

Cambridgeshire Supporting People Commissioning Strategy 2008 - 2010



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Executive Summary

This Commissioning Strategy sets out how Supporting People (SP) services will be shaped and modernised in Cambridgeshire as we review the contracts we have in place with SP providers in Cambridgeshire.

Vision

The vision of the SP programme in Cambridgeshire is to 'improve the quality of life and well-being by ensuring housing and housing support is available that reduces risk and enables vulnerable people to live as full a life as possible'.

Context

The 2005-10 SP Strategy set out the broad context of the programme in the county. The 2005-10 strategy also facilitated the client group review programme ending in 2006 whereby 400 services were reviewed with regard to quality, value for money and strategic relevance. Following the review programme the 2005-10 Strategy needs updating. The Commissioning Strategy forms an update/amendment to the 2005-10 strategy but it does not replace it as the vision and context is still relevant.

Aims of the Commissioning Strategy

The Commissioning Strategy aims to set out:

- **Why a Commissioning Strategy is required**

The Commissioning Strategy is required to update the programme in the context of implementing the first National SP Strategy; requirement of SP to link in with Local Area Agreements; European legislation to put services out to Competitive Tendering & a move towards more personalised services.

- **How we intend to shape services in the future**

We intend to expand both our generic and specialist floating support services, increase resettlement support, and make changes to accommodation for people with substance misuse, mental health, victims of domestic violence and young people at risk. We also require more extra care for older people and a greater equity of sheltered housing across the county.

- **The importance of the Commissioning Strategy to partners**

Due to the wide range of vulnerable people the SP programme supports from young people leaving care to frail elderly people the Commissioning Strategy is important to a broad group of statutory and voluntary agencies. In section 3 we have set out why the Commissioning Strategy should be of interest to our partners.

- **How we will pay for services in the future and the outcomes we expect**

The SP budget in Cambridgeshire will continue to be cut annually. We will continue to benchmark services to ensure we are getting value for money and, increasingly, we will use outcome measures to determine what is being achieved for the money we have invested.

- **How services will be managed and commissioned**

Following the client group review programme we will be moving into a Contract Management relationship with SP services providers. We will continue to work closely with the Housing Corporation (soon to be New Homes & Communities Agency) to join up SP revenue with Housing Corporation capital. We will strengthen the links between SP and the Local Area Agreement as we prepare for SP to become part of the LAA.

- **How we will keep track of changes in the county**

We will undertake a fresh needs analysis to ensure that our needs information continues to be up to date and shapes the full revision of the SP Strategy.

- **The actions we are taking to deliver the Commissioning Strategy**

All the actions from this Commissioning Strategy are summarised in section 7. The actions are grouped under Contract Management, Financial Management, Service Improvement, Strategic, Service Development and Regional/National.

The future

A full review of the 2005-10 SP Strategy will begin in 2009. The Commissioning Strategy will be the main strategic reference document for SP in Cambridgeshire until the full review of the strategy takes place.

Cambridgeshire SP Commissioning Strategy

Section 1 – Why a Commissioning Strategy has been developed for SP in Cambridgeshire

1.1 Introduction

This is our first Commissioning Strategy and aims to set out how SP Services will be shaped and modernised in Cambridgeshire as we review the contracts we have in place with SP service providers in Cambridgeshire. The document is aimed at SP providers, commissioners in health, adult and children's services and housing and criminal justice.

Please note that a glossary of terms is included see **Appendix 1** (click bold text to view).

1.2 What is the SP Programme?

SP is a programme which funds, monitors and reviews housing related support services for vulnerable people. The SP grant is used to pay for services aimed at helping vulnerable people to live independently in their homes and can include things such as:

- Life skills training, such as support to acquire domestic skills
- Assisting people with dealing with others such as landlords, other tenants and a range of professionals
- Assisting people with personal budgeting
- Support with moving to more independent accommodation

In Cambridgeshire the funding for the SP programme in 2007/8 is £12.2M. The programme is administered locally by Cambridgeshire County Council in close partnership with the 5 District Councils, Probation Service and Cambridgeshire Primary Care Trust (PCT). The programme is managed through a Commissioning Body, Joint Member Group and Development and Implementation Group. Full details of the roles of these groups are included in **Appendix 5**.

1.3 Background/why have a Commissioning Strategy

Cambridgeshire's SP Strategy 2005-2010 set out the broad context for the programme in the county. The vision is to 'improve the quality of life and well-being by ensuring housing and housing support is available that reduces risk and enables vulnerable people to live as full a life as possible'. The 2005-10 strategy facilitated the client group review programme ending in March 2006 whereby 400 services were reviewed with regard to quality, value for money and strategic relevance.

During the Audit Commission inspection of the SP Programme in 2005 it was noted that the '5 year Strategy was out of date in the light of information which has now become available'. The 2005-10 strategy does not set out clearly the direction now required following the client group review programme and lacks a robust implementation plan. Additionally the context of SP both locally and nationally is changing due to:

- The development of first National Strategy for SP
- The requirement of SP to link in with Local Area Agreements
- European Legislation to put services out to competitive tendering
- A move towards more personalised services

This Commissioning Strategy aims to take the programme forward in the context of these developments and sets out how the SP services will be shaped and modernised following the review programme. The Commissioning Strategy forms an update/amendment to the 2005-10 strategy but it does not replace it because the vision and context is still relevant. A full review of the 2005-10 strategy will begin in 2009.

Section 2 - How we intend to shape services in the future

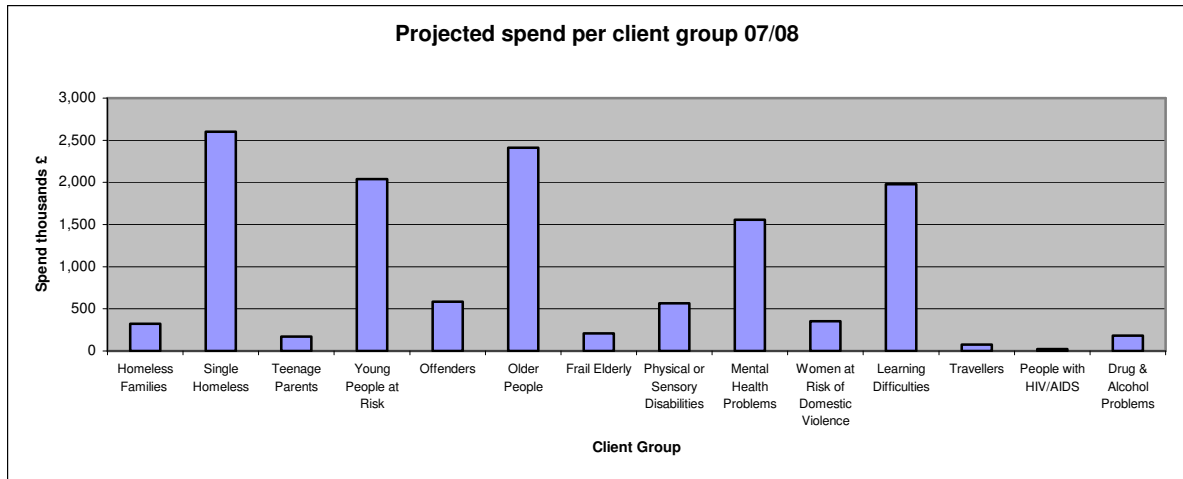
In this section we explore how the picture of funding will change as we shape and modernise services.

2.1 How funding is currently allocated

PROJECTED SPEND 2007/08 (£000's) BY CLIENT GROUP

CLIENT GROUP (See appendix 7 for spend by client group and service type)	£000's
Homeless Families with Support Needs	324
Single Homeless with Support Needs	2,603
Teenage Parents	170
Young People at Risk	2,039
Offenders or People at risk of offending	586
Older People with Support Needs	2,410
Frail Elderly	209
People with Physical or Sensory Disabilities	564
People with Mental Health Problems	1,556
Women at Risk of Domestic Violence	352
People with Learning Difficulties	1,979
Travellers	76
People with HIV/AIDS	22
People with Drug & Alcohol Problems	183
TOTAL	*13,073

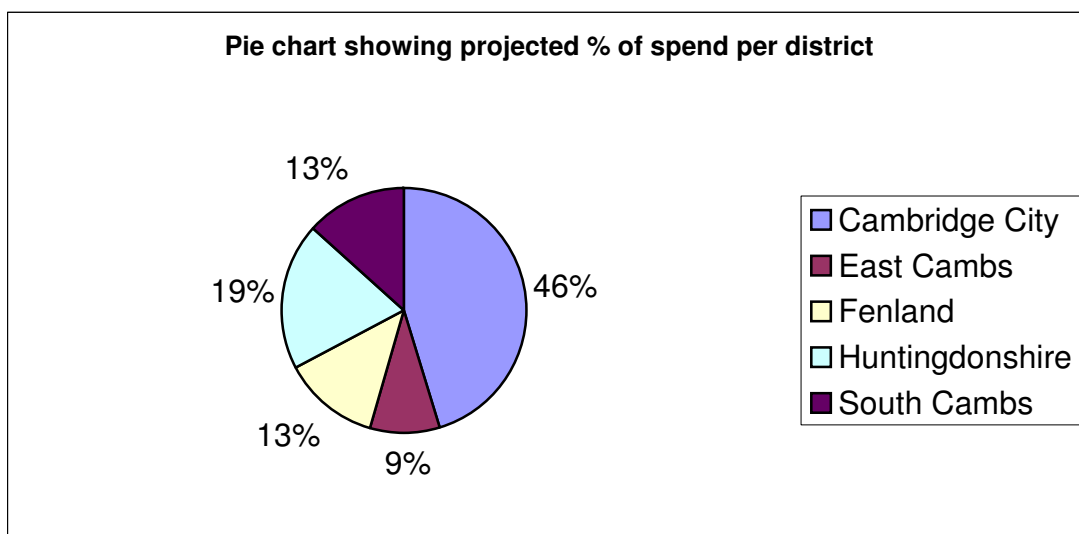
*NB projected spend in 2007/08 is likely to exceed income. Any shortfall will be met using existing surpluses.



The table and graph above set out how much of the projected £13m plus spend on SP Services in Cambridgeshire will be spent on each client group in 2007/08. The majority of spend is currently allocated to homeless people, young people at risk, older people, people with mental health and people with learning difficulties.

PROJECTED SPEND 2007/08 (£000's) BY DISTRICT

DISTRICT	£000's	% of spend	Mid 2005 Population	% of population
Cambridge City	5,916	46%	111,000	20%
East Cambridgeshire	1,213	9%	75,500	13%
Fenland	1,674	13%	87,500	15%
Huntingdonshire	2,517	19%	159,700	28%
South Cambridgeshire	1,753	13%	136,500	24%
TOTAL	13,073		570,200	



The table and graph above show the total and percentage spend on SP Services in the five districts of Cambridgeshire and compare this with each district's relative share of population. Population data is sourced from Cambridgeshire County Councils research groups mid 2005 population estimates.

2.2 Why spend varies per district

Cambridge City receives by far the highest allocation of the SP Grant even though its population is only the 3rd highest but as the largest urban area in the county it draws more people in from elsewhere in the county and the wider region. As a result of this, more specialist services are set up here to address the extra demand resulting in the higher levels of investment (for example, Cambridge City has a long history of receiving rough sleepers from other parts of the Country and, therefore, has a network of homelessness accommodation, outreach and day services to address this). This argument must also be balanced by the fact that, as we have undertaken SP reviews, we have found significant gaps in services in the remote rural areas, resulting in a difficult balance to be struck.

2.3 How we want to shape services in the future

2.3.1 Development priorities

In the 2005-10 Strategy there were four priority client groups but they were agreed prior to the review programme being completed. As Cambridgeshire completed client group reviews we were able to develop a clearer picture of how services could be shaped and modernised in the future. In **Appendix 2** (click bold text to view) we have set out our development priorities covering both capital only and capital and revenue schemes. In summary we need:

- Increased generic floating support and specialist floating support for particular groups e.g. offenders.
- Increased resettlement support
- A continuum of support for people with substance misuse problems
- Remodelled mental health schemes
- More accommodation for victims of domestic violence, mental health and young people at risk
- More extra care accommodation for older people and a greater equity of sheltered housing across the county.

The development of all of these services is consistent with the vision in the 2005-10 Strategy to give people as full a life as possible. Over the coming years as we address these priorities we will continue to work in partnership with providers as we recognise the important role they have in shaping provision.

2.3.2 Floating Support Research

The floating support research undertaken in 2006/07 confirmed the gaps identified in 2.3.1 but gave us further insights into gaps in floating support. In summary it found:

- Supported housing schemes with a high turnover need to have a resettlement resource in place
- There is a need to consider extra mental health floating support in South and East Cambs
- There is a need for increased generic floating support in Fenland, South Cambs and East Cambs. Generic teams need to be equipped to deal with complex needs
- The need to review the levels of specialist floating support services for offenders and people with substance misuse problems
- There is no specialist provision for homeless families in East Cambs
- There is potential to increase floating support for travellers

2.3.3 Direction of Travel

Following the client group review programme the SP Commissioning Body undertook a process of cross-referencing the findings of each review and identified commonality in those findings. The Commissioning Body also began to see how the 400 SP services many of them diverse in nature could be seen in 3 broad categories, namely:

1. Crisis Management Services – short-term interventions to enable independence
2. Developing Independence Services – where people are supported to enable independence for up to 2 years
3. Sustaining Independence Services – where it is necessary to support people on a long-term basis for longer than two years and in some cases permanently



Each type of service we funded, for example, homeless hostels, sheltered housing schemes and refuges for victims of domestic violence, was then allocated to one or more of those three depending on its best fit. In **Appendix 3** (click bold text to view) of this Commissioning Strategy we have set out a 'direction of travel' for each type of service. In summary the SP Commissioning Body sees the direction of travel for the programme as developing:

- An increasing amount of Floating Support Services particularly in Fenland and South and East Cambs. Increases in floating support will include setting up of generic services, specialist services and a role for floating support models in supporting older people
- An increase in the amount of independent accommodation with a reduction of some accommodation with shared facilities.
- Greater equity in terms of sheltered accommodation across the county with increases particularly in Fenland, Huntingdonshire and South Cambs
- Increases in extra care accommodation across all districts particularly in South Cambs and Huntingdonshire
- A review of Home Improvement Agencies
- Greater use of alarms and assistive technology
- A new Assessment Centre for homeless people in Cambridgeshire
- A standard Countywide Service Specification for Domestic Violence Refuges
- A standard Service Specification for Foyers
- Clearer pathways to move-on accommodation
- Designated accommodation for people with complex needs

Again the direction of travel and the three categories of services are consistent with the vision. All three types of services: crisis management, developing independence and sustaining independence will be focused on giving people as full a life as possible whilst recognising people will be at different stages of achieving independence.

In the section 7 (the Commissioning Strategy delivery plan) we set out how the aspirations in the direction of travel will be achieved. We have also scheduled a comprehensive needs analysis so as to ensure the development priorities and direction of travel continues to reflect needs in the county.

As we commit to the new models of services as outlined above it's hoped it will be possible to:

- Reduce number of hostel beds as we boost funding to floating support leading to reduced homelessness presentations
- Reduce the amount of shared accommodation for people with learning difficulties and mental health problems as we help them to access independent flats
- Change some accommodation based schemes into floating or visiting based support
- De-designate some older Sheltered Housing Schemes which do not meet new standards
- The amount of funding in some districts is likely to change as we achieve greater equity in the provision of services across the county.

Section 3 - Why this Commissioning Strategy should be of interest to our partners

3.10 The SP Programme provides support to a wide range of people across Cambridgeshire and, consequently, we work closely with many partners across the county. In this section we have set out why the strategy will be of interest to our key partners. Please note the list is not exhaustive and the benefits will be felt well beyond those listed.

3.11 SP Providers & Community and Voluntary sector– For the broad range of organisations delivering SP Services the Commissioning Strategy sets out how we will shape and modernise services in the county and how we will manage contracts following the review programme. The support of providers, community and the voluntary sector in delivering the Commissioning Strategy is essential as we work together to continue to improve services for vulnerable people in the county.

3.12 Housing Associations, Housing Providers, Developers and other organisations wishing to develop new and or/remodel services in Cambridgeshire – For organisations which seek to develop new and/or remodel supported accommodation in Cambridgeshire we have set out our development priorities and the process by which we will prioritise pipeline schemes.

3.13 Probation – The SP programme is committed to developing more floating support services for offenders this is featured in our list of development priorities. We are also committed to working with

Probation and the National Offender Management Service to strengthen the links between prison and supported housing.

- 3.14 Social Care & Health Partners commissioning services to older people**– The SP Commissioning Body is currently discussing a ‘White Paper’ on Sheltered and Extra Care Housing setting out how we intend to modernise and shape these services. Cambridgeshire PCT is a key partner in delivering these services particularly regarding the expansion of Extra Care housing. By implementing the White Paper we will develop a set of new and remodelled Extra Care Schemes in line with Governments ‘Opportunity Age’. There will also be a focus on maximising independence and services which reach out to older people in the community.
- 3.15 Drug & Alcohol Services** – SP is committed to developing a continuum of support for people with substance misuse issues in Cambridgeshire. We are working closely with our colleagues in the Drug and Alcohol Team to take this work forward through the DAAT housing sub groups.
- 3.16 Organisations working with socially excluded groups** – the Supporting Programme works with a range of particularly vulnerable groups such as young people at risk, victims of domestic violence and Gypsies and Travellers to name a few. The needs of these groups feature in our development priorities.
- 3.17 Mental Health Commissioners** – in 2005 we undertook a joint review of mental health services with our mental health colleagues in Adult Support Services. The review has led to a programme of reshaping older shared accommodation into independent. The implementation of this Commissioning Strategy will see this work continue to be taken forward.
- 3.18 District Councils** – The links between the district council and the county council have been close since SP went live in 2003. With the growing influence of Local Area Agreements we will continue to work with the district councils to ensure the SP programme helps to deliver their community strategies.
- 3.19 Links to the work of Communities & Local Government (CLG)** - In June 2007 the Department of Communities & Local Government published its first national Strategy for SP. The Strategy covered 4 key areas:

1. Keeping people that need services at the heart of the programme
2. Enhancing partnership with the Third Sector
3. Delivering in the new government landscape
4. Increasing efficiency and reducing bureaucracy

The spirit of this Commissioning Strategy is in line with these 4 areas but, to ensure comprehensive delivery of the National Strategy locally, we have programmed in a piece of work to review local practice in the light of the publication of the National Strategy. This is featured in the delivery plan. A key component of this will be setting out how we intend to work with the 3rd sector in Cambridgeshire and strengthen our partnerships with the third sector in accordance with Cambridgeshire COMPACT. Cambridgeshire COMPACT is a partnership between the statutory bodies and voluntary and community sector with which we can understand what to expect from each other.

3.20 SP Eastern Region Group – the SP Eastern Region Group is developing a Regional SP Strategy. The strategy (in draft at the time of writing the Commissioning Strategy) mirrors the national SP Strategy and covers the following areas:

- Keeping people that need services at the heart of the programme
- Enhancing partnership with the third sector
- Delivering in the new local government landscape
- Increasing efficiency and reducing bureaucracy
- Investment & prioritisation

In the delivery plan we are committed to delivering the regional strategy in Cambridgeshire.

3.21 Housing Market Assessment - Cambridgeshire Sub Regional Housing Board is working on a Housing Market Assessment looking at the housing needs of the county across all tenures. This Commissioning Strategy sets out how we are shaping supported housing. We will continue to feed in specific information into the housing market assessment, as required, to ensure future needs projections are robust.

3.22 Commissioners of Disability Services - The Disability Housing Network has been undertaking some needs analysis work over the last year for people with disabilities in Cambridgeshire. This work can feed directly into the needs assessment featured in the delivery plan. The move towards more personalised services as outlined in the Commissioning Strategy is also in line with Disability Housing Strategy being drafted by the Disability Housing Network and due to be published in 2008.

3.23 Commissioners of Younger People's Services - People involved in the provision of young people's services will be interested in our plans to develop a service specification for Foyers in Cambridgeshire and to consider further the needs of young people with complex needs, who may currently be being excluded from services.

Section 4 - How will we pay for services in the future and expected outcomes

4.1 How we will pay for services

Since the programme was launched in Cambridgeshire in 2003 we have received an annual allocation of grant. The grant has fallen from £13.5M to around £12.2M in 2007/08. In the December 2007 we received a 3-year indicative funding announcement indicating further cuts to the programme of around £1,369,394 by 2010/11, leaving a grant of £10.8M. In the short-term (next 1-3 years) a surplus has been created through efficiency savings, which has enabled the budget to be balanced and presents an opportunity to pilot some new short-term services as detailed in the development priorities and direction of travel. To help ensure the programme keeps a balanced budget in the longer-term (3-5 years) a 'Costing Model' (see Appendix 6) has been developed by the Commissioning Body. Despite the significant efficiency savings we have achieved the continual reduction in grant is beginning to have an impact on services and we will continue to lobby the CLG to get an improved SP settlement for Cambridgeshire.

The Costing Model will work by establishing a series of appropriate hourly rates for each type of service funded. Different rates will be set according to the anticipated costs of delivering different types of services. The rates will be established by taking account of what we are currently funding and comparing this with benchmark data from other SP authorities and providers within Cambridgeshire. When establishing anticipated costs, we will pay attention to additional funding that may be invested in schemes from providers themselves or other commissioners, to establish like for like comparisons. Further consultation with providers relating to benchmarking may be necessary.

The benchmarked hourly rates will only be applied to new or re-commissioned services as steady state contracts are renewed. The benchmark rates will inform competitive tendering processes so that a set of tenders can be judged against value for money criteria.

In addition to the benchmark rates the Commissioning Body has set a £20 per hour cap. This is to ensure that there is regulation of high cost services. The £20 per hour cap will be reviewed periodically.

4.2 The outcomes we expect to be delivered

By investing £12M, SP will continue to improve the life chances of thousands of the most vulnerable people in Cambridgeshire. It is vital that we are able to evidence the 'real' difference the programme is making to the lives of people.

Cambridgeshire currently collects information on two performance indicators covering staffing in services and move-on from individual services. This information focuses on inputs and outputs but does not give clear information on outcomes for each individual user or services/contracts overall. From April 2008 we will be rolling out the Communities and Local Government's outcomes approach in Cambridgeshire.

4.3 Additional areas of particular concern to the Commissioning Body

The Commissioning Body is also particularly concerned that we address progress in the following areas:

- Move-on – the lack of move-on accommodation that equips and develops skills to help people towards fuller independence can, at best, hamper us in achieving our vision for people to live as full a life as possible. At worst it can actually cause people to become more dependent. We will continue to implement and review the move-on strategy and assess the impact of the Sub Regional Choice Based Lettings Scheme on improving move-on.
- Diversity – two ethnic groups namely Chinese and Indian are consistently underrepresented in SP services. By implementing the Diversity Strategy we will explore why this is the case and seek to identify barriers and shortfalls and ensure equity of access to SP services. This will involve working with the community groups/forums to explore why particular hard to reach groups may be underrepresented in SP services.
- User involvement – We won't know if we have achieved our vision if we don't ask the people who receive the services we are funding. A user involvement strategy is being developed which will continue to build on the work we have done in this area. As we implement the Commissioning Strategy we will continue to consult with users on areas which affect them.

These areas are featured in the high-level delivery plan (see section 7)

Section 5 – How services will be managed and commissioned

5.1 Contract Management

The SP Programme has moved into the 'steady state' phase of operation now that the review programme has ended. Locally agreed contract management will play a key role in the management and strategic development of the programme. The Contract Management protocol sets out the Council's approach and objectives in contract monitoring of SP funded services (**Appendix 4** – click on bold text to view).

The protocol sets out to achieve a supportive framework in which providers are enabled to deliver excellent services to vulnerable people in partnership with the Council. It aims to ensure that services funded by the Council through the SP Programme:

- Comply with the terms of their contract and deliver the service in line with the service specification
- Deliver improving, high quality, effective services that reflect good practice
- Achieve successful outcomes for service users
- Encourage service user feedback that can be used to inform strategic commissioning decisions
- Focus on the strategic priorities set out in the Commissioning Strategy
- Allow risk to be monitored, managed and action to be taken to mitigate risk
- Meet local and nationally agreed performance targets
- Deliver value for money
- Provide information that informs wider commissioning and procurement activity
- Provide performance and programme activity information to all relevant stakeholders

*Please note the above bulleted points are presented in no particular order.

5.2 How we will access and prioritise services for capital

As the SP funding is revenue only and cannot be used to fund the purchasing or development of buildings, capital funding needs to be accessed to develop new housing based services and to remodel existing services. The two main sources of capital funding are the Housing Corporation* and the Department of Health. The Commissioning Body will review 'pipeline' schemes at least twice per year and as appropriate to comply with bidding processes. When reviewing schemes the Commissioning Body will also consider its ongoing support for schemes with revenue support but are delayed or behind schedule. All schemes will be assessed in the regard to how they fit with our development priorities (**Appendix 2**) and direction of travel (**Appendix 3**).

*(the Housing Corporation funds new affordable housing and regulates housing associations in England. It is soon to become part of a newly created larger body called the New Homes and Communities Agency responsible for housing and regeneration)

In respect of the Housing Corporation bidding round a joint scoring matrix has been developed by the SP Eastern Region Group and the Housing Corporation. The matrix is completed by District Councils for each supported housing scheme seeking Housing Corporation capital funding and scored by the SP Team. A copy of the matrix is available on the SP pages of the County Council website at

<http://www.cambridgeshire.gov.uk/social/supportingpeople/schsupstratrevs.htm>

The matrix considers the following factors:

- Strategic relevance
- Evidence of need
- Added value
- Deliverability

Once a completed matrix form is scored by the SP Team the information is used by the Commissioning Body to help determine priorities for bid rounds held through the Housing Corporations Affordable Housing Programme.

5.3 How we will commission services

Commissioning of SP services is currently being influenced by 4 significant factors. Each of these factors has their own challenges to overcome. We have set out in the section below how we intend to address these areas.

1. Potential of linking SP funds with the LAA's Local Area Agreements.

The Local Area Agreement (LAA) is a countywide document based on the aspirations of the 5-district level Local Strategic Partnerships in Cambridgeshire. The LAA vision is for Cambridgeshire to be a county of strong, growing, prosperous and inclusive communities, supported by excellent services, where people can fulfil their potential, live longer, have healthier lifestyles and influence decision-making. Included in the 2008 version of the LAA will be 35 key outcomes.

The LAA is refreshed annually and Cambridgeshire SP Commissioning Body aims to strengthen the link between the LAA and the SP programme in Cambridgeshire. Refreshing the LAA will involve key partners in the County Council, District Council's, Police and organisations and individuals from Cambridgeshire's voluntary sector. Strengthening SP links with the LAA is consistent with the National SP Strategy from the Department of Communities and Local Government, which asks Local Authorities to integrate SP into the LAA and prepare to deliver SP through a new area based grant by 2009. During the refresh process in both 2008 and 2009 the Commissioning Body will work to strengthen the link between the LAA and SP and ensure that housing related support features in the document.

2. A move towards developing 'personalised services' for example through Individualised Budgets

As well as making the strategic links the Commissioning Body is keen that services are focussed very much on the needs of each individual. A number of 'Individual Budget' (IB) pilots are taking place across the country due for completion in March 2008 (Cambridgeshire SP is not one of the pilot areas but Cambridgeshire Adult Support Services is one of the pilots covering social care). IBs are a way of bringing a number of different personal and health and social care benefits together into one pot and then giving service users greater control on how the money is spent and who delivers services to them. Cambridgeshire Commissioning Body will review the findings of the pilots and consider how IBs can be implemented in Cambridgeshire for the SP programme.

3. A commitment to pursue joint commissioning/contracting solutions in appropriate areas

The County Council pays SP funding to around 60 organisations in Cambridgeshire who also receive money from other parts of the County Council or partners in the SP Commissioning Body. As the Commissioning

Body puts services out to tender it will discuss the prospect of joint commissioning with relevant partners.

4. Following Cambridgeshire County Council Contract Regulations

The County Council administers the Cambridgeshire SP programme and will follow through its Contract Regulations when Steady State Contracts are renewed. Unless an exemption is granted (this may occur in cases where a contract can only be undertaken by a specialist firm or where there is an unforeseen emergency) the process will be as follows:

Up to £2,000	One oral quote (confirmed in writing if over £500
£2,000.01 - £30,000	Three written quotes to purchaser specification
£30,000.01 - £75,000	Formal invite to tender, including a specification to at least four candidates
£75,000.01	EU threshold. Invitation to tender by advertisement/list to at least four candidates
above EU threshold	EU Procedure or where this does not apply. Invitation to tender by advertisement/list to at least six candidates

*Please note EU thresholds are periodically reviewed and may be subject to change.

The EU threshold/procedure is in place to ensure that contracts above £75k (based on the contract value throughout the life of the contract) are put out to tender across the European Union.

Further details on services to be tendered will be set out in the Contract Renewal timetable. Over the next couple of years the focus will be on tendering for generic and specialist floating support services.

5.4 Setting up a new service/linking needs to the Commissioning Strategy

If an organisation identifies need or wants to set up a new service they should follow the process outlined below:

- 1 Identify need
- 2 Identify how it links to the Commissioning Strategy
- 3 Contact SP Team
- 4 SP Team to consider extent to which it is a priority
- 5 SP team to feedback on proposed way forward

If the organisation has an existing contract with SP they should contact their Contract Officer initially. If not they should contact the SP Strategic Planning Manager in the first instance. Decisions on funding new services will depend on the extent proposals are deemed a priority and the resource pressures on the programme. It may also be necessary to consult with SP Commissioning Body.

Section 6 - How we will keep track of changes in the county and cross authority issues

6.1 Keeping track of changes in the county

Cambridgeshire has one of the fastest growing rates of population growth in the country and is predicted to rise by 5,500 per year up to 2016. Some of this growth is linked to specific expansion plans such as the development of Northstowe a new town to the north of Cambridge. As we review needs information we will need to keep abreast of the impact of growth on supply and demand for services. There are also specific demographic pressures for example by 2016 35% of Cambridgeshire's population will be aged 85 and over compared to 26% nationally. This will impact particularly on our Sheltered and Extra Care housing.

During the client groups review programme we were able to extrapolate useful information on the needs and gaps for each client group and these have now formed the list of development priorities as set out in **Appendix 2** (click bold text to view) and the direction of travel **Appendix 3** (under section SP review findings). During 2007 we also carried out research into floating support services and identified further gaps. The combined needs identified in the development priorities, floating support research and direction of travel are summarised in section 2 of the Commissioning Strategy.

During 2008 we will look further into the needs of each client group and continue to keep an up to date needs assessment. This work will link with the Joint Strategic Needs Assessments being undertaken in Cambridgeshire. We will also make an attempt to assess the impact of migration in Cambridgeshire on SP services as this is an area little is known about.

6.2 Cross Authority Access to Services

Under the Department of Communities and Local Governments Directions for the SP Programme 2007 we are required to provide a description of any changes to cross authority access to services to be introduced each year. Two significant changes are taking place this year:

- Introduction of Cambridge City Councils Reconnections Policy. This policy is aimed at rough sleepers who come to Cambridge to access services but have strong local connection networks elsewhere. The policy sets out how users will be 'reconnected' to areas of local connection. This policy has the effect of tightening up access arrangements and we will work with the City Council and Department of Communities and Local Government to assess the impact and effectiveness of this policy. Cambridge City Council will review the

policy between December 2007 and March 2008 and SP will be involved in setting out the Terms of Reference for the review and analysing the impact the policy is having on rough sleeping in Cambridge City.

- Introduction of the Sub-regional Choice Based Lettings Scheme (CBL). This scheme covers all 5-district councils in Cambridgeshire and also the Suffolk districts of Forest Heath DC and St Edmundsury DC in the Cambridge Sub Region and will provide a new way of advertising and allocating social housing. 10% of allocations will be made across districts to people in any of the 7 districts who qualify. This policy may affect floating support services as people requiring support may be moving to a district they are unfamiliar with. The impact of CBL on move-on and access will be kept under review.

Section 7 – The actions we are taking to deliver Cambridgeshire SP Commissioning Strategy

7.1 The delivery plan

The delivery plan (Separate excel document) is high level and overarching and there are numerous more detailed delivery plans sitting below. Each action in the delivery plan is numbered and explanation of each action is provided below. In section 7.2 each action is explained.

7.2 Delivery plan explained (numbered actions from delivery plan in brackets)

Contract Management (1)

Contract monitoring and renewal (1.1) - Following the service review programme a contract monitoring and renewal programme will be in place by Jul 2008. The process will need to clearly set out the scope/process for appeals. The Development and Implementation Group will monitor progress against a renewal timetable and the performance/quality via agreed indicators.

Joint Commissioning (1.2) - By June 2008 feasibility work will be undertaken on the scope for further joint commissioning as contracts are renewed. This will include prospects for cross boundary working with neighbouring SP authorities.

Individualised Budgets (1.3) - In March 2008 the national SP Individualised Budgets Pilots are expected to be completed. Following the completion the Commissioning Body will review the lessons learnt and consider how to implement Individualised Budgets locally for SP services. Subject to Commissioning Body approval a local programme of implementing Individual Budgets in SP services in Cambridgeshire will then be launched in spring 2009.

Financial Management (2)

Financial and risk reporting (2.1) - To ensure the Commissioning Body is able to balance the SP Budget quarterly reporting of spend is scheduled. Decisions on spend will then be taken accordingly (see 2.2 – 2.4). Risk reporting will also report alongside financial reporting.

Review Cap/hours (2.2) - The Commissioning Body has set a cap of £20 per hour support and a maximum number of hours that should be delivered to each individual. The cap will be reviewed periodically, giving enough time for variations in contracts to be programmed in. Value for money discussions with contract holders will continue to be an integral part of the contract monitoring process.

Costing Model (2.3) - The Commissioning Body has agreed a Costing Model based on benchmarking each new or re-commissioned service with other comparable services regionally and nationally on the basis of cost per support hour. A process of benchmarking will be undertaken as contracts are put out to tender to inform decisions on tendering.

Investment of surplus (2.4) - Due to efficiency savings made in the programme a short-term surplus has accrued on the programme grant. A proportion of this surplus has already been spent on short-term services. Investment will be made particularly in floating support services to help fill gaps identified and pilot new approaches of working. Following the pilots, generic and specialist floating support services will be put out to tender. (See also objective 5.5)

Service Improvement (3.0)

Outcomes approach (3.1) – From April 2008 we will be rolling out the Communities and Local Governments outcomes approach in Cambridgeshire.

Diversity strategy (3.2) - To help ensure the SP programme makes a positive impact on the diverse and minority groups in Cambridgeshire a Diversity Strategy has been developed. Progress in implementing the strategy will be monitored by the Development and Implementation Group.

User Involvement Strategy (3.3) - To make sure people who receive SP services continue to be able to influence how their support is delivered to them, a user involvement strategy will be published by Dec 2008. This will build on the user involvement work, which has already been undertaken by SP in Cambridgeshire.

Re-connections review (3.4) - In the spring of 2006 Cambridge City Council developed a Reconnections Policy to help rough sleepers to return to areas where they have settled accommodation. Cambridgeshire SP Team will be involved in the review of this policy between Dec 2007 and March 2008 so that the impact on vulnerable people potentially accessing SP services in Cambridgeshire can be assessed.

Move-on review (3.5) - Following the Audit Commission inspection of Cambridgeshire SP Programme, which reported in March 2006, a move-on Strategy was developed in partnership with the District Councils. The strategy aims to free up supported accommodation by providing nominations into Council/Registered Social Landlords (RSL) general needs accommodation. Moving forward we will consider move-on in the context of the newly developed Sub Regional Choice Based Lettings Scheme, seeking to ensure the CBL scheme provides sufficient move-on from supported housing.

Strategic (4.0)

Needs analysis (4.1) - During the client group review, programme needs information was collected as each review was undertaken. To ensure that we continue to keep abreast with the changing needs of the county a comprehensive needs assessment will be undertaken by March 09. The assessment will then be reviewed annually and, as new needs are identified they will in turn feed into reviews of priorities. Moving forward on an on-going basis, to help keep the assessment up to date, the Development and Implementation Group will be charged with retaining an overview of all the inter-agency groups, which have a housing/support function in the county. This will ensure needs information feeds into SP.

Development priorities (4.2) - In 2006 the Commissioning Body agreed development priorities for the SP programme. These will be reviewed in May 2009 before we update the SP Strategy 2005-10.

Best Value Review Implementation (4.3) - During the summer/autumn of 2007 the Commissioning Body discussed a White Paper on Sheltered and Extra Care Housing. The paper sets out targets for reshaping and developing sheltered and extra care housing. Implementation has already begun and will stretch up to 2016.

Assistive Technology (4.4) - In many of the services that SP funds, assistive technology is being used to maximise people's independence in their homes. There is also scope for creating more efficient ways of delivering support services through the use of technology. A review of the extent to which the potential scope for using assistive technology is being fully realised will be undertaken during 2008. This will link to the Assistive Technology Strategy that is being developed by the County Council and Primary Care Trust.

Capital Bid Rounds (4.5) - We have set out in this Commissioning Strategy how we intend to access and prioritise services for capital. The Housing Corporation is planning to launch an annual bid round for capital funding for supported housing. Using the process set out in the Commissioning Strategy bids will be prioritised for funding annually. Bids are preferred which fit directly with the development priorities for SP in Cambridgeshire.

Local Area Agreement Work (4.6) - The Local Area Agreement (LAA) is a countywide document based on the aspirations of the five district level Local Strategic Partnerships. The LAA is refreshed annually and during the refresh process in both 2008 and 2009 the Commissioning Body will work to strengthen the link between the LAA and SP. By 2009 it's anticipated that SP will be partially merged within the LAA. Work will continue to raise the profile of SP so that the important contribution the SP programme can make to the LAA is recognised.

Accommodation for complex needs (4.7) - In the development priorities and direction of travel we have made clear a commitment to develop services for people with complex needs. It is felt that due to the nature of these services, bids from developers may not come forward without encouragement. If bids do not come forward through Housing Corporation capital bid rounds, a review of this area will be undertaken during 2009.

Review of SP Strategy 2005-10 (4.8) - A full review of the SP Strategy will take place between March 2009 and March 2010. In the meantime this Commissioning Strategy document will drive forward the programme.

Review services for Travellers (4.9) - The East of England Regional Assembly has been undertaking a review of the number of extra Gypsy and Traveller pitches required in the East of England. This has been informed by the Travellers Research, which was undertaken in Cambridgeshire by the County Council research group. The increase in pitches is likely to be in the region of 250 – 360. During 2008 a review of the need to increase SP services to Gypsies and Travellers will be undertaken.

Service Development (5.0)

Specification for foyers (5.1) - In our direction of travel we have stated our intention to develop a specification for foyers in the County so as to ensure we are getting the best out of the investment we are making in this area. We intend to launch the specification in April 09.

Home Improvement Agencies Review (5.2) - In the summer of 2007 we began a review of Home Improvement Agencies in Cambridgeshire. The review is due to be completed in June 2008 and, subject to being endorsed by the Commissioning Body, will be implemented from September 2008.

Specification for Domestic Violence Refuges (5.3) - The County Council is leading on the development of a Domestic Violence Abuse Unit for Cambridgeshire. The unit will co-ordinate the work of all statutory agencies dealing with domestic abuse in Cambridgeshire. As the unit is developed we will consider the impact on the refuges we fund and develop a new specification for the refuges to ensure SP funding is fully integrated in with the work of the unit.

Develop Assessment Centre (5.4) - In our direction of travel we have committed to developing a new assessment centre for homeless people in Cambridge. The centre will assess the needs of homeless people with challenging targets to move people off the streets into more appropriate accommodation.

Floating Support Specification (5.5) - Following the floating support research the Commissioning Body has signed up to a programme of expanding and modernising floating support services to improve equity of access, publicise services more effectively, plug gaps in services, improve how services are managed and improve outcomes for users. A phased approach has been approved with three stages which are: 1) setting and communicating the vision Sep 07 – April 08; 2) aligning services to the vision and piloting new services April 08 – April 10; 3) launching a full specification for services April 10. A sub group will be set up to drive forward these changes.

Update mental health schemes (5.6) - Following the SP and Social Care review of mental health services, we have embarked on a programme to remodel shared mental health schemes into independent units. This work will continue to be implemented as apart of delivering the Commissioning Strategy.

Regional/National (6.0)

Regional SP Strategy (6.1) - In the spring of 2008 the SP Eastern Region Group is due to launch its first Regional Strategy for the SP Programme in the East. The regional strategy will focus on those issues and actions that will benefit from a co-ordinated SP approach across the region. Cambridgeshire SP programme will work to implement the regional strategy locally.

National SP Strategy (6.2) - In the summer of 2007 Communities and Local Government launched its first National Strategy for SP. During early 2008 we will consider in detail the National Strategy and how to embed in into local practice in Cambridgeshire.

Cambridgeshire Commissioning Strategy - Appendices

Appendix 1

Cambridge Commissioning Strategy Glossary of Terms

Administering Authorities (AA)	SP Administering Authorities (AA) are the authority that receives the SP Grant and administers contracts for the SP services. Locally Cambridgeshire County Council is the (AA).
Benchmark or benchmarking	Benchmarking is used in SP to compare similar services by quality, performance and costs.
Best Value Review White Paper	The White Paper sets out proposals for increasing the amount of Extra Care Housing in Cambridgeshire and providing a more equitable spread of sheltered housing across the county.
Cambridge City Councils Reconnections Policy	Reconnections Policies are used to help reconnect rough sleepers without a local connection to other areas of the country where they may have housing providers or family who can house and support them.
Cambridgeshire County Council Contract Regulations	Contract regulations set out the process for managing, tendering and refreshing contracts agreed between the County Council and its partners.
Cambridge Sub Region	A geographical area as defined by the Housing Corporation. Cambridge Sub-Region includes the districts of Cambridge City, South Cambridgeshire, East Cambridgeshire, Huntingdonshire and Fenland in Cambridgeshire and the districts of Forest Heath, and St Edmundsbury in Suffolk.
Commissioning Body (CB)	The Commissioning Body is the group which oversees the SP programme in Cambridgeshire. It has representatives from the County Council, all five District Councils, Probation and Cambridgeshire

	Primary Care Trust.
Communities & Local Government (CLG)	Communities and Local Government is the central government department which funds and monitors the SP programme at a national level
Compulsory Competitive Tendering (CCT)	Compulsory Competitive Tendering (CCT) attempts to bring greater efficiency to local government services by exposing services to competition.
Costing Model	Cambridgeshire SP Costing Model is used to determine the hourly rates the Commissioning Body will pay for different types of services.
Department of Health (DOH)	The Department of Health is the central government department responsible for improving the health of the nation.
Development Priorities	These are the priority areas Cambridgeshire's SP Commissioning Body has set out to develop new services e.g. more floating support for offenders.
Directions for the SP Programme	A document produced annually by the CLG setting out how the SP should be delivered.
Direction of Travel	The Direction of Travel is the document agreed by the Commissioning Body setting out how SP services in Cambridgeshire will be shaped and modernised.
Disability Housing Network	The Disability Housing Network is responsible for developing and implementing the Disability Housing Strategy in Cambridgeshire.
Diversity Strategy	The Diversity Strategy sets out how the Commissioning Body seeks to improve access for disabled people and Black and Minority Ethnic Communities in Cambridgeshire.
Extra Care Housing	Extra Care Housing is part of provision of support that is available to more frail older people to enable them to continue living independently for as long as it is possible.
Floating Support	Floating support is attached to the person, not the property and can follow a service user if they move to another address.
Foyers	Foyers provide supported housing,

	training and employment opportunities for young people.
Housing Corporation	The Housing Corporation is the government agency that funds and regulates Registered Social Landlords (including housing associations) in England.
Housing Market Assessment (HMA)	The Housing Market Assessment in Cambridgeshire aims to develop a comprehensive picture of the need for housing across the county.
Individualised Budgets (IB's)	Individualised Budgets aim to give people who need care and support the control in deciding who delivers services to them.
Joint strategic Needs Assessment	Joint Strategic Needs Assessments are a way for the County Council, Primary Care Trusts and other partners to jointly assess and determine the health and social care needs in the county.
Local Area Agreements (LAA's)	Local Area Agreements integrate funding at a local level to help agencies work towards a set of shared outcomes.
National Outcomes framework developed by Communities and Local Government	The SP Outcomes Framework developed by CLG is based on the following 5 high level outcomes: (1) achieve economic well-being; (2) enjoy and achieve; (3) be healthy; (4) stay safe; (5) make a positive contribution. These outcomes are shared across government programmes.
National Strategy for SP	The National Strategy for SP was written by Communities and Local Government. The Strategy focuses on 4 key areas: Keeping people that need services at the heart of the programme; ensuring partnership with the 3 rd sector; delivering in the new government landscape; increasing efficiency and reducing bureaucracy.
Personalised services	Personalised services are services more tailored to the needs of the individual rather than shaping individuals around services.
Pipeline	A pipeline service is a service which is being planned or developed but has not yet opened or secured all it's

	funding.
Primary Care Trust (PCT)	Cambridgeshire PCT is responsible for improving the health of Cambridgeshire residents by assessing the health needs of the county and providing or developing services that respond to those needs.
Steady State Contracts	A Steady State Contract is the name of the contract between Cambridgeshire County Council as the Administering Authority and the organisations it holds contracts with who deliver SP services.
Sub Regional Choice Based Letting Scheme on improving move-on (CBL)	This scheme operates a shared way of managing council and social housing lettings across the five district councils of Cambridgeshire and Forest Heath and St Edmundsbury in Suffolk. A common approach is used to categorising need and 10% of lettings are available to people who are seeking housing in a district where they may have no local connection.
SP Eastern Region Group (SPERG)	SPERG is comprised of the Lead Officers of all the SP Programmes in the Eastern Region. SPERG has recently developed a Regional SP Strategy.
SP Quality (QAF) Assessment Framework	The SP Quality Assessment Framework has been developed to measure the quality of each service being delivered through the programme.

Appendix 2 SP Development Priorities

GROUP 1 – ALL EXCEPT SHELTERED AND EXTRA CARE

Investment Priority	Rank	Types of services
Generic cross-tenure floating support for: Older people, Refugees, People with a LD, Young People at Risk; Travellers, People with HIV/AIDS, People with Mental Health problems, Substance misusers, Teenage Parents, Victims of Domestic Violence	1	Floating Support
Specialist floating support for Ex-Offenders	2	Floating Support
Specialist floating support for people with Sensory Impairment	3	Floating Support
More resettlement workers to facilitate move on through short-term resettlement support	4	Floating Support – Resettlement function
Continuum of support for Substance Misusers from use to non-use	5	Floating Support and/or Supported Housing
Remodel schemes to maximise independence for people with Mental Health problems	6	Floating Support and/or Supported Housing
Accommodation for Women at Risk of Domestic Violence, joint commissioned with, e.g. a neighbouring authority	7	Women's refuge
Accommodation in East Cambs, Hunts and Fenland for people with Mental Health problems	8	Supported Housing
Resource (county-wide) for Young People with complex needs (e.g. challenging behaviour, substance misuse, offending)	9	Supported Housing

GROUP - Group 2 - SHELTERED AND EXTRA CARE (RING FENCED BUDGET)

More extra care places for elderly people (indicative targets for each district are available) sited to give a continuum of support at single locations. Also convert existing sheltered schemes for older people to make them flexible enough to become 'extra care' without having to move the tenant when extra care is needed.	1	Supported Housing
More sheltered units for older people (with peripatetic warden) in Hunts and Fenland – sited to give a continuum of support at single locations.	2	Supported Housing

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Appendix 3

Direction of Travel for SP Services In Cambridgeshire.

Type of Service	SP Review Findings	Proposed direction of travel for types of services
<i>Crisis Management (to enable independence)</i>		
Night shelter	Modernisation	Service to focus on cause (e.g. substance misuse, offending). Service should be preventative as well as crisis intervention, and include short-term resettlement where possible. Service to address multiple needs of users and be tailored to users needs.
Assessment centre	Proposed service – does not currently exist	Modernised version of above, with greater focus on prevention of re-occurrence as well as crisis management. Strong emphasis on assessment and move-on
Hostel	Support to be focused on those needing & wanting it	Eligible support provided through floating support rather than accommodation based hostels where appropriate, focused on prevention (including identifying those at risk). Service to focus on cause, be preventative as well as crisis intervention and include short-term resettlement with strong links to 2 nd stage accommodation
Refuge	Increase provision	Prevention (re-occurrence, and those at risk), crisis intervention, short-term resettlement Standardised service specification, hours and costs is required and which focuses on equity across the county and staying at home options

Type of Service	SP Review Findings	Proposed direction of travel for types of services
<i>Developing Independence (to enable move-on to greater independence)</i>		
Foyer	Ensure best use of existing provision; consider need for additional provision	Support aimed at developing independent living skills, with standardised service specification, hours and costs and outcomes across the piece. Short-term focus.
Floating support	Increase provision	<p>The right balance/mix of generic and specialist provision targeted at particular client groups e.g. young people, mental health and substance misuse, and mix of low-level and more intense support. Flexible to respond to needs of client in a preventative way and at times of crisis. Focus on short to medium term support. Working across a range of tenures and with more open access arrangements and strong links to supported housing and other landlords. Specification required with clear outcomes</p> <p>Focused on those that would otherwise be excluded/marginalised. Helps landlords to address Anti Social Behaviour</p>
Supported housing	Remodelling of existing provision (involving stakeholders and users where appropriate); ensure best use of existing provision; enhance existing provision for people with more complex needs; increased provision in some areas	<p>Focus on choice, independence, prevention of re-occurrence and short-term resettlement support linked to long-term support if required.</p> <p>Independent units</p> <p>Focus on move-on, to all tenures wherever possible</p> <p>Focus on short to medium term support</p> <p>Ensure specified provision (e.g. designated number of units) for people with more complex needs either in purpose built schemes or existing schemes (e.g. challenging behaviour, substance misuse, offending, teenage parents). Ensure a balance of user needs is maintained.</p>

Type of Service	SP Review Findings	Proposed direction of travel for types of services
		<p>Maximise access to other resources in community i.e. make use of non SP support services that may be available (NB other resources may be limited in rural areas)</p> <p>Focused on those that would otherwise be excluded/marginalised</p>
Supported lodging	Review need with Youth Offending Service and 16+ Team	Rationalised costs and clear service expectations.
<i>Sustaining / Maintaining Independence (on a more permanent basis)</i>		
Supported housing	Reduction in some areas (e.g. sheltered); increase in others (e.g. frail elderly); support to be focused on non-statutory provision and lower level needs.	<p>Flexible, responsive service</p> <p>Mixed communities where appropriate, designed to prevent people having to move as their needs change</p> <p>Mobile scheme managers where appropriate and with specified client to manager ratios supporting more than one scheme and providing support into the community</p> <p>Cluster models of housing where appropriate</p> <p>Support focused on the longer term and maintaining independence, as well as prevention</p> <p>Focused on those that would otherwise be excluded/marginalised</p>
Floating support	Increase provision	<p>Mix of generic and specialist to be set out in the floating support specification following the floating support research. Flexibility to cater for people who have infrequent crisis and older people in their own homes who may have increasing needs.</p> <p>Likely to be greater focus on lower level support</p>

Type of Service	SP Review Findings	Proposed direction of travel for types of services
		Focused on those that would otherwise be excluded/marginalised
Home Improvement Agencies	Consider rationalising structure to achieve economies of scale	Prevention, promote independence and contribute to decent homes targets. Flexible, responsive service, tailored to individual need. Equity of provision required across the county with HIA's working to shared objectives and maximising use of local resources.
Alarms/assistive technology	Standardised costs and provision	Instead of/alongside support package where appropriate, preventative, flexible and tailored to individual need Equity of provision required across the county

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Appendix 4

Contract Management and priority matrix - Protocol.

1.0 Purpose

The Supporting People (SP) Programme has now moved into the 'steady state' phase of operation. Locally agreed contract management will now play a key role in the management and strategic development of the programme. This document sets out the Council's approach and objectives in contract monitoring of SP funded services.

The purpose of this protocol is to present an overview of the Cambridgeshire SP Contract monitoring and priority matrix process, to identify the methods and activities that will be utilised to monitor and evaluate performance of SP funded services and to ensure that high professional standards are maintained, continuous improvement is encouraged throughout the life of the contract and service users receive the standard of service that is required.

2.0 Guiding principles

The policy sets out to achieve a supportive framework in which providers are enabled to deliver excellent services to vulnerable people in partnership with the Council.

It aims to ensure that services funded by the Council through the SP Programme:

- Comply with the terms of their contract and deliver the service in line with the service specification
- Deliver improving, high quality, effective services that reflect good practice;
- Achieve successful outcomes for service users;
- Encourage service user feedback that can be used to inform strategic commissioning decisions;
- Focus on the strategic priorities set out in the Council's 5-Year SP Strategy;
- Allow risk to be monitored, managed and action to be taken to mitigate risk;
- Meet local and nationally agreed performance targets;
- Deliver value for money;
- Provide information that informs wider commissioning and procurement activity; and
- Provide performance and programme activity information to all relevant stakeholders

3.0 Context

The Council's approach to the monitoring of steady state contracts has been affected by the following considerations:

- Audit Commission scrutiny
- Communities and Local Government (CLG) Grant Conditions
- Cambridgeshire SP five year Strategy
- CLG emphasis on outcomes
- Developing new services
- Supporting small and specialist providers
- Cambridgeshire County Council Contract Regulations

4.0 Contract management, monitoring and review

4.1 Contract Management Meetings

The frequency of these meetings and the specific qualitative and quantitative data that will be required for submission prior to the meeting will initially be determined on where the contract is placed in the priority matrix i.e. the value of the contract and the risk associated with the service, which may be subject to change from time to time, due to information or data received by the SP Team.

Additional or earlier than scheduled meetings may be arranged should circumstances arise which raise concerns from either party, from service users, partners or stakeholders over the viability or performance of the service; or over the health and safety of the service users.

The full contract management matrix and flow chart are attached. The basic details are as follows:

Threshold bands	Priority Level (Basic)	Degree of Management
50 to 75	High	3 monthly formal visits or more as required Submission of Quarterly Monitoring Information Frequent reporting
25 to 49	Medium	6 to 12 monthly formal visits or more as required Submission of Quarterly Monitoring Information Yearly self assessment questionnaires Submission of an Annual Service Report
0 to 24	Low	Annual Meetings Submission of Quarterly Monitoring Information Yearly self assessment questionnaires Submission of an Annual Service Report

4.2 Baseline, Medium and High contract management and monitoring process

Our approach to contract monitoring is systematic and flexible. It responds to the details and circumstances of each contract. The starting point is to determine whether a baseline, medium or high monitoring approach should be used. The approach is to be applied to an individual contract, not to the whole of the provider's organisation.

The baseline approach will remain in place for one year, although, where there is rapid improvement or rapid deterioration of service, this could result in an interim change in the approach.

A review of the contract will determine the approach to be adopted in the following year and this will be based on where the contract sits in the priority matrix and associated factors.

The high priority approach

This approach may typically be adopted where there have been issues of under performance on Performance Indicator returns (staffing, utilisation, throughput), quality (e.g. QAF grading), Value for Money, and progress against the Improvement Plan and from service review. Equally, for a newly commissioned service it might be appropriate to take a more active approach to contract monitoring while the service establishes a track record of an acceptable level of performance. Regardless of other factors, a small provider or a specialist service might require more active support. Very large contracts representing high value will also be placed in this category initially, but may be assigned a lower level of risk after the first monitoring round.

This approach will entail:

- Regular and timely assessment of contract monitoring information (SPPI and QAF returns)
- An agreed action plan with progress updates with a senior manager(s) of a provider by phone, email or in person
- Contract monitoring meetings 3 monthly or less if required
- A series of service visits as necessary in line with the action plan
- An annual visit to the contracted service or a representative sample of services within the contract for a mini review / health check
- Consultation with Service users, stakeholders and partners

The medium priority approach

This approach might typically, but not exclusively, be adopted where there are concerns with the service and provider around performance on PI returns (staffing, utilisation, throughput), quality (e.g. QAF grading), Value for Money and outcomes of the service review. Or required improvements arising from the service review have not been addressed, despite plans being in place to achieve improvement.

The baseline approach will entail:

- Regular and timely assessment of contract monitoring information (SPPI and QAF returns)
- An agreed action plan with progress updates with a senior manager(s) of a provider by phone, email or in person
- Contract monitoring meetings 6 to 12 months or less if required
- A series of service visits as necessary in line with the action plan
- Yearly self assessment questionnaires
- Consultation with Service users, stakeholders and partners

The baseline approach

This approach might typically, but not exclusively, be adopted where the service and provider has demonstrated good performance on PI returns (staffing, utilisation, throughput), quality (e.g. QAF grading), Value for Money and good outcome of the service review. All required improvements arising from the service review should have been addressed, or plans should be in place to achieve improvement, with progress towards given objectives demonstrated.

The baseline approach will entail:

- Regular and timely assessment of contract monitoring information (SPPI and QAF)
- Yearly self assessment questionnaires
- Contract monitoring meetings at least annually; more frequently by mutual arrangement and project visits.
- Consultation with Service users, stakeholders and partners

4.3 Meeting content

The content of the meetings will be based, but not exclusively, on the following areas, and quantitative reports, where applicable, will be provided in advance of the meetings for consideration and response.

	Heading	Issues	Evidence
	Service Delivery	Has the service delivered the support level specified? Are the Performance Indicators in line with expectations and targets?	Review of Performance Indicator Workbooks for period since last meeting
	Service Quality	Have any issues arisen in relation to compliance with relevant legislation, such as health and Safety, Race Relations, Equal Opportunities, Data Protection, serious complaints, Protection of Vulnerable Adults etc? Check key QAF area's such as the needs, risk and support plans as required.	Review of any other issues raised with SP or advised by any stakeholders SP8 taken from Client Record Information

		Have any complaints about the service been received by the Provider?	
	Outcomes	Are there clear examples of benefits and positive outcomes for service users?	Review of planned moves or maintained independence from Quarterly PI returns and outcome returns once implemented
	Contract Compliance	Have there been any issues of non-compliance with the contract and service specification? Confirm insurance is up to date and in line with contract requirements? Are there any significant changes that may have an impact on this contract?	Report by SP on any relevant issues
	Organisational stability	Has there been any significant changes to the organisation, service management structure or adverse financial performance	Relevant information or update at the earliest convenience

	Staff Issues	Is the service staffed at the contractual levels? What is the staff turnover? Are there any staff retention or recruiting difficulties? Have current staff been provided with the relevant training? Have current staff been cleared by Enhanced CRB checks?	Performance Indicator Workbooks Provider report on staff issues and Training provision Evidence of CRB checks on new starters
	Service User and Stakeholder Interaction	What consultation has been carried out with service users to inform continuous improvement programmes? Have stakeholders been involved in consultation in respect of service outcomes, user needs, and continuous improvement? Confirm appropriate links with advocacy services and any issues arising?	Provider Report on any service user interactions, such as Satisfaction surveys, focus groups, service user group meetings. Provider Report on interaction with other agencies, consultations etc
	Performance	Are the Performance Indicator	Quarterly Workbook

	Management	Workbooks being returned in an accurate and timely manner? Are the Client Record forms being completed and returned in accordance with procedures?	returns review of compliance Review of Client record form returns
	Partnership Relationship	Has the Provider taken part in SP organised events and meetings? If not, what prevented them? Have there been any communication issues, such as unavailability of appropriate staff, non-response/delay in responding to communication? Has the Provider any concerns over relationships/ communication with partners or stakeholders?	Evidence of representation at SP Provider events Report by SP on any communication issues Report from Provider on relationship concerns
	Future Development	Are there any opportunities for service development and improvement? Are there any perceived threats to the service? Are there any areas related to service development that require additional research, data capture to inform long-term planning or service user needs?	Report from Provider on service development issues, including risks, service user needs and long term planning aspects
	Any other business		
	Date of next meeting		

5.0 Annual Report

An Annual Report will be required in the fourth quarter of each year, to be considered in the Contracts Management Meeting. The report should cover some of the topics identified in the meeting content list, and include an overview of the service performance through the year, with particular emphasis on the outcomes and benefits for service users. In addition, the report should include any proposed changes to the service or outcomes required to improve performance, consideration of long-term developments of the service, impact of any local or national strategies that could affect the service and ongoing service commissioning.

5.1 Support Services Review

All services will continue to be assessed against the Quality Assessment Framework for Core and Supplementary Objectives, as defined nationally and locally and amended from time to time. At the time of contract commencement, the Quality Assessment will be against the Core Objectives detailed below and all services are expected to be able to evidence maintenance of Level C and be actively working towards improvement to Level B.

5.2 Quality Assessment Framework Core Objectives

- C1.1** Needs and Risk Assessment
- C1.2** Support Planning
- C1.3** Security, Health and Safety
- C1.4** Protection from Abuse
- C1.5** Fair Access, Diversity and Inclusion
- C1.6** Complaints

5.3 Accreditation

Accreditation will have been awarded prior to the commencement of the contract, however continuance of the Accreditation will on the following basis:

Any non-compliance or removal of an external Passport framework used as part of the original Accreditation must be advised and Accreditation shall be re-assessed.

Any award of an external Passport framework should be advised.

Re-assessment of Accreditation shall be undertaken at the time of any Support Services Review.

5.4 Value for Money

At the time of a Support Services Review, a re-assessment will also be undertaken in respect of the contracted costs and a value for money report produced. However, it is expected that during the term of the contract, the Service provider will seek improved cost efficiency, whilst maintaining quality, and advise of any changes that can be implemented to improve cost efficiency or cost effectiveness.

5.5 Consultation with Service Users and Stakeholder

Providers are expected to actively participate in the development of the consultation process and provide insight, skills and knowledge, which will facilitate the optimisation of the outcomes of this process.

Stakeholder views will be sought in relation to the development of the service, as required, however Providers will be requested to provide information in

respect of their relationships with stakeholders and joint working to improve services.

5.6 Statistical Returns

The current requirement for statistical returns consists of the following:

Client Record Forms for services not currently exempt
 Quarterly Performance Indicator Workbooks
 Annual Self-Assessment Quality Assessment Framework Summaries
 Service-rich Data for National and Local Directory of Services

These returns provide statistical data that the SP Team are required to provide to adhere to the Community and Local Governments grant conditions and to enable a database to be established that facilitates analysis of needs, supply and service provision locally, regionally and nationally.

The provision of these returns as requested by the SP team is paramount and failure to meet requests in terms of both timescale and accuracy may result in the non-compliance to the contract and issue of a default notice.

For information purposes, the current requirements and their relevant data sources are detailed below together with the targets expected to be achieved for the service:

Key Performance Indicators

KPI 1	Service Users supported to establish and maintain independent living (APPLIES TO LONG TERM SERVICES ONLY)
Definition	The number of people who have established or are maintaining independent living calculated as a percentage of service users during the quarter. Also calculated on Year-to-date
Source	Automatic calculation based on information input into the Quarterly Performance Indicator Workbooks
Due Dates	End of third week following the end of the quarter.
Target	Annual Target %
KPI 2	Service Users who have moved on in a planned way from temporary living arrangements (APPLIES TO SHORT TERM SERVICES ONLY)
Definition	The number of people who have moved on in a planned way to a more independent outcome as part of their support plan as a percentage
Source	Automatic calculation based on information input into the Quarterly Performance Indicator Workbooks
Due Dates	End of third week following the end of the quarter.
Target	Annual Target %

KPI 3	Fair Access to people who are eligible for SP Services (BME Groups)
Definition	The percentage of service users from BME groups who have accessed SP services, divided by the percentage of people in the local population who are from BME groups (over 16's only)
Source	SP Client Record Database
Due Dates	Supplied by the Joint Centre for Scottish Housing Research
Target	To Be Monitored Only

Service Performance Indicators

SPI 1	Service Availability (Accommodation based services)
Definition	The number of units available for letting as a percentage of the number of units included in the support service contract.
Source	Automatic calculation based on information input into the Quarterly Performance Indicator Workbooks
Due Dates	End of third week following the end of the quarter.
Target	Annual Target %
SPI 2	Utilisation Levels (Accommodation based services)
Definition	The number of units occupied as a percentage of the number of units available
Source	Automatic calculation based on information input into the Quarterly Performance Indicator Workbooks
Due Dates	End of third week following the end of the quarter.
Target	Annual Target %
SPI 3	Staffing Levels
Definition	The percentage of actual support hours compared with contracted support hours
Source	Calculation based on information input into the Local Quarterly Performance Monitoring Template
Due Dates	End of third week following the end of the quarter.
Target	Annual Target 100 %
SPI 4	Throughput
Definition	The number of service users using the service during the quarter as a percentage of the number of units or support placements contracted. The calculation also takes into account those service users who have left the service in addition to those continuing to use the service. (This indicator identifies the level of planned moves by service users and maintained service users as a measure of effectiveness)
Source	Automatic calculation based on information input into the Quarterly Performance Indicator Workbooks
Due Dates	End of third week following the end of the quarter.

Target	Annual Target More than % but less than %
SPI 8	Complaints
Definition	The number of service users that have made a complaint as a percentage of the total number of service users that used the service during the quarter.
Source	SP Client Record Database
Due Dates	Supplied by the Joint Centre for Scottish Housing Research
Target	To Be Monitored Only for service users filing a complaint

Appendix 5

Terms of Reference for SP Decision Making Groups in Cambridgeshire (updated Jan 2007)

SP Body	Statement of Purpose / Prime Activities
<p>Joint Member Group (JMG)</p> <p>Chair: to be nominated by the group</p> <p>Role: Approval of strategic decisions; “checks and balances” regarding the programme in relation to the strategy; link with other Councillors</p>	<p>The Joint Member Group comprises the relevant portfolio-holders (Committee Chairs) for the five District Councils and the County Council, as well as a representative of the Probation Board and the PCTs. The Group takes responsibility for recommending the strategy to the commissioning authorities and is supported by the Commissioning Body.</p> <p>Main activities comprise</p> <ul style="list-style-type: none"> • Approving the strategic direction and positioning of SP in Cambridgeshire • Approving the SP strategy (“checks and balances” approach), ensuring its endorsement through the appropriate cabinets and committees • Approving the strategic approach to managing the SP grant • Communicating developments and maintaining the link between SP and other councillors and the public • Receiving issues that cannot be resolved at Commissioning Body level
<p>Commissioning Body (CB)</p> <p>Chair: Director of Adult Support Services, Cambridgeshire County Council</p> <p>Role: Direction setting; strategic decision-making (including commissioning)</p>	<p>The Commissioning Body is a group of senior officers with decision-making powers from partner organisations (District Councils, PCTs, County Council and the Probation service). The Body oversees the work of the SP Development and Implementation Group¹ (which in turn is supported by the SP Team) and sets strategic aims and objectives for the programme across Cambridgeshire.</p> <p>Main activities comprise</p> <ul style="list-style-type: none"> • Deciding the overall strategic direction of the programme • Developing the SP strategy and ensuring appropriate links with other strategies • Accountability for the delivery of the SP strategy, within the grant available • Ensuring that the member representing their agency on the Joint Member Group is kept fully

¹ Supporting People Development & Implementation Group (DIG) is the revised name for the Core Strategy Development Group, that more aptly describes their required role

SP Body	Statement of Purpose / Prime Activities
	<p>informed of developments relating to SP</p> <ul style="list-style-type: none"> • Ensuring, and supporting, the necessary action by their representative on the SP Development and Implementation Group to deliver the SP strategy within their agency • Ensuring SP developments are communicated throughout the agency they represent
<p>Development and Implementation Group (DIG)</p> <p>Chair: SP Accountable Officer</p> <p>Role: Providing expert knowledge to the SP Team; making recommendations and reporting to Commissioning Body; contributing to and implementing the SP Strategy; ensuring the links with other relevant strategies; communicating SP more widely</p>	<p>The Development & Implementation Group is an operational group of officers from Social Care (Children, Young People & Adults), District Councils, PCTs, the Probation service and the County Council Research Group, as well as three provider representatives. The Group acts as an advisory body to the Commissioning Body.</p> <p>Main activities comprise</p> <ul style="list-style-type: none"> • Advising on reports/issues raised by the SP Team • Playing a key role in the development of the SP strategy • Communicating developments with their agency's Commissioning Body representative (where there is one) • Communicating SP developments throughout the agency/organisation they represent • Ensuring the appropriate links are made between SP and other related strategies • Working within the agency they represent to implement the SP strategy and the recommendations approved by the Commissioning Body • Reporting on progress and issues (e.g. from other related housing groups / sub-group work) to the rest of the Development & Implementation Group / Commissioning Body as appropriate
<p>Inclusive Forum</p> <p>Chair: Member of Commissioning body</p> <p>Role: To enable effective communication, consultation and exchange of information between SP, Service Providers and Stakeholders.</p>	<p>The Inclusive Forum brings together SP, service providers and key stakeholders to ensure effective communication and on-going consultation</p> <p>Main activities comprise</p> <ul style="list-style-type: none"> • Updating Service Providers and Stakeholders on current and future developments and give them an opportunity to question SP on its programme. • Receiving feedback from Service Providers and Stakeholders on practice and process issues, and on strategic developments. • Consulting Service Providers and Stakeholders on issues being considered by the Commissioning Body of the Administering Authority and to communicate any decisions

SP Body	Statement of Purpose / Prime Activities
	<p>made.</p> <ul style="list-style-type: none"> • Presenting information arising from research, and from national, regional and local initiatives. • Signalling investment priorities, and give early notice of any significant policy decision that may affect Service Providers and/or Stakeholders. • Reporting the financial and budgetary position of the SP Programme. • Giving Service Providers an opportunity to elect representatives to sit on the Development and Implementation Group and other working groups, as appropriate, and to hold a private session as part of each meeting of the Forum to share information and discuss issues of common interest.
<p>SP Team</p> <p>Role: day to day administration of the SP programme; supporting the Development & Implementation Group in the implementation of the strategy and Commissioning Body recommendations</p>	<p>The SP Team manages the day-to-day administration of the programme supported by resources from across the Administering Authority.</p> <p>Main activities comprise</p> <ul style="list-style-type: none"> • Financial administration and reporting to Commissioning Body • Service review and contract monitoring and management • Coordinating SP strategy development • Programme delivery, and supporting the Development & Implementation Group in service development • Identifying and sharing best practice • Leading on, or taking a role in, cross-authority developments, engaging Development & Implementation Group members as appropriate • Provider/user/carer/stakeholder/partner consultation • Bringing issues, recommendations and exception reporting to the attention of the Development & Implementation Group, for them to advise/direct accordingly • Producing composite reports from the Development & Implementation Group to the Commissioning Body, where required

SP Body	Statement of Purpose / Prime Activities
	<ul style="list-style-type: none"><li data-bbox="288 297 1369 398">• The SP programme is led by the Accountable Officer, together with their line manager from the Administering Authority (Director of Adult Support Services)<li data-bbox="288 450 855 483">• The SP Team is led by the Lead Officer

Appendix 6

Cambridgeshire SP Costing Model

Type of Service		Contact Hours per person per week
1) Crisis Management (to enable independence)		
Night shelter		Maximum – (up to 14) Target – (6-7)
Assessment centre		Maximum – (up to 20) Target – (10-11)
Hostel	Standard	Maximum – (up to 10) Target – (4-6)
	With provision for complex needs	Maximum – (up to 20) Target – (10-11)
	With provision for homeless families	Maximum – (up to 10.0) Target – (1-3)
Refuge		Maximum – (up to 11) Target – (9-11)
2) Developing Independence (to enable move-on to greater independence – shorter-term focus)		
Foyer		Maximum – (up to 15) Target – (6-8)
Floating support	Standard	Maximum – (up to 6) Target – (1-3)
	Resettlement	Maximum – (up to 7) Target – (1.5 – 3.5)

Type of Service		Contact Hours per person per week
	Exceptional	Maximum – (up to 10) Target – (5-7)
Supported housing	Low level support	Maximum– (up to 10) Target – (2-4)
	Medium	Maximum – (up to 15) Target – (7-9)
	High/ exceptional	Maximum – (up to 20) Target – (15.5 – 17.5)
Supported lodging		Maximum – (up to 13) Target – (10 -11)
3) Sustaining / Maintaining Independence (on a more permanent basis)		
Supported housing	Standard	Maximum – (up to 7) Target – (0.25 – 1.5) NB - may be less than .25 with telecare services
	Medium	Maximum – (up to 10) Target - (2-4)
	Exceptional	Maximum – (up to 15) Target – (9-11)
Floating support	Standard	Maximum – (up to 3) (up to 3.5) Target – (1-3)
	Exceptional	Maximum – (up to 8) Target – (4-6)

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Appendix 7

Projected spend for 07/08 by client group and service type.

	SERVICE TYPE						
(£000'S)	Accommodation Based Service	Accommodation based with floating/resettlement	Community or Social Alarm	Floating Support Service	Home Improvement Agency	Resettlement Service	Grand Total
PRIMARY CLIENT GROUP							
Homeless Families with Support Needs	215	20		89			324
Single Homeless with Support Needs	1,333	383		724		163	2,603
Teenage Parents	117	21		32			170
Young People at Risk	1,687	101		251			2,039
Offenders or People at risk of Offending	390	59		131		6	586
Older people with support needs	2,185		64		161		2,410
Frail Elderly	209						209
People with a Physical or Sensory Disability	358			206			564
People with Mental Health Problems	1,098	115		343			1,556
Women at Risk of Domestic Violence	196	142		14			352
People with Learning Disabilities	1,847	73		59			1,979
Traveller		76					76
People with HIV / AIDS				22			22
People with Drug & Alcohol Problems	82			101			183
Grand Total	9,717	990	64	1,972	161	169	13,073

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