

REPORT

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

To: Supporting People in Kent Commissioning Body

16 December 2009

Subject: Expansion of Floating support provision

Classification: Unrestricted

For Decision

Summary: The report highlights an emerging need for increased floating support provision in the east of the county for people with housing related support needs arising from substance misuse and those at risk of domestic abuse.

1.0 Introduction

- 1.1 The Supporting People team administrates the floating support referral database with the exception of older peoples services in Tonbridge and Malling and Maidstone, rough sleepers and the countywide HIV service.
- 1.2 In March 2008 the Commissioning Body agreed to the expansion of some floating support services to minimise the waiting times for those who were banded in accordance with the floating support protocols (Band A, B and C).
- 1.3 The resulting increase in capacity saw a decrease in waiting times across all client groups, significantly domestic abuse.
- 1.4 The increase in capacity was complemented by the implementation of a new database for the management of floating support referrals in January 2009 allowing increased efficiency in processing referrals, improved screening of referrals and an improved ability to monitor the efficiency of the services themselves to ensure value for money in existing services.

2.0 Context

- 2.1 The Supporting People Programme currently delivers 5217 units of floating support across the county in 73 services. An analysis of current provision is provided in Appendix 1.
- 2.2 The number of referrals for floating support received between January 2009 and November 2009 has increased by 48% on the same period last year. In particular the number of referrals for those at risk of domestic abuse and those whose housing related support needs arise from substance misuse in the east of the county has increased. An analysis of the referrals received is supplied in Appendix 2.
- 2.3 The increase in referrals for domestic abuse has been influenced by the number of Multi Agency Risk Assessment Conferences (MARAC) held in east Kent. The MARAC conferences around the county examine the support needs of victims of domestic abuse to reduce the risk that they become repeat victims. Floating support referrals are often made following a conference. Both the conferences and the Programme through floating support complement National Indicator (NI) 32. This indicator focuses on reducing repeat incidents of domestic abuse and is included in the current Local Area Agreement.
- 2.4 The increase in referrals for drug and alcohol services has been influenced by the number of self referrals and those from partners delivering specialist non-housing related support services. Floating support in these client groups complements NI 39 (Admissions to hospital for alcohol related harm) and NI 40 (Drug users in effective treatment) which are also included in the current Local Area Agreement.
- 2.5 The team monitors carefully the length of service that providers supply and screens referrals to ensure that they are appropriate referrals for housing related support. However, the number of referrals received, outstrip the capacity created by those leaving services.
- 2.6 As a result, waiting times have now begun to increase for those in these three client groups. At the time of writing, 180 people with these primary client groups were waiting for a service in the east of the county and 34 in the west. Of these 180 in the east, 169 were banded B or above. A further analysis of waiting times by district/borough is supplied in Appendix 3.

3.0 Options appraisal

- 3.1 In the current economic climate it is not felt that the increase in demand for floating support is likely to diminish within the lifetime of existing contracts. Due to the nature of the client groups concerned

there is an increased risk of harm to those waiting and to the public if waiting times are allowed to increase still further.

3.2 The Commissioning Body have a range of courses of action at their disposal.

- Option 1 – Take no further action

The Commissioning Body may choose to accept the imbalance and increase in waiting times and decide no action is necessary.

- Option 2 – Approve an increase in capacity of specific services to meet existing demand across Kent

The Commissioning Body may decide to commission increased provision for the named client groups across Kent and reduce waiting times for all in those groups

- Option 3 – Approve an increase in capacity of specific services in east Kent only

The Commissioning Body could decide to commission an expansion in capacity of provision for these client groups only in the east of the county.

4.0 Financial Impact Assessment

4.1 By temporarily increasing capacity of existing services, improved access to services could be achieved in a comparatively short period of time. The financial impact to the programme is outlined below

Fig. 1.

Option	Detail	Cost
1	No change	Nil
2	Approve increase in capacity of specific services to meet existing demand across Kent 110 units of domestic abuse services 40 units for alcohol misuse 64 units for drug misuse for remainder of contracted period (March 2011)	£804,000
3	Approve increase in capacity of specific services in east Kent only 87 units of domestic abuse services 38 units for alcohol misuse 55 units for drug misuse for remainder of contracted period (March 2011)	£680,300

4.2 The funding required for such an expansion could be offset against the current underspend and efficiencies gained by contractual action already undertaken during 2009/10. Efficiencies currently run at £422,111. Although further efficiencies are due to be actioned in the remaining months of this year, these are difficult to quantify at present.

The residue can be met within the underspend which is referenced in the Supporting People budget report (Item 5)

- 4.3 Any temporary expansion would be made within the current contracting period only. As such a temporary measure, the expansion is not intended to supersede the proposals made as part of the Supporting People Five-Year Strategy 2010-15, which is based on a strategic review of investment. The strategy envisages that all floating support provision will be retendered according to need and strategic priorities. Contracts for retendered services will begin at the end of the current contract period.

5.0 Equality Impact Assessment

- 5.1 An initial screening of the options proposed indicates that access to floating support for those within the named client groups will remain restricted if Option 1 is selected.

6.0 Conclusion

- 6.1 In making its previous strategic commissioning decisions about floating support, the Commissioning Body has ensured that waiting times for floating support have fallen. However, since making those decisions, the economic climate has changed, demand for services has increased and this has had an impact upon vulnerable people in county. The number of referrals received by the Supporting People team has increased significantly and waiting times are now rising for three primary client groups in particular. Because of the nature of the client groups involved, there is an increased risk to those who are waiting for prolonged periods.
- 6.2 A targeted increase in the capacity of existing floating support services for these client groups would return waiting lists to their previous levels and ensure equity of access in both areas of the county.

5.0 Recommendations

The Commissioning Body is asked to:

- (i) Note the contents of the report.
- (ii) Agree to the expansion of specific services Option 2

Claire Martin
Head of Supporting People
01622 221179

Melanie Anthony
Performance and Review Manager
01622 694937

Kevin Prior
Contract Manager
01622 696198

Background Information:

Report The Kent Supporting People Strategy 2010-2015 (see Item 9)

Appendix 1 Summary of current provision (at 30.11.09)

Table 1.1 Current provision by primary client group

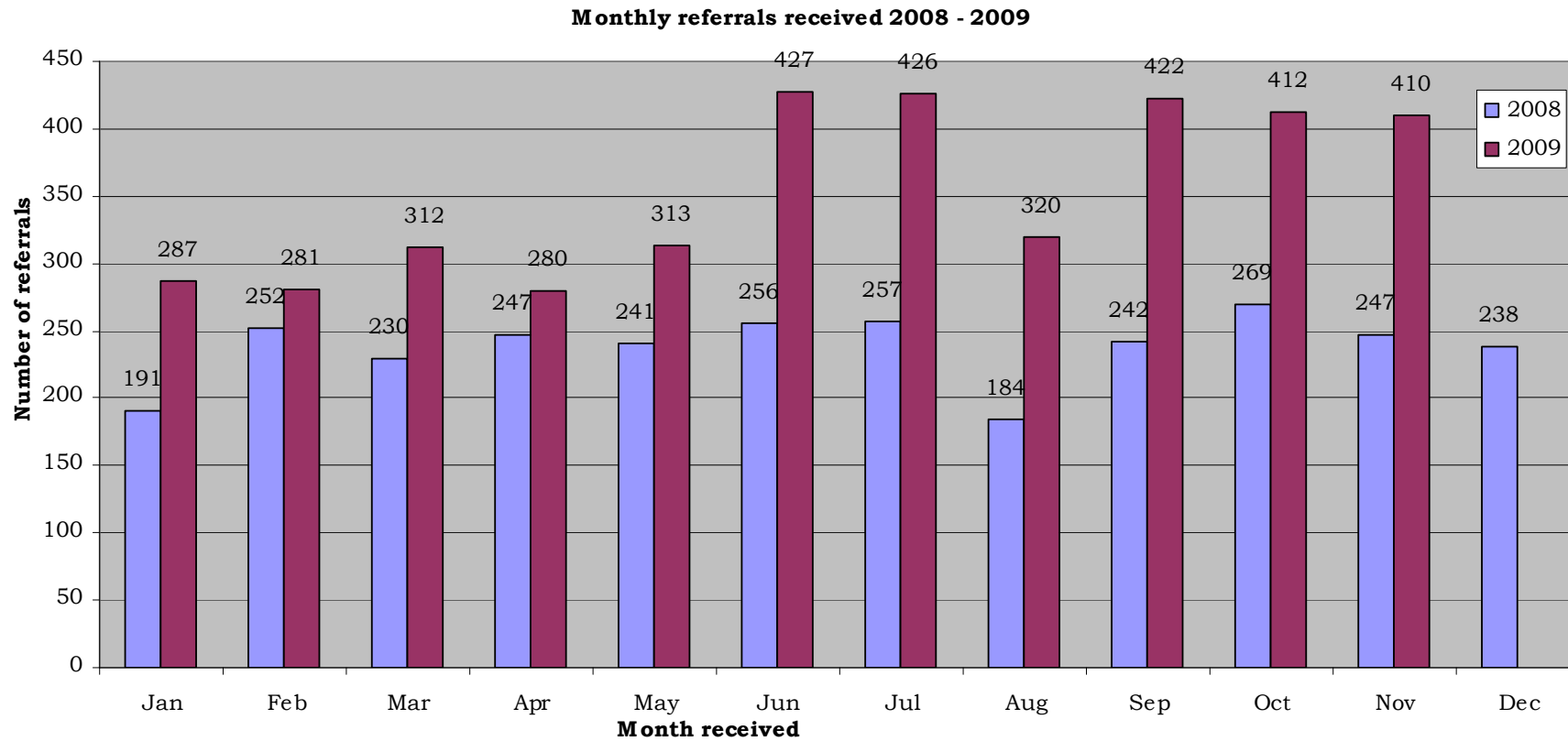
Primary Client Group	East		West		Countywide		All Kent	
	Units	Contract Value (£)	Units	Contract Value (£)	Units	Contract Value (£)	Total Units	Total Contract Value (£)
Generic	527	1165826	582	1241603	75	190520	1184	2,597,949
Homeless Families with Support Needs	81	279881	88	285194			169	565,075
Offenders or People at risk of Offending	52	188495	27	83411			79	271,906
Older people with support needs	345	461288	1942	1619746	141	304215	2428	2,385,249
People at risk of Domestic Violence	92	293661	100	291360			192	585,022
People with Alcohol Problems			50	135694			50	135,694
People with Drug Problems	58	164463	46	129838			104	294,301
People with Learning Disabilities	31	62395	36	70089			67	132,484
People with Mental Health Problems	250	741258	78	245705	85	266446	413	1,253,409
Rough Sleeper	45	310979	30	207319			75	518,298
Single Homeless with Support Needs	68	161747					68	161,747
Teenage Parents	88	332443	45	171439			133	503,882
People with Physical or Sensory Disability					36	98698	36	98,698
People with HIV/AIDS					20	61692	20	61,692
Young People at Risk	120	426955	79	244198			199	671,153
Grant Total	1757	£4,589,390	3103	£4,725,597	357	£92,1570	5217	£10,236,558

Appendix 1 cont'd

Table 1.2 Summary of Floating Support Units

Area	District	Number of Units
East Kent	Ashford	44
	Canterbury	94
	Dover	85
	East Kent	972
	Shepway	52
	Swale	448
	Thanet	62
East Kent Total		1757
West Kent	Dartford	6
	Dartford, Gravesham & Sevenoaks	36
	Gravesham	62
	Maidstone	616
	Sevenoaks	85
	Sevenoaks, Tonbridge and Malling	45
	Sevenoaks, Tunbridge Wells, Tonbridge and Malling	73
	Tonbridge and Malling	1535
	Tunbridge Wells	72
	West Kent	573
West Kent Total		3103
County		357
Grand Total		5217

Appendix 2 Analysis of referral levels
Table 2.1 Monthly referrals received 2008-2009



Summary of referrals received	
Total referrals received Jan – Dec 2008	2854
Total referrals received Jan – Nov 2009	3890

Appendix 2 Analysis of referral levels continued

Table 2.1

Floating Support Referrals received for People with alcohol problems, drug problems and those at risk of domestic abuse 2008 - 2009

2008	Month												Grand Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Primary Client Group													
People with Alcohol Problems	6	4	3	4	2	1	2	2		2	9	8	43
People with Drug Problems	3	9	9	17	15	12	18	16	9	13	10	5	136
Those at Risk of Domestic Abuse	18	19	28	18	22	18	23	16	23	22	17	23	247
Grand Total	27	32	40	39	39	31	43	34	32	37	36	36	426

2009	Month												Grand Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Primary Client Group													
People with Alcohol Problems	5	7	6	13	13	18	8	12	11	13	18		124
People with Drug Problems	10	12	24	20	6	21	22	14	23	21	13		186
Those at Risk of Domestic Abuse	31	21	21	27	27	39	31	48	40	56	44		385
Grand Total	46	40	51	60	46	78	61	74	74	90	75		695

Table 2.2**Floating Support Referrals received for People with alcohol problems, drug problems and those at risk of domestic abuse east and west Kent**

2009		Month											Grand Total
Area	Primary Client Group	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	
East Kent	People with Alcohol Problems	3	6	4	5	4	9	4	6	7	7	14	69
	People with Drug Problems	5	10	19	12	4	17	17	10	15	14	9	132
	Those at Risk of Domestic Abuse	19	13	13	18	21	20	14	33	26	37	34	248
East Total		27	29	36	35	29	46	35	49	48	58	57	449
West Kent	People with Alcohol Problems	2	1	2	8	9	9	4	6	4	6	4	55
	People with Drug Problems	5	2	5	8	2	4	5	4	8	7	4	54
	Those at Risk of Domestic Abuse	12	8	8	9	6	19	17	15	14	19	10	137
West Total		19	11	15	25	17	32	26	25	26	32	18	246
Grand Total		46	40	51	60	46	78	61	74	74	90	75	695

Appendix 3 Analysis of waiting referrals waiting at November 09

Table 3.1 Analysis of those waiting for floating support: Domestic Abuse, Alcohol and Drug Misuse by district/borough

	IMD Rank	Domestic Abuse	Alcohol Misuse	Drug Misuse	Total
Thanet	65	12	16	17	45
Swale	116	19	5	10	34
Shepway	123	13	6	2	21
Gravesham	142	6 (4*)	0	2	8 (4*)
Dover	153	9	5	8	22
Dartford	186	5 (4*)	0	3	8 (4*)
Canterbury	198	15 (1*)	6	12	33 (1*)
Ashford	227	16 (2*)	0	6	22 (2*)
Maidstone	248	2	0	0	2
Tunbridge Wells	273	0	2	4	6
Tonbridge and Malling	281	1	0	0	1
Sevenoaks	295	1	0	0	1
Total		99 (11*)	40	64	203 (11*)

* Service users currently in Refuge

Table 3.2 Analysis of those waiting for floating support: Domestic Abuse, Alcohol and Drug Misuse by district/borough

	Band A	Band B	Band C	Total
Domestic Abuse	110	0	0	110
Alcohol Misuse	26	12	2	40
Drug Misuse	39	24	1	64
Total	175	36	3	214

Table 3.3 Analysis of waiting times by primary client group – Primary client group alcohol misuse

Alcohol Waiting Kent Wide

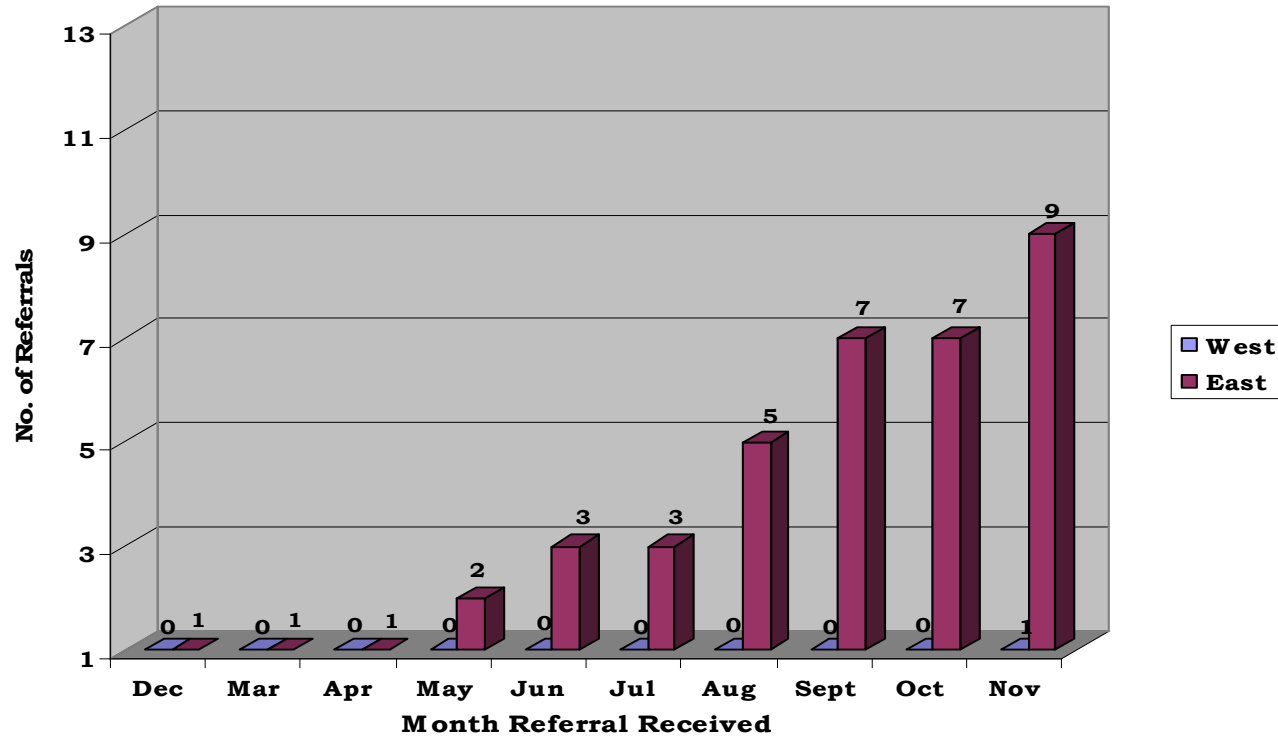


Table 3.4 Analysis of waiting times by primary client group – Primary client group drug misuse

Drug Waiting Kent Wide

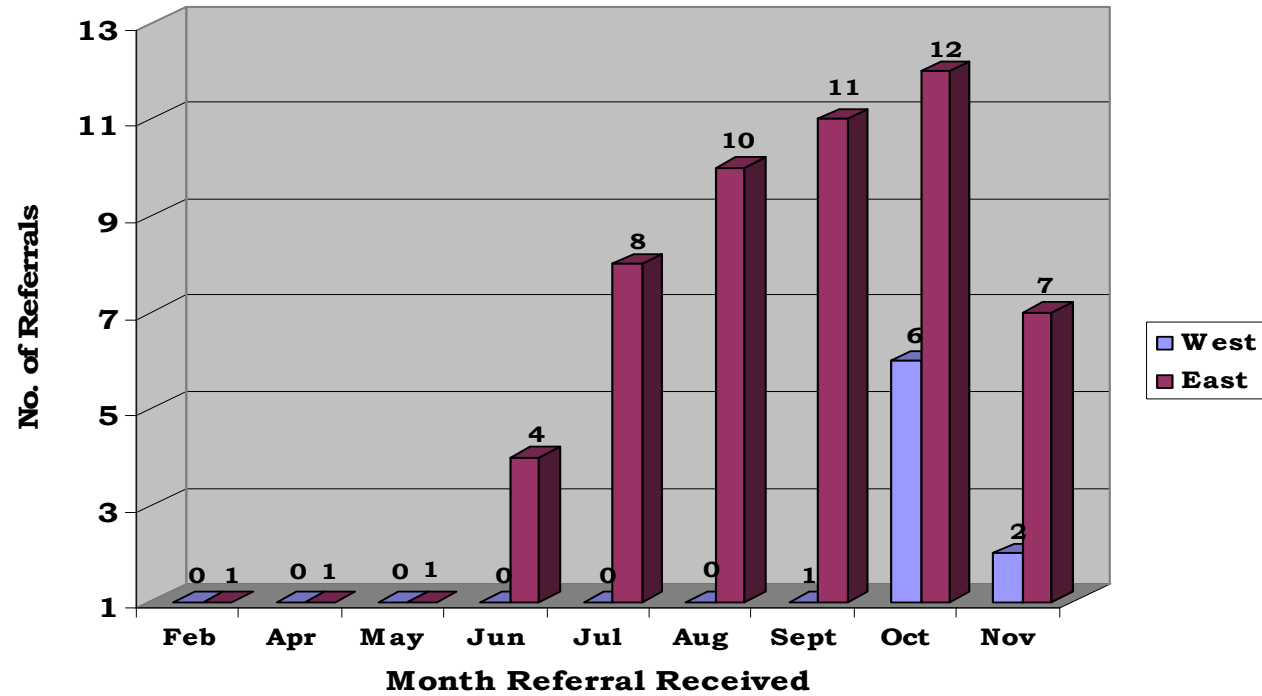
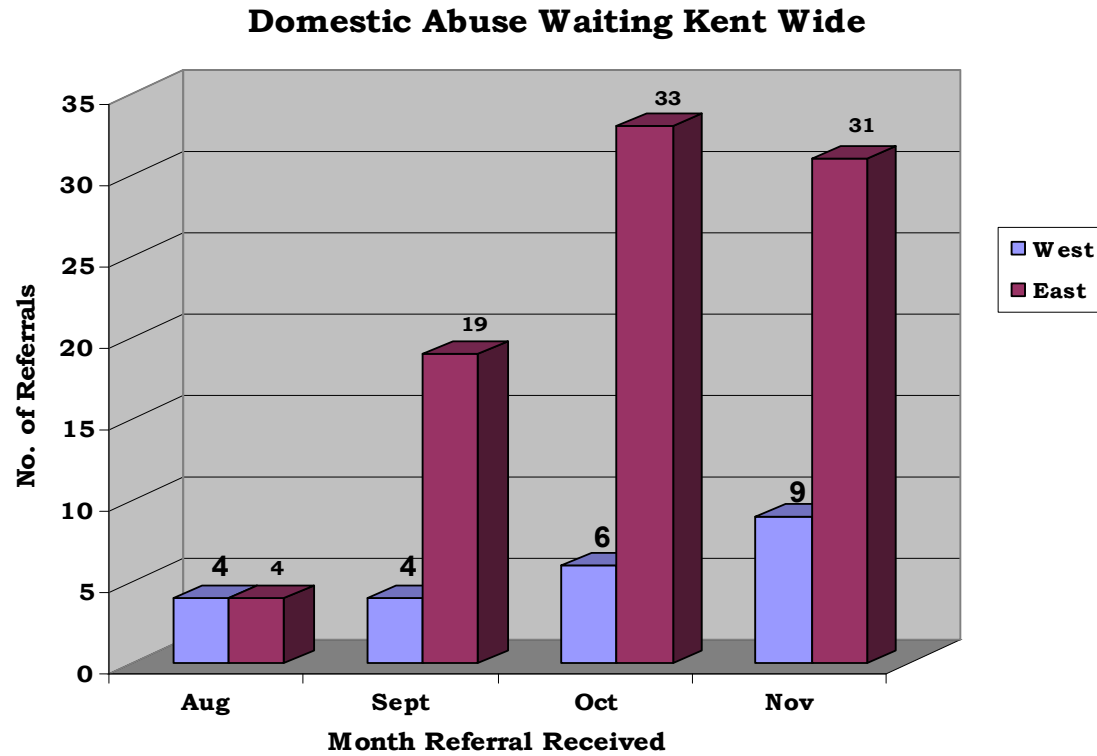


Table 3.5 Analysis of waiting times by primary client group – Primary client group domestic abuse



- in west Kent 8 people are in refuges and are currently not ready to receive support.
- In east Kent 3 people are in refuges and are currently not ready to receive support