as services were monitored and reviewed, and performance managed the picture within Kent has changed. We now have 115 providers, 324 services, and 28,540 service users. Providers have left the Programme sometimes of their own volition, but more often than not due to other reasons. The number of services has been amalgamated and capped to ease administration and reduce bureaucracy for both providers and the team.

2.2 The inheritance of services has been evaluated and services which are strategically relevant and commissioned have taken their place. The Programme has had to be carefully managed to ensure that providers are fully utilising the services that are funded, that the throughput is appropriate, and that the outcomes for service users are delivered. There has

been careful evaluation of where service users have originated from in order to ensure that there is little or no net importation except where it is appropriate and relevant. Service users are reconnected back to place of origin (again if appropriate and relevant) in order to ensure that the authorities where service users are placed are not overwhelmed. There has been a need to robustly challenge some providers and to decommission services, or to determine not to renew contracts for other services. The Programme has of necessity needed to ensure that the eligibility criteria is being met, that services are achieving outcomes, that service users are protected, and that value for money and quality are being achieved.

3.0 The Future Direction of Travel

3.1 The Programme is entering a new and challenging phase in which it is un-ring-fenced, and within Area Based Grant. The country is facing unprecedented challenges in relation to public expenditure and a national debate on what is or is not the right and appropriate level of expenditure on services for vulnerable people. The Strategy and the Strategic Review of Investment have enabled the Programme to prepare for the challenges ahead and ensure that the Programme is fit for purpose. The track record of achievement at Appendix One is a demonstration that the Programme in Kent should be able to meet future challenges with a degree of confidence.

4.0 Conclusion

4.1 The Kent Supporting People Team has delivered the Programme from its implementation, through going live, to steady state. This has been possible within the context of the Partnership within the Commissioning Body, Core Strategy Development Group, with providers and services users. This report provides a summary of the achievements to date and looks to the future for the Programme. It also suggests that given the track record of achievement to date the skills, expertise, and experience to deal with the challenges and opportunities ahead is in place.

5.0 Recommendation

1) The Commissioning Body is asked to note the contents of the report.

Claire Martin
Head of Supporting People
01622 221179
With support from Melanie Anthony, Performance and Review Manager, Ute Vann, Policy and Strategy Officer, and Dawn Apcar, Service User Involvement Officer
Background Information:
Kent Supporting People Strategy 2010-2015
Customer Impact Assessment for Kent Supporting People Strategy 2010-2015
Updated Needs Analyses 2005-2010
Client Records 2005-2010
Eligibility Policy
Reconnection Policy

Appendix One

Access

Objective	Achievements
Centralised floating support referral mechanism	Informed commissioning, needs analysis, and has enabled access to services through one number. Demand has increased by 230% since 2007.
Creation of Handy person services ahead of CLG pump priming	The Programme will also have received £370K of additional funding
Strategic review of access	In progress

Audit

Objective	Achievements
The audit of workbooks, outcomes, client records, support planning, eligibility criteria, strategic reviews & the floating support referral mechanism	£9,682,000 of reserves delivered which have been reinvested in service delivery. Service-level audit of performance data returns in all services reporting against Key Performance Indicator 2
The audit of the delivery of housing related support, including task analysis	£9,682,000 of reserves delivered which have been reinvested in service delivery
Audit Commission Inspection Outcome	Two stars with promising prospects achieved in September 2007 against a revised KLOE.
KCC Internal Audits	Local Area Agreement One, Workbooks, financial management
Investors in People	Achieved the best results in KASS
PSA 16	Successful report relating to PSA16 (evaluated by CLG & GOSE)
CLG Grant Conditions Compliance	Annual audit

Budget Monitoring and Financial Planning

Objective	Achievements
The delivery of a balanced budget	The Programme has never gone into overspend without the reserves to meet it
The delivery of reserves	£9,682,000 of reserves delivered which have been reinvested in service delivery
Financial Planning	Scenario Planning, Management Action, Strategic Relevance Questionnaire, Strategic Review of Investment,
Audit of providers	£9,682,000 of reserves delivered
Administration of KCC payments & contracting system	Providers have been paid 4 weekly in advance since the inception of the Programme
Administration of Anite/Northgate contracting system (SWIFT)	Providers have been paid 4 weekly in advance since the inception of the Programme
Objective	Achievements
Monthly payment verification process & procedure	ORACLE/SWIFT/Contract Pricing are reconciled each month to ensure that

	providers are being paid appropriately
Bench-marking of services	Utilisation of national, regional, & local data to bench-mark hourly rates. Delivered in sheltered, floating, HIAs, & Handy-person. Rolled out across all services by April 2011

Contracts, Specification, Tendering

Objective	Achievements
Administration of 258 providers, 1,147 services	Administration of 115 providers, 324 service users by amalgamating contracts, decommissioning services that are not strategically relevant, dealing with contractual breaches, the jeopardising of service user welfare, non delivery of housing related support
Tendering	Electronic tendering introduced
Block Subsidy Contracts Capped	The eradication of client subsidy forms for individual clients by capping all Block Subsidy Contracts
Payment by results	The introduction of payment by results for all sheltered housing providers & the modelling of payment by results for all Kent SP services
Market testing and bench-marking the cost of alarms	The introduction of a fixed price and separate contractual schedule/specification for alarms
Non Competitive procurement	The introduction of NCP in order to respond to the needs analysis/waiting lists within the centralised floating support referral mechanism
Appeals process terminated	This was in order to prevent providers trying to circumvent contractual processes & procedures
Steady State Contract	Continuously reviewed and improved using an evidence based process & procedure
Health & Safety	The utilization of health & safety evidence in order to manage out providers who jeopardised the welfare of service users

Customer Impact Assessment

Objective	Achievements
Strategy 2010/15	First team within KCC to undertake a full CIA
Strategic commissioning of BME specific services	Floating support tailored to meet the needs of people with an ethnic origin in the Punjab.
Strategic commissioning of HIV/Aids specific services	Floating support tailored to meet the needs of people with HIV/Aids
Strategic commissioning of hearing & sensory impairment services	Floating support tailored to meet the needs of people with hearing & sensory impairment
Strategic commissioning of gypsy & traveller services	Floating support tailored to meet the needs of gypsies & travellers
Needs Analysis on a six-monthly basis	Utilised by key stakeholders including the public health Observatory
Publicity material & information	Available in Braille, community languages, & tape
Equality Impact Assessments	Strategies, policies & procedures have all had EQAs conducted
Service user involvement & consultation	Specifically relating to minority groups

Monitoring and Review

Objective	Achievements
Quality Assessment Framework	Continuous improvement of providers against grades
Peer Reviews	Utilising Foundations, SP cross authority group and other key Stakeholders
Continuous improvement in service quality across Kent services.	56% of all graded services have achieved the highest quality grade. 85% of all graded services are currently operating above the minimum quality assessment grade. An improvement of 44% since 2006.
Involvement & Consultation Workers	The employment of service users by a provider to participate in reviews & to interview service users
Tendering	Utilisation of QAF grading to inform tendering process
Performance management regime	Continuously improved performance management regime which is being augmented in April 2011 & will incorporate a 360 assessment of performance by M&R officers with an appropriate grading

National, Regional and Local Agenda

Objective	Achievements
South East Regional Implementation Group	Chaired SERIG twice, instrumental in implementing the SE Regional Framework & the SE Needs Analysis Tool including collecting & banking the pooled funding of 19 local authorities
Cross Authority Groups (Brighton & Hove, East & West Sussex, Medway, Surrey)	Chaired cross authority groups and sub groups leading on good practice
National Offender Management Service SE Regional Pathway Board Housing & Homelessness	Chaired the Board, hosted a cross authority conference which informed good practice on a regional level
Foundations Advisory Board	Member of FAB developing policy good practice in relation to HIAs/Handyperson services
National & regional advice on the strategic & operational processes & procedures within the kent programme	The Kent Programme has been utilised by SP teams across the country and asked to provide advice, support, and to speak publicly on the Programme in Kent.
CLG	The Kent Programme has been asked to offer advice, support & speak publicly about Rough Sleeper services, & is currently in discussion about payment by results.
County wide	The Kent Programme is a key stakeholder in County wide groups including community safety, substance misuse, youth offending, domestic violence, Kent Housing Group, JPPB(H).

Performance and Review

Objective	Achievements
LAA ONE & TWO	Delivery of LAA One and anticipated delivery of LAA Two
One Page Workbook	Reduction in administration costs for KCC and providers
Block Subsidy Contracts Capped and services merged	Reduction in administration costs for KCC and providers
'PIAMIDS'	Three months administration saved each years by developing a macro to automatically download workbook information from providers
Introduction and implementation of the national outcomes measurement framework in Kent	Subsequent audit (over 45,000 recorded outcomes successfully achieved by vulnerable people since May 2007).
Innovation & Good Practice Grant	Service user involvement and enabled services to focus upon improving users self reliance for example by offering new pathways to education and work via the Open College network and reducing dependency upon public services in the befriending project.
Development of an effective performance management regime which examines service quality, utilisation, outcomes, throughput, availability, planned move-on and successful completion of programmes of support.	This has informed procurement, monitoring and review, commissioning, and de-commissioning.
The Programme has used performance data in specific events to help address/tackle countywide problems	MAPPA Lean event/Domestic Abuse Lean event/Audit Commission's Domestic Abuse "Deep Dive"
Data sharing data strategic partners	Kent Partnership, KHG, JPPB(H), Domestic Abuse, MAPPA, Community Safety etc
CLG Supporting People Local System (SPLS)	As a result of improvement in data quality and handling, the highly complex submissions are submitted to the CLG on the first day of the SPLS suite opening each quarter.
The Programme introduced a rent deposit scheme, specifically for those leaving short term services to facilitate successful move-on.	The scheme is being successfully implemented around the county with district and borough partners. This has supported the Public Service Agreement target/LAA 2 target.
Objective	**Achievements**
Performance Management	Has enabled the Programme to clearly identify those services that are underperforming,

	provide support to improve, adjust contract value and safely decommission if necessary. 100% of all performance workbooks now received within the quarterly deadline.
Public Service Agreement/LAA	Inclusion in and successful achievement of Public Service Agreement 1 (the target increasing the number of people achieving and maintain independence). Inclusion in and successful achievement towards Public Service Agreement 2 (improving the percentage of successful move-on from 67% to 71% over the life of the agreement). Although the full term of this agreement is not yet complete, the Programme reached the 71% level during the 2009/10.

Policy and Strategy

Objective	Achievements
Commissioning Body established	Implemented prior to the inception of the Programme & has been a precursor to partnership working nationally, regionally, & locally including IDEA commendation
Needs Analysis	This has led to commissioning of new services, and the redistribution of resources on a needs led basis
Strategic reviews	Strategic reviews of services have led to the commissioning of new services, the de-commissioning of strategically irrelevant services, & the redistribution of funding. Reviews of eligibility criteria. They have included HIAs/Handy-person, Long & Short-term Accommodation-based services, Older People. Access & Outreach/Rough Sleepers & HIA/Handy-person will be delivered this year.
Strategic commissioning of services	Floating support, and accommodation-based
Eligibility Criteria	Continuously reviewed and revised.
JPPB(H)	The development of protocols, and move-on strategy in partnership with JPPB(H)
KHG	Contributor to Task and Finish Groups
Kent & Medway Leaders Strategy, SILK	Contributor to key strategic documents
Reconnection	Reconnecting service users who have left supported housing back to their area of origin and monitoring it
Local Connection	Ensuring equality of access to short-term supported across the County
Joint Strategic Needs Assessment	Key Contributor
CBL	Key stakeholder & contributor
Housing & Homelessness Strategies	Key Contributor
Total Place/Place Based Commissioning	Key Contributor

Service User Involvement and Consultation

Objective	Achievements
Service User Panel	Created, and utilised to develop service user charter, strategy, & comment on five year strategy & evaluate information provision
CSDG service user involvement	Chair of the SUP is a member of the CSDG
Service User Contribution to the administration of the Programme	Tendering, specifications, monitoring a& review, service user charter, strategies, strategic reviews, recruitment, service user charter, service user involvement & consultation strategy.
Service user involvement & consultation officers	Employed by a provider, these workers are involved in monitoring & review, mystery shopping & training and development of services users/groups. They have all been ex-service users.
Service User Conferences	There will have been four service user conferences developed for & by service users
Hidden Voices Photographic Exhibition	Photographs & case histories of services users who have experienced homelessness & who have been in receipt of SP services
Education, employment, training & volunteering opportunities	Service Users have been able to access specific initiatives developed by the programme in conjunction wit h providers & the voluntary & charitable sectors (including New Skills, New Lives).
New Skills, New Lives	A pilot which involves career information, advice, guidance & sign-posting to provision, applications & enrolment