

Draft on future Supporting People Vision, Strategic Outcomes and Priority Aims

2010 - 2015

Cambridgeshire Supporting People Our Vision, Strategic Outcomes and Priority Aims

Glossary of Terms

Accommodation based support service	A Supporting People funded housing related support services, which is tied to the accommodation where the service user lives. When a service user moves out of the accommodation, the support ceases.
Area Based Grant (ABG)	Area Based Grant is a general grant allocated directly to local authorities as additional revenue funding to areas. It is allocated according to specific policy criteria rather than general formulae. Local authorities are free to use all of this non-ringfenced funding as they see fit to support the delivery of local, regional and national priorities in their areas.
Cambridgeshire Together	Cambridgeshire Together is a group of key local organisations that are working in partnership to improve the quality of life for those who live, learn, work and travel in Cambridgeshire.
Cambridgeshire Together Board	Cambridgeshire Together Board is led by local authority members and senior decision makers from the County Council and five District Councils, the police, health, business representatives and the voluntary and community sector. Cambridgeshire Together, and all the partnerships within it as recognised by the Board, is jointly responsible for delivering the Cambridgeshire Vision and Local Area Agreement
Cambridgeshire Together Document	See Local Area Agreement
Client Groups	A group of people such as 'older people' or 'homeless people' that Supporting People services will support.
CLG	(Department of) Communities and Local Government – Central Government Department responsible for housing, local government and the Supporting People programme.

Contract Management Protocol	This protocol sets out the obligations of both the Cambridgeshire SP team and providers regarding the delivery and improvement of services. SP Contract Officers meet with each provider organisation on a quarterly basis to discuss issues regarding their services and service development and to monitor service quality and performance.
Distribution formula	The distribution formula was developed by CLG to allocate funding to Supporting People teams on the basis of a set of criteria related to need rather than historic patterns.
Financial Benefits Model/Benefits Realisation Model	The Benefits Realisation model was developed for CLG by Cap Gemini (Consultancy). The model is designed to calculate, for each group, the financial benefits of Supporting People (SP) funded services. It does this by considering the cost of two alternative scenarios; a baseline scenario where individuals in the group are supported with packages that involve Supporting People funding – and an alternative scenario, where they are supported with packages that do not involve Supporting People funding.
Floating support service	A Supporting People funded housing related support service, which is not tied to accommodation and can be accessed by people regardless of where they live. When the service user moves accommodation, the service can move with them.
Framework Agreement	An agreement whereby providers are appointed to a Select List on the basis of their ability to provide services of the required quality. Contracts are then Called Off and a Mini-Tender round is carried out. Contracts are then issued on the basis of cost and deliverability.
Governance arrangements	The Supporting People programme is governed by a set of groups: Commissioning Body – a group of senior officers with decision-making

	<p>powers from partner organisations (District Councils, NHS, County Council and the Probation service)</p> <p>Community Well-Being Partnership Board – a formally recognised thematic strategic partnership within Cambridgeshire Together, the overarching purpose of which is to ensure that different local agencies work together effectively to improve the health and wellbeing of Cambridgeshire residents and to improve outcomes for adults with health and care needs. This incorporates preventive services, support for independent living, and provision of health and social care.</p> <p>Development and Implementation Group – this is an operational group that helps develop and implement areas of policy and acts as an advisory body to the Commissioning Body. It includes representatives from the County Council, District Councils, Primary Care Trust, Probation Service as well as Service Providers</p>
Housing related support	<p>Housing related support services help vulnerable people to live independently in their own homes. Services can be 'short-term' or 'long term' depending on peoples needs and include such things as:</p> <ul style="list-style-type: none"> • Advice on managing money. • Advice on claiming benefits. • Developing domestic or social skills. • Personal and home safety.
Inclusive Forum	<p>Quarterly forum aimed at Supporting People providers, stakeholders and commissioners of services, which provides information and a platform for discussion on Supporting People issues in Cambridgeshire</p>
Local Area Agreement (LAA)	<p>Local Area Agreements (LAAs) set out the priorities for a local area agreed between central government and a local area.</p>
Multidisciplinary service	<p>A service that supports a range of</p>

	<p>people rather than focusing its support solely on one group. Consists of support workers from a range of disciplines, as distinct from a generic service that provides the same support to all.</p>
<p>Personalisation/Personalisation agenda</p>	<p>Service users have greater control over how their support is delivered and in some cases who delivers it.</p>
<p>Quality Assessment Framework (QAF)</p>	<p>Services are reviewed across six core objectives:</p> <ul style="list-style-type: none"> • Assessment & Support Planning • Security, Health & Safety • Safeguarding and Protection from Abuse • Fair access, Diversity and Inclusion • Client involvement and Empowerment. <p>Each core objective is graded, with level C meaning it has met the required minimum standard. Level B means good practice can be evidenced. Level A means excellence and is associated with providers striving to be leaders in their field.</p>
<p>Service User Empowerment and Involvement Strategy</p>	<p>The overall aim of this strategy is to create real opportunities for individuals to get involved on a strategic level in order to influence the management, design and delivery of services in Cambridgeshire. We hope to achieve this through creating an Involvement Group, with clearly defined roles for the members of the group.</p>

Cambridgeshire Supporting People – Proposed Vision, Strategic Outcomes and Priority Aims

Introduction

This Document

Please note that this strategy document intentionally only presents the proposed Vision, Priority Aims and Strategic Outcomes that it intends to deliver. We make it clear within the Consultation Questionnaire what we are and are not consulting on.

Following the consultation, feedback will be provided on the responses received and how they will be addressed moving forward. Once the Vision, Priority Aims and Strategic Outcomes have been finalised, a delivery plan will be produced for how these will be delivered. This will then become the programme of work for the Supporting People Partnership in Cambridgeshire. This will not be consulted on, as it will be driven by what is agreed from this consultation, but will be made available (and can be made available on request).

It should also be noted that this strategy will not exist in isolation, but will be linked with a whole range of other relevant strategies, activities and governance structures in order to help meet common objectives as efficiently and effectively as possible.

Supporting People

Supporting People is a working partnership of housing, social care, probation, health, voluntary sector organisations, housing associations, support agencies and service users and has been in place since 2003. The £1.6bn¹ Communities and Local Government (CLG) funded programme is committed to providing a better quality of life for over 1.2 million vulnerable people to live more independently and maintain their tenancies/homes.

The Supporting People programme strategically commissions, monitors and reviews housing related support services to complement existing statutory services. The programme supports some of the most vulnerable and socially excluded members of our society. The primary purpose is to develop and sustain an individual's capacity to live independently in their accommodation. Examples include enabling individuals to access their correct benefit entitlement, ensuring they have the necessary skills to maintain a tenancy, advising on home improvements and accessing a community alarm service. Client groups include: single homeless, homeless families, rough sleepers; ex-offenders and those at risk of offending; physical and sensory disability; domestic violence; alcohol and drug problems; teenage parents; older people; young people at risk/leaving care; HIV and AIDS; learning difficulties; travellers; migrant workers, refugees, asylum seekers; mental health.

¹ As at 2009

The programme saves money elsewhere by preventing or deferring the use of more costly alternatives e.g. hospitalisation; institutional care; committing/becoming a victim of crime; homelessness. It can also help the smooth transition to independent living from these alternatives. Robust financial modelling by Capgemini (March 2009) has demonstrated a net financial benefit from the Supporting People programme of £3.41bn per annum, against an overall investment of £1.61bn.

Local Context and Pressures

A fundamental activity surrounding the delivery of Cambridgeshire's Supporting People strategy must therefore be how to best position the programme within the broader prevention agenda to ensure it is delivered in the most effective and efficient manner possible. This is particularly important given the current economic climate.

There are a number of local factors that need to be taken into account regarding the strategic positioning of the programme in Cambridgeshire. Examples include:

- Making Cambridgeshire Count. This is an initiative looking at how public sector monies across Cambridgeshire (including all councils, health, police and fire services) are spent, to collectively address the challenges of public sector funding. One solution may be to agree which services are best delivered locally and which on a county-wide basis.
- The grant at the start of the programme in 2003 was £13.3m, this has reduced to £10.8m in the current year, 2010/11. This is a reduction of £2.5m (19%)
- The overall financial situation of public services as a result of the recession. This requires a radical re-think of how services are delivered, across the piece.
- The restructuring of Community and Adult Services within the County Council (the directorate from which the programme is administered). Included within this is the planned Transformation of Adult Social Services², that will be integral to the work of this new directorate.
- Delivery of the Local Area Agreement and the strategic themes within it.

Contribution to Local Objectives

The Local Area Agreement

Supporting People is one of the largest revenue streams for the third sector and will be the largest contributing funding stream to the Area Based Grant. The Supporting People programme contributes to a wide range of the National Indicators (NIs), from the national performance indicator set prescribed by Government, by reducing dependency and promoting: independence, health, well-being and social inclusion (see Appendix 1, which also highlights those that are currently within Cambridgeshire's Local Area Agreement).

² Shaping our Future - A Framework for Action. Transforming Adult Social Care in Cambridgeshire through Personalisation

The Supporting People programme is a key element within the newly formed Thematic Strategic Partnership - the Community Well-being Board - that reports directly to Cambridgeshire Together. This partnership has already acknowledged that:

- Systems need to be designed that holistically promote health and well-being "upstream" to reduce the need for resources "downstream" across all areas of the partnership, including public health, adult social care and Supporting People
- The objectives of the partnership cannot be achieved without the work and direction of e.g. district councils, parish councils, the third sector and individuals and communities themselves.

Transforming Adult Social Services

'Putting People First'³ outlines four, linked areas on which councils and their partners should focus:

- Universal services (including transport, leisure, education, health, housing, community safety, and access to information and advice)
- Early intervention and prevention (supporting people at an early stage to stay independent for as long as possible)
- Self-directed support (services available tailored to individuals' needs, rather than individuals adapting to the services available)
- Social capital (how society works to make sure everyone has the opportunity to be part of a community)

Supporting People contributes to all of these, but its greatest contribution, and hence the prime focus of this strategy, is in relation to early intervention and prevention. As Cambridgeshire's Transformation Strategy states, not only do early interventions make sure people can stay in their own homes for as long as they want, they are also the best way of keeping the costs down in the future. Such services promote independence and reduce the requirement for longer term interventions. To achieve this requires a bringing together of resources wherever possible to realise maximum efficiency, effectiveness and hence value for money. The role of housing-related support within the early intervention and prevention agenda (and SP as a specific funding stream contributing to this) is presented in more detail in Appendix 2.

Personal outcomes for the residents of Cambridgeshire

Personal outcomes as a result of the support provided by the SP programme, that people in Cambridgeshire have specifically highlighted as important, include⁴:

'Maximising income'

'Maintaining accommodation/avoiding eviction'

'Accessing external groups and services, friends and family'

³ A shared vision and commitment to the transformation of adult social care, HM Government December 2007

⁴ As identified from the 'housing related support' needs analysis conducted for Cambridgeshire in 2009.

Other personal outcomes specified and measured by the programme include:

- Increasing independence
- Better managing health and well-being
- Participating in leisure, cultural, faith and informal learning activities
- Complying with a statutory order
- Participating in training/education
- Reducing debts
- Participating in work-like activities
- Avoiding harm from others

Clearly the SP programme has a key part to play in achieving many of the broader strategic objectives within Cambridgeshire

The total value of services currently commissioned in Cambridgeshire is approximately £12m⁵.

The previous 5-year Supporting People strategy was written in 2004 for 2005-2010. An interim Commissioning Strategy was produced for the period 2008-10 as an addendum to this earlier strategy. Having undertaken a needs analysis in 2009, we are now in a much better, evidence-based, position to specify the future of the programme in Cambridgeshire.

Vision

Our vision is to enable as many vulnerable young people⁶ and adults as possible to improve, maintain or regain their independence through a range of housing related support options.

Priority Aims

To ensure we deliver our vision we have developed a number of '**Priority Aims**'. These are set out below.

Priority Aim 1: Deliver more flexible and preventative services to improve the outcomes for the residents of Cambridgeshire

Priority Aim 2: Improve the quality of services and ensure the market is developed and managed appropriately to improve the outcomes for the residents of Cambridgeshire

Priority Aim 3: Develop stronger partnership working to improve the outcomes for the residents of Cambridgeshire

Priority Aim 4: Achieve a balanced budget within 3 years (i.e. by 2012) for the achievement of the above priority aims to be sustainable

⁵ As at 2009/10

⁶ By young people we mean over 16. We also work with adults up to any age.

Our **Priority Aims** are covered in more detail in the section entitled **Priority Aims - the detail**

Strategic Outcomes

In pursuing our vision and priority aims, we want to achieve the following strategic outcomes (see "Strategic Outcomes - the detail" section for more details):

- Greater availability of and accessibility to services:
 - Across all districts within the county
 - Across all groups
- High quality services
- Improved personal outcomes for the residents of Cambridgeshire
- Improved awareness of the services available to enable greater choice and control for residents
- Services that are more seamless (more joined up) from the client's point of view and experience
- Services that are more personalised and tailored to the needs of each individual
- Best use of public resources in how services are commissioned, managed and delivered
- Improved performance e.g. reductions in: homelessness; crime; those not in education, employment or training

Priority Aims - the detail

The focus of the Supporting People programme is extensive. To address this, and to ensure we improve outcomes for residents in Cambridgeshire, we have identified four **Priority Aims** that we will focus on over the next 5 years (the timeframe for this document). By focussing on these Priority Aims we will deliver the strategic outcomes stated in this document.

The following section of this strategy examines each of the priority aims in detail and considers the work that we must undertake to achieve the outcomes required. For each of the aims we highlight what achieving them will mean for people using Cambridgeshire's Supporting People services; providers; and, commissioners and other stakeholders respectively.

For each priority aim we consider:

- The background
- Where we are now
- Where we aim to be in 5 years time, and:
 - What this means for people using Supporting People services Cambridgeshire
 - What this means for providers

- What this means for commissioners and other stakeholders in Cambridgeshire

PRIORITY AIM 1 – Deliver more flexible and preventative services to improve the outcomes for the residents of Cambridgeshire

An older man, formerly an intravenous drug user with health & mobility problems, needed to spend time in hospital on several occasions during the past few years & has a tendency to discharge himself. He disengaged from social care involvement some time ago, which is particularly problematic when planning for his discharge from hospital.

He has been known to DHIVERSE for some time & has engaged with the SP project for nearly two years; The team recently supported him through an episode where his son & an older friend, who had moved into his flat, were physically & verbally abusing him. Neighbours complaints about antisocial behaviour were putting his tenancy in jeopardy. The SP worker instituted a POVA proceeding, where it was disclosed that the man's health was so fragile that a fall could kill him. The involvement of the SP worker during this time helped the man to feel safer while the perpetrators moved out of his flat, and enabled him to maintain his tenancy.

Background

The Supporting People programme has always delivered services that are both flexible and preventative. For example, floating support services funded by SP work with anybody in any type of accommodation anywhere in the county and prevent them from becoming homeless.

In May 2009 a needs analysis was completed for the Supporting People programme in Cambridgeshire. This provides a theoretical picture of need across 21 different groups and concludes:

- There is current capacity to support 9933 people in Cambridgeshire, with approximately 12, 509 people possibly requiring support*
- By 2026 up to 17, 641 people may require support*
- A greater proportion of spend should be invested in floating support services
- Looking at individual groups in isolation gives a narrow understanding of need
- Some of the most vulnerable groups we support, e.g. Gypsies and Travellers, get the least funding and should get more

* - Data from the Supporting People Needs Analysis.

In summary, whilst the SP services funded are preventative some of the most vulnerable people who need support are not being supported. Whilst we offer flexible services covering individual groups the use of labels can give a

narrow understanding of need. For example, an offender may have substance misuse and mental health issues and may present in a homeless service and be recorded as single homeless. This individual may have an array of support needs and require services set up to meet all those needs in a seamless (joined up) way. That is, the individual wants to have as many of their needs met as possible through a single service, rather than having to seek similar support from different places.

This priority aim needs to be developed with our partners to ensure the most effective provision of preventative services (see also Appendix 2).

Where we are now

Looking forward we need to see flexible services, which think beyond a simple group label. This process has already started in floating support services and the same approach needs to be considered for all services, including accommodation-based services.

The theme of flexibility should not be constrained to traditional ways of delivering support. Given the developing personalisation agenda, SP needs to develop services with increasing user control and direction.

Where we AIM to be in 5 years time

PRIORITY AIM 1 – Deliver more flexible and preventative services to improve the outcomes for the residents of Cambridgeshire

What does this mean for people in Cambridgeshire?

- *Services that are more responsive to individual needs, regardless of their age, location and complexity of need*
- *Services that are available to people as soon as they are needed*
- *Services that can be made available to people prior to them losing their independence, so as to maintain their independence / delay any loss of independence*
- *Services that are available to people to increase their independence / prevent them from losing their independence again, e.g. following a crisis, and to enable them to maintain their independence, e.g. following rehabilitation back into the community*
- *Services that move with the person, where appropriate, regardless of where they reside within the county*
- *Services that respond to the changing needs of individuals over time, without the need to change services wherever possible, unless they wish to do so*
- *Services that are provided in a way that prevent individuals from moving home just so that they can receive the service*
- *Services that are available to people that would otherwise not receive support*
- *Services that are tailored, rather than a "one size fits all" approach regardless of need and desire*

PRIORITY AIM 1 – Deliver more flexible and preventative services to improve the outcomes for the residents of Cambridgeshire

What does this mean for providers⁷ in Cambridgeshire?

- *Increased flexibility of provision*
- *Service provision that is more responsive to the needs of individuals, varying as their needs vary*
- *Tailoring services to the personalisation agenda, and other such government directives*
- *Targeting services to those clients that tend to need more costly statutory services, to prevent such need arising (e.g. falls prevention)*
- *Adopting innovative and creative practices, including e.g. use of assistive technology*

PRIORITY AIM 1 – Deliver more flexible and preventative services to improve the outcomes for the residents of Cambridgeshire

What does this mean for commissioners / other stakeholders in Cambridgeshire?

- *Cost savings by making relatively low cost high value SP services available "up-stream" to prevent/delay the need for the more costly statutory services "down-stream"*
- *Work in partnership to commission / develop more seamless / flexible services*
- *Invest jointly in those higher value, lower cost services to prevent/delay the need for more costly statutory services - thus adopting an invest to save approach*

⁷ The term providers also includes those that have the potential to provide services within Cambridgeshire in the future

PRIORITY AIM 2 – Improve the quality of services and ensure the market is developed and managed appropriately to improve the outcomes for the residents of Cambridgeshire

Mr X lost the sight in one eye due to an accident some years ago and now has a glass eye replacement in his right eye. He recently suffered from a posterior vitreous detachment to his left eye which has left him with very little sight at all. His level of sight is low enough for him to be registered as Blind but at the time of his visit to the clinic at Addenbrooke's Hospital he was so emotionally traumatised and shocked that he was reluctant to be registered as worse than partially sighted

At the time Mr X and his wife were about to embark on a round the British Isles trip in a motor home - an adventure before retirement. His sight loss was sudden and dramatic and with no home other than a travelling motor home Mr X and his wife were in dire straits with no income, no place of permanent residence and because of local planning regulations having to move the motor home every 21 days.

The Supporting People team worked with East Cambridgeshire Housing to get Mr X and his wife re-housed in a suitable bungalow in Littleport and helped him access a community care grant and apply for Attendance Allowance

Mr X has just attended six weeks at an emotional support group run by Cam Sight. These are peer support groups led by a qualified counsellor and are an enormous help to those who have recently had a sight loss and are coming to terms with their new situation.

Through his association with Cam Sight Mr X has been able to regain some of his independence and confidence in his ability to live a full life with reduced sight.

Background

Between 2003 and 2006 all the services funded by SP were reviewed and were determined as being of good quality. Between 2006 and 2009 a Contract Management Protocol was developed and implemented. Each service now has its own Contract Officer and a regular process is in place to continue to improve/build on the performance and quality of services.

During the summer of 2009 the Supporting People Team launched the first stage of a framework contract for floating support services and a similar commissioning approach will be launched for accommodation based services. These commissioning agreements will specify what is required in terms of modernised housing support services. A rigorous process will be in place to verify that the successful organisations have the skills and expertise to deliver the services required. This will help to ensure that the local market can deliver the services that are needed.

Where we are now

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People Strategy refresh May 10 - draft.doc

With the contract management protocol in place there is a process for measuring and improving the quality of services that is being delivered. As providers are successful in getting onto the Framework Agreements we intend to build up a diverse set of organisations which can help deliver the services we need in Cambridgeshire.

The SP team has recently completed a Client Involvement and Empowerment Strategy, which aims to put users at the heart of services. This will be central as service users control is key to improving quality. We have an opportunity to build on the work of the Supporting People Inclusive Forums to help us to develop and support the market for housing support services. Inclusive approaches such as this need to be used to help improve quality and develop the market.

Where we AIM to be in 5 years time

PRIORITY AIM 2 - Improve the quality of services and ensure the market is developed and managed appropriately to improve the outcomes for the residents of Cambridgeshire

What does this mean for people in Cambridgeshire?

- *Higher quality services*
- *Greater range of services and providers to choose from*
- *Opportunity to influence service improvement and development*
- *More options for achieving greater independence*
- *Ability to move on to the highest levels of independence at the earliest appropriate opportunity*

PRIORITY AIM 2 - Improve the quality of services and ensure the market is developed and managed appropriately to improve the outcomes for the residents of Cambridgeshire

What does this mean for providers⁸ in Cambridgeshire?

- *Achieving the highest levels appropriate on the Quality Assessment Framework*
- *Being innovative in the service offered - in terms of both the service itself and how it is offered. For example, preparing for the personalisation agenda and other such government directives and market influences*
- *Working with commissioners to fully understand the changes, influence and prepare for them*
- *Working in partnership with others where it is not possible to provide the required service alone*
- *Opportunity to feedback to commissioners and others from experience*
- *Involving and empowering residents*
- *Better informed regarding people's and commissioners needs and the timescales regarding funding availability*

⁸ The term providers also includes those that have the potential to provide services within Cambridgeshire in the future

- *Less silting up of services as a result of greater availability of places for people that are ready to move on to the next level of independence*
- *Less frustration*
- *Improved performance*

PRIORITY AIM 2 - Improve the quality of services and ensure the market is developed and managed appropriately to improve the outcomes for the residents of Cambridgeshire

What does this mean for commissioners / other stakeholders in Cambridgeshire?

- *Working in partnership with providers to ensure the market is not destabilised. For example, assessing the impact of commissioning solutions prior to implementation and revising them where necessary*
- *Supporting providers to build capacity*
- *Supporting providers to remodel existing services where appropriate*
- *Working to the Compact⁹*
- *Ensuring that providers are not disadvantaged by the commissioning approach, and other approaches, adopted*
- *Ensuring that diversity is maintained within the market to ensure there is choice for people*
- *Evaluating approaches taken to ensure good practice*
- *Involving and empowering people*
- *Communicate with providers and other stakeholders regarding strategic plans and funding commitments at the earliest opportunity*
- *Greater understanding of what providers can offer and in what capacity*
- *Providers that are better engaged and fully committed to providing the highest quality and range of services in Cambridgeshire*
- *The right people in the right services, so that no one is "blocking" the system due to a lack of options.*

⁹Details on the Compact can be found at:

<http://www.cambridgeshire.gov.uk/council/depts/community/communitylearningdev/compact/default.htm>

AIM 3 – Develop stronger partnership working to improve the outcomes for the residents of Cambridgeshire

Background

The SP programme in Cambridgeshire has always been based on a partnership approach and has delivered common objectives. Traditionally this partnership approach has been focussed around governance arrangements and promoting stakeholder input into service delivery and design.

Where are we now

Looking forward there is an opportunity to take this partnership working to a new level with an increased focus on shared outcomes and joint commissioning. This could also include managing contracts jointly or on behalf of each other, which would mean less duplication and would be more efficient. The programme should increase social capital by working in partnership with families, carers, neighbours and the community, thereby building supportive networks.

From April 2010 funding for the Supporting People programme will become part of the Area Based Grant (ABG). The ABG comprises a range of funding streams previously earmarked for specific purposes that are now amalgamated to deliver shared priorities for Cambridgeshire's communities alongside other specific funding streams. The shared priorities are detailed in a document known as Cambridgeshire's Sustainable Community Strategy also referred to as Cambridgeshire's Local Area Agreement. In summary the priorities are:

- Growth
- Economic prosperity
- Environmental sustainability
- Equality and Inclusion
- Safer and Stronger Communities

SP already makes a significant and very positive contribution to these priorities as demonstrated through the information below:

Supporting People funded an Accommodation Officer operating on a countywide basis in the Youth Offending Service. The post has been successful in reducing offending and in seeing decreasing numbers of young people being homeless in the longer term. It is also very much worthy of note that fewer young people have remained in custody purely as a consequence of not having appropriate accommodation available at the point when early release on licence would otherwise have been agreed. This situation has arisen repeatedly in the past, but it is particularly gratifying that it has arisen far more rarely in the last two years.

Without one designated Accommodation Officer in post linked to the YOS, the alternatives would be far more referrals directly to the district councils, Social Care or other agencies, with very substantially worse and less timely outcomes as a consequence. The range of accommodation providers have

been exceptionally positive across the board about having one key point of contact that they have confidence in, where they can ensure issues are addressed and there is clear information sharing.

This has been so successful that the YOS has recently entered a joint commissioning arrangement with Supporting People in order to maintain this role and to enable the statutory responsibilities that the post delivers to be retained. Without such an arrangement, it would not be possible to achieve the joint objectives of the commissioners involved as efficiently and effectively, and in some cases at all.

In 2008/09, 316 (of 529) (60% compared to 18% nationally) people in Cambridgeshire SP short-term services participated in training or education.

99% (compared to 97% nationally) of people over 65 in long term services maintained their accommodation; 98% (compared to 96% nationally) maximised their income and 97% (compared to 90% nationally) accessed leisure, cultural, faith or informal learning activities.

In the same year, 461 (of 499) (92% compared to 89% nationally) people in short-term services maximised their income and 118 (of 154) (77% compared to 78% nationally) accessed cultural, faith and informal learning activities.

In the future SP must build on this contribution to help improve the outcomes of Cambridgeshire's communities. This will mean thinking about how different housing, health and social care services aimed at supporting vulnerable people to lead independent lives and improve their life chances can be delivered more closely together. This could be achieved through strengthening partnership arrangements. Supporting People cannot exist in isolation and needs to be better aligned so that its resources are used more efficiently and effectively by working with other commissioners.

Where do we AIM to be in 5 years time

AIM 3 – Develop stronger partnership working to improve the outcomes for the residents of Cambridgeshire

What does this mean for residents in Cambridgeshire?

- *Improved outcomes*
- *Services that are more seamless and better co-ordinated*
- *Better use of public resources*
- *Greater involvement in, and influence over, services*
- *Higher quality services*
- *Less frustration*
- *More integrated communities*
- *Ability to move on to the highest levels of independence at the earliest appropriate opportunity*

AIM 3 – Develop stronger partnership working to improve the outcomes for the residents of Cambridgeshire

What does this mean for providers¹⁰ in Cambridgeshire?

- *Less duplication*
- *Less confusion / greater clarity*
- *More efficient use of resources*
- *Increased focus on individuals*
- *Greater understanding of individuals, commissioners' and other stakeholders' objectives*
- *More jointly commissioned services*
- *Increased learning*
- *Services more integrated with each other, regardless of provider, funding stream etc.*
- *Greater range of options available for people*

AIM 3 – Develop stronger partnership working to improve the outcomes for the residents of Cambridgeshire

What does this mean for commissioners / other stakeholders in Cambridgeshire?

- *Greater efficiencies*
- *Less duplication*
- *Improved planning*
- *Better use of resources*
- *Greater understanding of each other's objectives and how they can best be achieved*
- *Greater understanding of how services meet joint objectives*
- *Greater understanding of providers' perspectives*
- *Improved understanding of what providers can offer*
- *Increased focus on individuals*
- *Improved performance, including delivery against the LAA*
- *Improved understanding of how everyone can work together better*
- *More jointly commissioned services*
- *More integration between different initiatives, funding streams and services*
- *Greater creativity and innovation e.g. in how services are planned, commissioned, delivered and manage. Improved problem-solving / service solutions.*
- *Increased learning*
- *Less silting up of services (e.g. "bed-blocking") and more services available to suit people's level of independence, rather than allocating people to whatever service is available or expecting them to receive the same service regardless of their needs*

¹⁰ The term providers also includes those that have the potential to provide services within Cambridgeshire in the future

AIM 4 – Achieve a balanced budget within 3 years for achievement of the Priority Aims to be sustainable

Background

Since the Supporting People (SP) programme went live in 2003 central government has been implementing a distribution formula to decide how much SP money each area should receive. Introducing the formula has resulted in a reduction in the amount of SP grant received for Cambridgeshire from £13.3m in 2003/4 to £11.4m in 2009/10 and an anticipated £10.8m in 2010/11.

Where are we now

In the current financial year (2009/10) expenditure is significantly greater than income. This is currently being managed through a financial management fund established early on in the life of the programme, however this is time-limited. A central aim of the future strategy therefore needs to ensure that income and expenditure are in line.

The SP programme is one where the concept of investing to save is realised. Evidence suggests that through investing in housing support it is possible to make savings elsewhere in public services. The evidence basis for this is demonstrated by the CLG Supporting People Financial Benefits Model. This shows that for every pound spent on housing support £1.78¹¹ is saved elsewhere in public services. There is a clear need to make the case for greater investment in housing support locally, and hence for mainstreaming the programme as required by Government. In its response to the House of Commons CLG Select Committee Report into the programme www.communities.gov.uk/publications/housing/responsecommitteesprogramme, Government emphasises the importance of ensuring that the preventative role of housing related support is recognised in the ongoing work on the future of the care and support system and will continue to raise the profile of the SP programme. Without the services the programme funds, there would be increased costs in the areas of health service, homelessness, tenancy failure, crime and (in particular) residential care packages. In reality for some people, particularly those who do not qualify for statutory support, the actual alternative might be no support, with costs falling on the individual, their families and society as a whole.

Joint commissioning plans are already underway between Supporting People and colleagues in the County Council's Children and Young People's Services. Examples of the outcomes that can be achieved as a result (that would not be possible if we continue to work in isolation) include:

- Savings for commissioners and services
- Rationalisation of services
- Removal of duplication
- Common, standardised frameworks
- Joined up needs analyses

¹¹ This is an average figure so may be significantly greater or lower for other client groups.

- Supporting people that would otherwise not meet eligibility criteria
- Shared commissioning arrangements and supplier lists, resulting in efficiencies for providers and commissioners

Where do we AIM to be in 3 years time

AIM 4 – Achieve a balanced budget within 3 years for achievement of the Priority Aims to be sustainable

What does this mean for residents in Cambridgeshire?

- *Services in place for the longer-term*
- *Less disruption*
- *Greater consistency*
- *Greater independence*
- *Better outcomes*

AIM 4 – Achieve a balanced budget within 3 years for achievement of the Priority Aims to be sustainable

What does this mean for providers¹² in Cambridgeshire?

- *Clarity regarding the future e.g. whether funding is available and for how long*
- *More certainty*
- *More stability*

AIM 4 – Achieve a balanced budget within 3 years for achievement of the Priority Aims to be sustainable

What does this mean for commissioners / other stakeholders in Cambridgeshire?

- *Longer-term relationships with providers*
- *Improved commissioning*
- *More joint commissioning with less risk*
- *Reduced and delayed need for higher cost services*
- *Better use of resources / value for money*
- *Greater efficiencies*

Strategic Outcomes – the detail

In this section we provide further detail in relation to each of the strategic outcomes proposed.

- Greater availability of/accessibility to services:
 - Across all districts within the county
 - Across all groups

¹² The term providers also includes those that have the potential to provide services within Cambridgeshire in the future

There are currently disproportionately more services in some districts than others. This strategy seeks to address this and ensure that services are made available in response to need. It needs to be acknowledged that it is not possible to meet all housing related support needs via the Supporting People grant alone, due to finite resources (19% reduction since 2003). Therefore, where it is not possible to meet all the need, then the same level of need must be met in all areas to ensure fairness. Unless other commissioners or other elements of the Area Based Grant contribute to the programme, these imbalances will have to be addressed by reducing service provision to spread it more equally whilst remaining in budget. Therefore we are looking to seek financial commitment from other areas but this can only be done effectively if done strategically at the highest level.

Similarly, there are currently disproportionately more services for some groups than others. This imbalance would need to be addressed in a similar vein.

- High quality services

This is about maintaining quality levels where they are already high and improving them where there is scope for improvement. We need to take a balanced approach to monitoring of quality and any targets that may be set, both in the context of a reducing budget and what is feasible for each type of service. That is, whilst level A on the QAF is the highest level that can be achieved, this isn't necessarily the level that has to be achieved across all services. For example, the QAF lite is a more appropriate quality assessment tool for some services, and the highest grade that can be achieved through this framework is level C.

Having high quality services will reduce the extent to which people feel the need to purchase their services from elsewhere, thus maintaining greater stability within the market. Where clients do wish to change provider, having high quality services across the board will ensure that there is a greater choice available that also ensures the clients welfare is protected.

- Improved personal outcomes for the residents of Cambridgeshire

This is the area of greatest commonality across all those associated with the programme, whether individuals, providers, commissioners or other stakeholders. This is ultimately what we are all trying to achieve.

- Improved awareness of the services available to enable greater choice and control for people

This refers to greater promotion of the different services available, including ensuring that any information is available in a range of formats, languages etc. A balance needs to be struck with not

increasing the need even further by attracting people to where the services are, whilst ensuring that those that are in need and known to us are aware of their choices.

- Services that are more seamless (more joined up) from the individual's point of view and experience

Wherever possible, reduce the number of different services/staff the individual needs to be in contact with. Improved partnership working will result in greater efficiencies and more effective use of resources through reduced duplication of activity and better co-ordination.

- Services that are more personalised / tailored to the needs of each individual

Supporting People services are traditionally personalised by their very nature, such as the requirement to have individual support plans directed by the individual. However, there are ways in which services can be further individualised, such as by being more responsive and flexible to an individual client's needs, regardless of whether this is a requirement of other clients.

As above, increasing the flexibility of services should reduce the need for people to purchase services from elsewhere, but will also provide greater choice for those that do wish to change.

- Best use of public resources in how services are commissioned, managed and delivered

It is essential, particularly in the current economic climate, that services are commissioned, run and monitored as efficiently as possible. There are many ways in which this can be improved with existing services as well as new services that are planned. For example, improved joint commissioning will result in cost efficiencies for both commissioners and providers as a consequence of e.g. single instead of multiple contracts for the same service; a single contract management framework; combined provider and commissioner meetings; combined reporting requirements; reduced tendering through the use of common commissioning frameworks. This will enable resources to be re-directed elsewhere e.g. to meet savings targets; to invest more in the individual; to meet the needs of a greater number of people.

This also includes investing more in those services that prevent, or delay, the need for more costly services for the client. Thus ensuring the value of investment in these services is recognised as core activity and a better understanding of the relevance of addressing housing-related issues to an individual's overall well-being

- Improved countywide performance e.g. reductions in: homelessness; crime; those not in education, employment or training

The programme contributes to a wide range of National Indicators, many of which are in Cambridgeshire's Local Area Agreement (see Appendix 1 for further details).

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Appendix 1

SUPPORTING PEOPLE CONTRIBUTION TO NATIONAL INDICATORS

 = Indicators in Cambridgeshire's Local Area Agreement; Level of contribution H = High, M = Medium, L = Low

Stronger Communities

Indicator Number	Description	Level of Contribution	How SP contributes
NI 7	Environment for a thriving third sector	H	Supporting People is one of the largest revenue streams for the third sector. It will form up to 40% of the Area Based Grant nationally from April 2010 and as such will be the largest contributing funding stream to the Area Based Grant. In many areas the majority of service providers are from the third sector.
NI 1	Percentage of people who believe people from different backgrounds get on well together in their local area	L	The Supporting People Programme supports some of the most vulnerable and socially excluded members of our society. It enables better integration through supporting people to live independently and remain in their own homes. In turn, this encourages a sense of belonging to the community, thus improving community cohesion. The Programme also increases exposure to people of different backgrounds and experiences by enabling people to remain within and/or rehabilitate back into the community.
NI 2	Percentage of people who feel that they belong to their neighbourhood	L	
NI 3	Civic participation in the local area	L	A key element of the Supporting People Programme is service user and carer involvement. Such involvement informs the development of strategy / policy to influence future service development and direction / modernisation.

Indicator Number	Description	Level of Contribution	How SP contributes
NI 4	Percentage of people who feel they can influence decisions in their locality	L	

Safer Communities

A key component of Supporting People service reviews is to ensure equality of access to funded services. This has enabled better access for vulnerable socially excluded groups. Promotion, through service reviews, of good practice on exclusion policies has also assisted vulnerable and socially excluded groups

Indicator Number	Description	Level of Contribution	How SP contributes
NI 18	Adult re-offending rates for those under probation supervision	H	There is a strong correlation between lack of secure housing and re-offending. Provision of a support service assists ex-offenders to secure accommodation and to maintain it through acquisition of life skills (budgeting, cooking, access to benefits etc.)
NI 30	Re-offending rate of prolific and priority offenders	H	SP funds some services for PPOs in specific accommodation and supports others in hostels, supported lodgings and move on accommodation
NI 31	Re-offending rate of registered sex offenders	H	There is a link here to MAPPA arrangements to ensure that all agencies including SP funded services understand and guard against risks of re-offending. This includes, for example, single homeless and young persons hostels and floating support services
NI 32	Repeat incidents of domestic violence	H	SP programmes are the main funders of domestic violence refuges and also fund support in move-on accommodation. Provision of secure supported accommodation lessens the likelihood of repeat domestic violence
NI 34	Domestic violence - murder	H	Ditto comments in NI 32 above.
NI 40	Drug users in effective treatment	H	Ditto comments in NI 38 above
NI 46	Young offenders access to suitable	H	SP teams work with Youth Offender Teams and service

Indicator Number	Description	Level of Contribution	How SP contributes
	accommodation		providers on developing accommodation pathways - moving young offenders from hostel type accommodation to secure accommodation with support
NI 19	Rate of proven re-offending by young offenders	M	Ditto comments for NI 18 above. In addition SP funds some services specifically for young people including hostels, assessment centres move on accommodation and supported lodgings
NI 38	Drug-related (Class A) offending rates	M	SP teams work with Drug and Alcohol Teams and service providers to ensure appropriate support is given to drug and alcohol using service users. This may be in specific services for rehabilitation or in more generic hostel environments
NI 39	Alcohol-harm related hospital admission rates	M	Ditto comments in NI 38 above
NI 15	Serious violent crime	L	Services for people with mental health problems, substance misusers, and offenders work with people more likely to perpetrate violent crime. Services for victims of domestic abuse help protect likely victims.
NI 16	Serious acquisitive crime rate	L	SP funds some targeted accommodation based services e.g. for prolific and priority Offenders (see NI 30) as well as more generalist services such as hostels where workers can engage potential offenders and steer them towards education, training and employment initiatives
NI 45	Young offenders engagement in suitable education, employment or training	L	SP teams work with Youth Offender Teams and service providers on encouraging service user access to ETE. There is a clear link here to the national SP outcome framework

Children and Young People
Make a Positive Contribution

Indicator Number	Description	Level of Contribution	How SP contributes
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NI 112	Under 18 conception rate	L	Supporting People supports a vast range of groups, one of which is teenage parents. Part of the support provided to this vulnerable group is concerned with education to prevent further unplanned conception.
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**Children and Young People
Economic Wellbeing**

Indicator Number	Description	Level of Contribution	How SP contributes
NI 117	16 to 18 year olds who are not in education, training or employment (NEET)	L	The Supporting People Programme supports young people up to the age of 25. Whilst those aged 16 to 18 are a statutory responsibility, they are referred to the services strategically commissioned, funded and performance managed by the Programme. Part of the support provided to this vulnerable group concerns signposting young people and supporting them into education, training and/or employment to enable them to move on to independent living.

Adult, Health & Well-being

Indicator Number	Description	Level of Contribution	How SP contributes
NI 138	Satisfaction of people over 65 with both home and neighbourhood	H	SP can fund a range of floating/ community support services that are available to older people to assist them in running their own homes maybe after a period in hospital

NI 139	The extent to which older people receive the support they need to live independently at home.	H	<p>or an incident that has affected their confidence. Housing support can be provided to help people rediscover skills such as shopping, cooking, budgeting, and also linking to other services such as health, social care and community activities as appropriate.</p> <p>The use of Assistive Technology and particularly Community Alarms can provide older people and their families the reassurance that help can be delivered as and when necessary.</p>
NI 125	Achieving independence for older people through rehabilitation/intermediate care	M	<p>By commissioning housing support services the SP programme is one of a range of local authority services that can be available to older people to enable them to remain at home. Specifically, SP can fund the following:</p> <ul style="list-style-type: none"> • Home Improvement Agencies to assist older people to access grants and the expertise to maintain and adapt their own properties. • Handy person services to carry out minor repairs such as changing light bulbs, erecting shelves, fixing door handles etc. Small jobs that can make a big difference to how people perceive their home and their ability to remain. • There are a range of further services that can be delivered to older people at home once the HIA service is established such as discharge from hospital, improving home security, installing aids and adaptations. • The Supporting People programme funds both accommodation-based services and floating support services for adults to enable them to move on to more independent living following hospital discharge.
NI131	Delayed transfers of care	M	
NI 136	People supported to live independently through social services (all ages)	M	

NI 119	Self-reported measure of people's overall health & wellbeing	L	Jointly commissioned services that link nursing care, personal care and housing support can deliver more effective outcomes for people.
NI 124	People with a long- term condition supported to be independent and in control of their condition	L	Ensuring that homes are suitable and safe places to be and enabling people to cope at home is a key component of successful rehabilitation.
NI 130	Social Care clients receiving Self Directed Support (Direct Payments and Individual Budgets)	L	Supported housing models such as extra care and supported living schemes can provide a successful alternative to institutional models and keep vulnerable adults in their community.

Tackling Exclusion

Indicator Number	Description	Level of Contribution	How SP contributes
NI 141	Percentage of vulnerable adults achieving independent living	H	This is a well-established Supporting People indicator. It applies to SP funded services only and measures the percentage of service users who make a planned move from their supported accommodation into more independent living. It typically relates to short-term services such as Women's Refuges; Foyers; Homelessness Schemes, etc
NI 142	Percentage of vulnerable people who are supported to maintain independent living	H	As with NI 141, this is also a well-established SP indicator. It too relates to SP-funded services, but in this case to long-term services, such as sheltered schemes for Older People; schemes for adults with Learning Disability or Mental Health problems, etc. It measures the percentage of service users in those services who have successfully maintained their independence thanks to the support they have received.
NI 143	Offenders under Probation supervision living in settled and suitable accommodation at the end of their order or licence	H	Offenders are one of the identified vulnerable groups that Supporting People can assist. SP typically funds a range of services for this service user group, including floating support services which will focus on the individual

			maintaining their tenancy. The Probation service is one of the identified key partners in the Supporting People governance.
NI 145	Adults with learning disabilities in settled accommodation	H	Supporting People typically fund a range of services which benefit this service user group. There are likely to be a range of specific accommodation-based services which may also be jointly funded by Adult Social Care. In addition, some SP Programmes may fund floating support services that are specific to this service user group, or the service users may benefit from 'holistic' floating support services.
NI 147	Care leavers in suitable accommodation	H	In many areas Supporting People commissions specific accommodation-based schemes for care leavers. In addition SP may also commission places for this group of service users in other generic schemes, e.g. Foyer schemes.
NI 149	Adults in contact with secondary mental health services in settled accommodation	H	As well as commissioning accommodation-based services specifically for this service user group, there will also be a number of service users with mental health problems assisted to maintain settled accommodation through other schemes. This might include holistic floating support services or homelessness services, both of which report high incidences of mental health problems amongst service users. In many cases, a key role of SP support will be to ensure effective linkages to secondary mental health services.
NI 144	Offenders under Probation supervision in employment at the end of their order or licence	L	Whilst the main focus of SP-funded housing related support for this group will focus on the individual maintaining their tenancy, the support worker may also assist the service user to access training and employment opportunities.
NI 146	Adults with learning disabilities in employment	L	As with NI 143, SP funded services for this group will focus on the individual maintaining their independence through a focus on their tenancy, but they might also be expected to focus on the individual developing

			independence through activities such as accessing training and employment.
NI 148	Care leavers in education, employment or training	L	Supporting People arguably has a greater role in assisting this service user group into education, employment or training than any other group. Commissioned schemes will almost always include support work focussed on these areas.
NI 150	Adults in contact with secondary mental health services in employment	L	Although the initial priority for SP-funded work with this service user group will usually focus on accommodation issues, accessing training, education and ultimately employment is within the remit of SP funded services. Some SP funded services will help the service users with issues such as confidence building as a preliminary to approaching employment.

Local Economy and Environmental Sustainability

Indicator Number	Description	Level of Contribution	How SP Contributes
NI 156	Number of households living in temporary accommodation	H	Provision of housing support services such as Supported Lodgings, Resettlement, Out reach and Move-on to develop required life skills and reduce the likelihood of repeat homeless.
NI 179	Value for money – total net value of on-going cash-releasing value for money gains that have impacted since the start of the 2008-9 financial year.	H	SP programme has an excellent track record of making efficiency gains by robust contract management and through the commissioning process.
NI 152	Working age people on out of work benefits	L	All providers of housing support work with service users to identify their goals and maximise their potential.
NI 187	Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating	L	Commissions Home Improvement Agencies to help vulnerable adults access Disabled Facilities Grants to improve the standards of their properties.

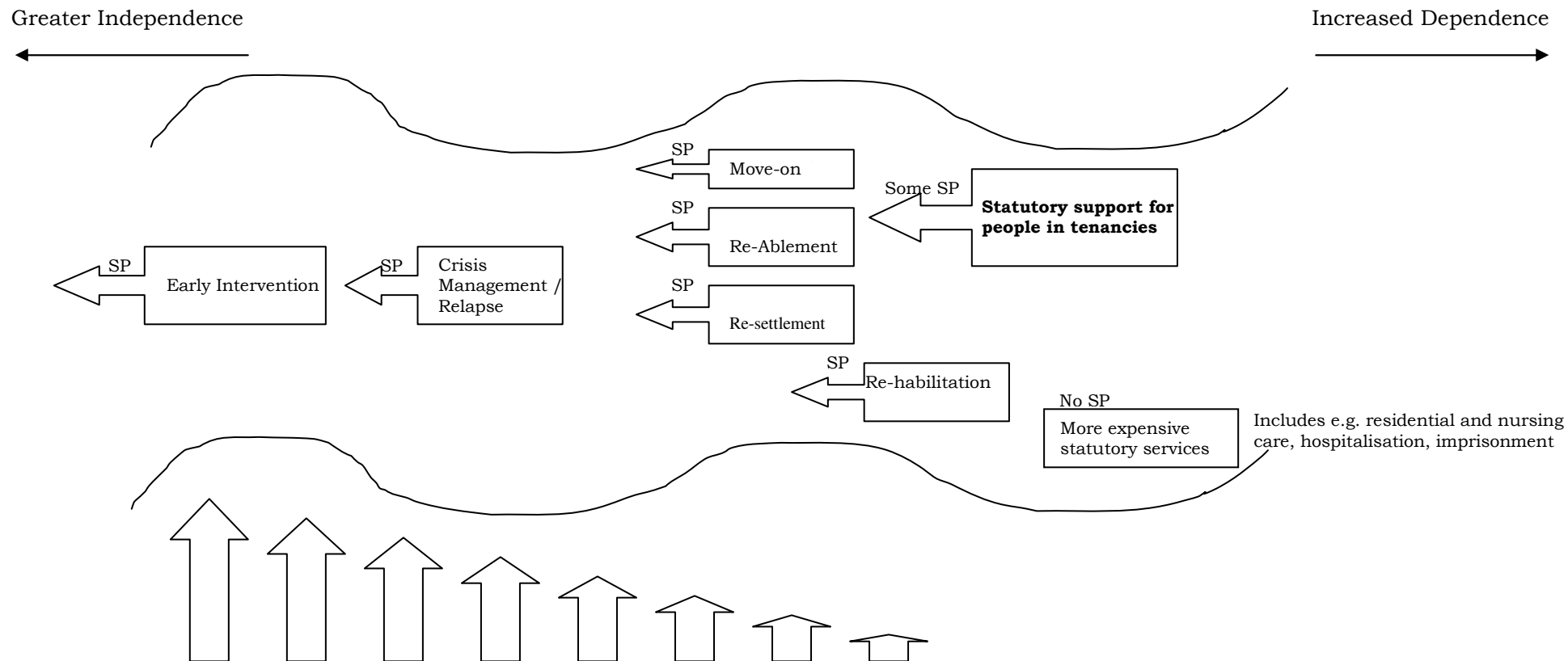
Version Control:

Version	Date	Modified by	Reason for modification	Summary of modification
2.0	23Dec2008	Simon Harniess	Refining of SPERG version	Re-ordered into number order; implemented standard table format throughout.
3.0	4 March 2009	Melanie Gray	Additional NI identified	Addition of NII31, description, level and contribution
4.0	10 March 2009	Helen Heaps	Refining of SPERG version	Arranged into level of contribution, high, medium and low.

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Appendix 2

Figure 1 - The Role of Housing-Related Support in the “Pathway” for Vulnerable Young People and Adults
 Prevention is a thread throughout (see Commentary)



Invest more up-stream (all relevant funding sources) to prevent and/or delay more costly investment down-stream. Other funders and strategies will also be funding and delivering in these areas.

(As per Government guidance e.g. ‘Putting People First’, A shared vision and commitment to the transformation of adult social care, HM Government December 2007; The case for change – Why England needs a new care and support system, HM Government 12th May 2008; Government Response to the House of Commons Communities and Local Government Select Committee Report into the Supporting People Programme, HM Government January 2010)

Commentary on Figure 1

- The purpose of this diagram is to try and present the key role that housing-related support services, as funded by SP, is able to play within the whole spectrum of care and support (care and support “pathway”) for vulnerable young people and adults
- It is not intended to be a fully comprehensive representation of the housing, health care, social care, probation and support systems. Instead, it is merely trying to demonstrate the vision within this strategy for where SP can play a key role in enabling **as many vulnerable young people¹³ and adults as possible to improve, maintain or regain their independence through a range of housing related support options**
- It is also intended to demonstrate where SP can link in to existing elements of the “pathway”, since SP cannot deliver in isolation and can achieve much more in partnership than any of the partners can achieve alone
- The diagram also attempts to highlight some of the different aspects of “prevention” as it means different things for different people and in different contexts. We are trying to portray prevention in broader terms by highlighting it at different stages along the “pathway”, rather than it only occurring at a single point. That is, prevention can be about e.g.:
 - Increasing independence
 - Maintaining independence
 - Regaining independence
 - Delaying dependence

Examples include:

- Preventing the loss of independence in the first place e.g. falls prevention
- Preventing the loss of independence from repeating e.g. crisis management / rehabilitation
- Preventing the loss of independence from increasing e.g. on-going support
- The direction of the arrows indicates where investment in housing-related support services can make a difference by moving people “up-stream” (i.e. in the direction of the arrows) or prevent and delay them from moving “downstream”, i.e. acting as a “dam” (to continue the “river” analogy)
- The greatest areas of SP investment (proportionally, in relation to the total budget) are currently¹⁴:
 - Early intervention
 - Crisis management/relapse
 - Move-on; resettlement; rehabilitation; re-ablement

The intention would be to maintain / increase investment in these areas through joint commissioning activity, and to invest more in floating support than accommodation-based services wherever possible (acknowledging that there is still an important role for accommodation-based services that needs to be retained)

- Where SP investment exists in statutory services, it is essential that the services have a distinct offering from that which is provided as a statutory duty

¹³ By young people we mean over 16. We also work with adults up to any age.

¹⁴ Indicated by “SP” on the diagram