



Supporting People Commissioning Framework 2008/09 to 2010/11

Wigan Department of Adult Services		
Document control		
Document title	Contract Monitoring within the Supporting People Programme in Wigan	
Purpose	To describe the Commission Plan for the Wigan supporting People programme 2008/9 to 2010/11.	
Author	Supporting People Team	
Date of publication	10/06/08	
Valid until		
Owner/responsibility	Supporting People Commissioning Body	
Distribution	Supporting People Commissioning Body Service Providers Core Strategy Development Group SPkweb	
Version	Date	Comments
Version 1	10/6/08	First Draft
	17/06/08	Discussion at Commissioning Body
	03/07/08	Discussion at Core Strategy Development Group
	21/07/08	Consultation Event – attended by Stakeholders, Service Providers and Service Users
	30/07/08	Feedback to Commissioning Body
Version 2	02/09/08	

Wigan Supporting People

Commissioning Framework 2008 – 2011

1. Introduction

The future commissioning of supported housing services in Wigan will respond to the national, regional and local strategic priorities, seeking to deliver excellence to service users. The local delivery of services will be driven by the identified needs across client groups and be focused on producing positive outcomes for individuals. At the centre of commissioning, procurement and delivery of service will be the establishing, maintenance and enhancement of independence linked to choice and the promotion of individual wellbeing.

The influences on the development of this framework are numerous. It will continue to develop and change as it is applied. The areas that will continue to influence the framework include an improved understanding of needs, changes in service access arrangements, increased personalisation complimented by integration of the services offered to the people of Wigan.

1.1 The National Perspective

The national Supporting People strategy '*Independence and Opportunity - Our Strategy for Supporting People*' focuses on four key areas:

- keeping service users at the heart of the programme and of the local delivery of the service;
- building on the already successful partnerships with the Third Sector;
- delivering effectively in the new local government landscape; and
- working towards better efficiency and less bureaucracy

These will continue to be interpreted and applied in Wigan against the backdrop of the wider commitment to delivering excellence through adult service provision, partnership working and an emphasis on supported housing services for vulnerable people in Wigan.

Work by Cap-gemini for CLG in preparation for current spending round, 2008/9 to 2010/11, identified that every pound spent on Supporting People services contributed an overall value of £1.80 compared with any other method of service delivery. In addition, the outcomes for service users contributed to greater independence and a lower likelihood of requiring enhanced care provision.

1.2 The local vision

The vision of Wigan Supporting people is to contribute to:

“A community where the quality of life of vulnerable people is continually improved through the provision of effective housing related support services, which offer choice and maximise the potential for independence and social inclusion.”

This will be delivered through working in a partnership which includes the statutory partners and extends to the service providers and services users.

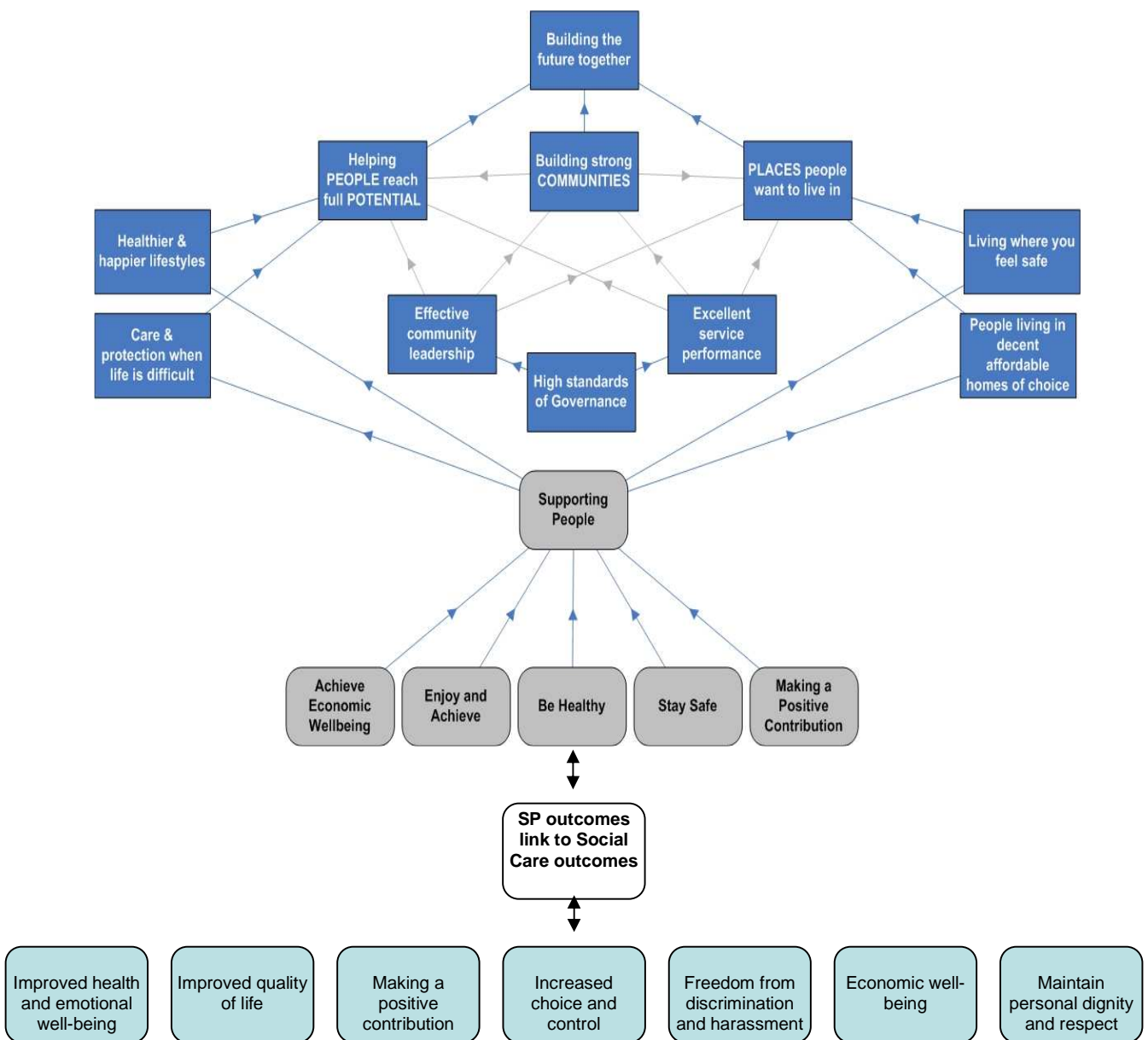
1.3 Wigan Council

The Council, as Administering Authority, is key to the successful delivery for the programme. Their vision encapsulates the main tenants of the Supporting People programme, partnership, a person centred approach, independence and choice:

“Building the future together. A place where people matter and you can afford to live the life you want.”

1.4 The links between the Council and Supporting People

The diagram below shows the complex connections between the vision and objectives of the Council and the Supporting People programme



1.1 Principles

The Supporting People programme has continued to develop in the period since April 2003 when it assumed responsibility for delivering Housing Related Support. During that time a set of principles has been established at both a national and local level. These include:

• Needs based provision	Developing services and individual support that responds to an individuals needs
• Cross tenure provision	Delivering services to those who need them irrespective of their type of housing
• Equality of opportunity and access	Accessible services that promote independence and challenge discrimination
• Involvement and consultation	Focusing on service users, engaging them in the developing services
• Meets VfM and Quality standards	Meeting the QAF standards and pursuing continuous service improvement while delivering Value for Money
• Affordability	Maximising the range and effectiveness of services within the available finances
• Retaining and promoting independence	Enabling service users to enjoy the highest possible levels of independence
• Safeguarding	Protecting vulnerable service users from abuse

2 Developing the framework

The framework has been developed based on the latest known positions from supply mapping, needs analysis, gap analysis and the levels of finances available to the programme. It builds on the Wigan Supporting People Strategy and the Procurement Strategy. It links with the Wigan Housing Strategy, the Wigan Homelessness Strategy, the redesign of social care provision and the delivery of health care in the community.

It will ensure that the Wigan Supporting People programme delivers against a wide range of indicators in the Local Area Agreement (LAA). The two Supporting People indicators included as part of the National Indicator set are embedded as secondary indicators within the LAA structure.

The intention of the framework is to set out a clear approach to commissioning housing related support in Wigan over the next three years. The details of services to be commissioned in response to the framework may be revised within the period: responding to a better understanding of need and the effectiveness of the early stages of service redesign.

2.1 Background to the frameworks development

The commissioning of housing related support services in Wigan will reposition the emphasis of the programme in response to the need for change identified in the Supporting People Strategy and reinforced by the Audit Commission in their inspection report. They made three main observations:

- Under developed short term services, addressing the needs socially excluded groups including, homeless people, people with drugs / alcohol / mental health issues, young people and offenders. The lack of adequate services in these areas increases the pressure on partner agencies. It also represents lost opportunities and lowered outcomes for service users.

- Over commitment in long term services which are jointly funded, providing support combined with care. The Wigan Supporting People programme currently dedicates 43% of the annual spend in this area. The position regionally is moving towards a commitment of less than 30%. To achieve an appropriate balance within the programme spend needs to be managed down in this area while working with funding partners to meet the personalisation agenda.
- An outdated model of older people services, based on vertical model of delivery that depends on location based staff, often one person, delivering services across a range of issues. The majority of service provision is directly tied to social housing provision, is not delivered on the basis of service users need, but on occupancy of property which is allocated by the landlord. A move from this vertical silo provision to a horizontal model, delivered across tenures give equality of access and opportunity is required.

2.2 The change agenda

Along with partner agencies, Supporting People is engaged in the change agenda at both a national and local level. Five areas of change are highlighted below to illustrate the changing landscape against which local service provision has to deliver positive outcomes for the end user.

- The personalisation agenda, whereby individual have the opportunity to determine their own priorities for the service to be provided to them
- Independence and choice, breaking down aspects of dependence and giving genuine choice in the range of services on offer and how they are tailored to the individuals requirements
- Equality of access and opportunity, breaking down the historic barriers to accessing service. Whether it is older people in their own homes who need the support available to social housing tenants, women affected by domestic violence who wish to remain safely in their own home or homeless individuals or households whose lives are put on hold because of the lack of service provision
- Local Strategic Partnership and Local Area Agreement, the new framework for delivery of key services, focused on improved outcomes for people in Wigan
- Joint working across agencies, the expectation at every level, nationally, regionally and locally that effective service provision will be 'joined up', delivering positive outcomes across the range of public sector indicators.

2.3 Actions Required

There are a number of actions that need to be undertaken to support the delivery of the commissioning framework. Some will need to be revisited and revised over time while others require intentions to be changed in to action that leads to delivery of improved outcomes.

Four areas are highlighted below:

- Establish the current supply map, the levels of need and the gaps to be addressed. Wigan is recognised to be well positioned with a good level of local understanding. This needs to be maintained by periodically refreshing our understanding.
- Commission of future services in line with identified priorities. Moving away from the historic balance of service provision to a position that begins to meet the priorities set for the programme nationally and locally.
- Realign spend to reflect priorities. The move towards delivering improved outcomes inline with the strategic framework requires the realignment of the programme spend to deliver the volume and quality of services that will be required.

- Engage partners, providers and service users. Partnership working extends across the interested parties. The nature of the partnerships may vary but each one plays a valuable part in delivering effective services.

3 Changing the funding balance

The proposed changes in the balance of funding for the three principal groups, short term services, long term services and services for older people, are set out below. Each of the groupings covers a range of services and service user groups which may vary considerably. The alignment used here reflects the length of time that a service user would expect to engage with their service.

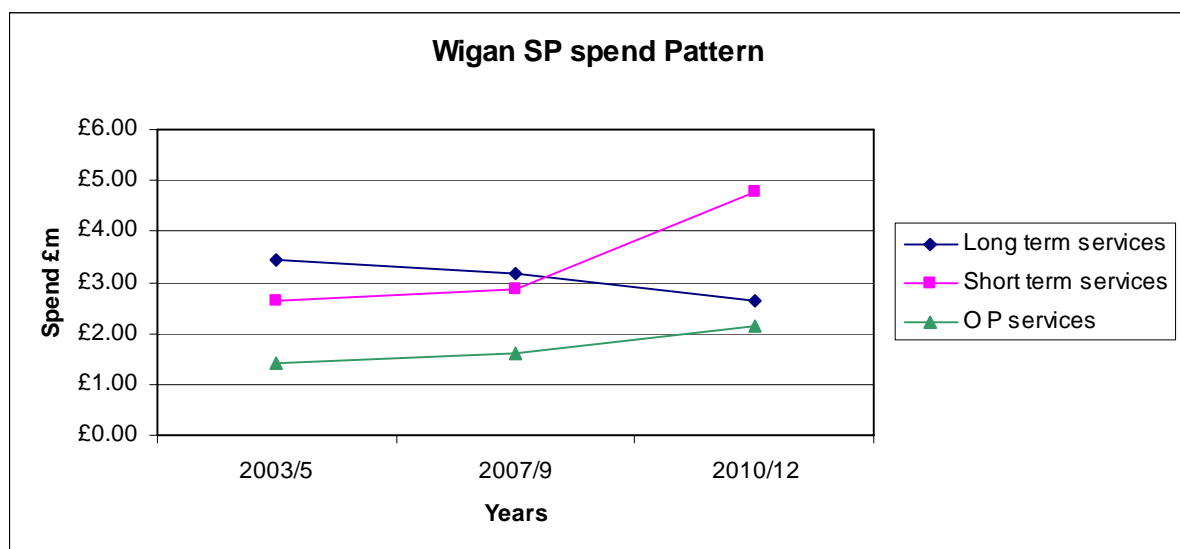
Short term services are usually enabling services that support services users through a particular episode in their life such as a period of homelessness, recovery from dependence or returning to the community after hospitalisation or imprisonment. Services usually last less than two years and are aimed at developing sustainable independence.

Long term or lifetime services are aimed at maintaining and enhancing independence and choice over a longer period. These services are usually jointly funded with social care and health care partners and are a real alternative to residential or nursing care options. They seek to maximise the level and duration of independence.

Services for older people are largely preventative services seeking to maintain older people in their own home for as long as possible. They are characteristically high volume lower cost services. They do however include older service users who may have multiple or complex needs where a high intensity service is appropriate.

3.1 Proposed change in spend patterns

The graph below sets out the proposed changes to the spend pattern across the three groups outlined in the previous section. It illustrates the realignment of funding.

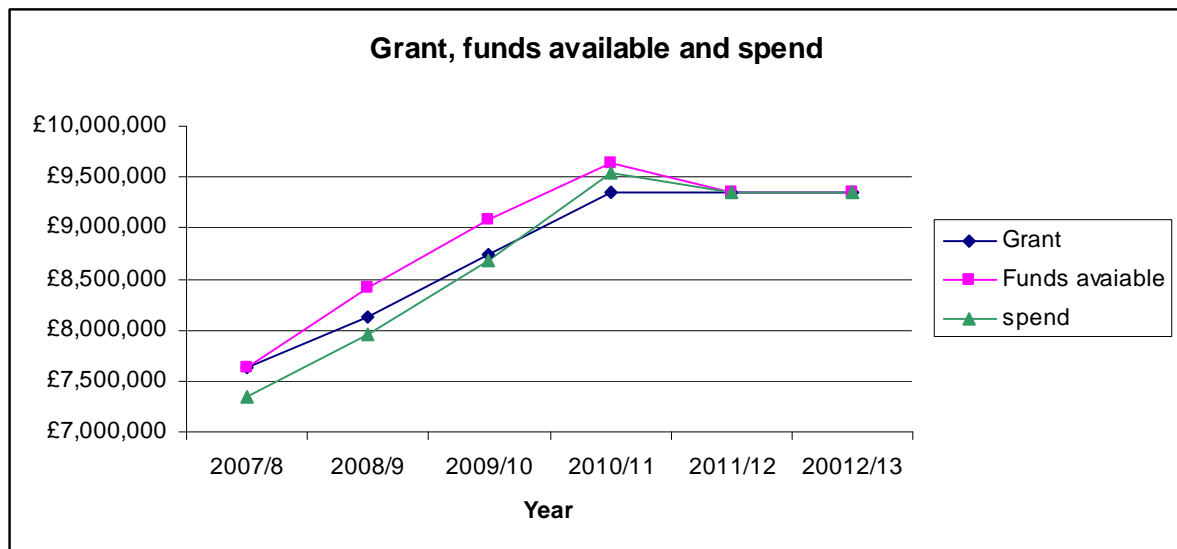


The table below give details of spending on SP services in 2003, at the current time and as envisaged in 2010/11 across the three main service areas. They cover the spend levels, actual and as a percentage of the total, through to 2010/11.

Spend levels & % of total spend	2003/4		2007/8		2010/11	
	£m	%	£	%	£	%
Service areas						
Long term services	£3.44m	46%	£3.17m	43%	£2.63m	27.50%
Short term services	£2.62m	35%	£2.87m	39%	£4.78m	50%
O P services	£1.42m	19%	£1.62m	22%	£2.15m	22.50%
	£7.48m	100%	£7.36m	104%	£9.55m	100%

The graph below compares the rising grant level and the increase in spending, with the overall funding available to the programme. A balance between grant and spend is expected by the end of 2009/10. Balance between funds available and the spend is expected by the end of 2010/11. This is based on the current assumption that the grant will remain at 2010/11 level in subsequent years.

The difference between the grant level and funding available represents a carry forward of funding at the beginning of the cycle as services are commissioned inline with the commissioning framework and full advantage is then gained from the additional funding available.



4 `Needs data

Locally derived needs data has been shown to be robust, with some areas where greater detail is still required. This is also reflected in the North West Needs Model that is being developed to assist commissioning of supported housing services and associated capital investments.

The NW needs assessment looks at accommodation based and floating support provision. It does not necessarily determine need for short or long term provision as set out above.

The Wigan needs analysis is based on local input through experience, observation and consultation. The NW needs model is based on the best available academic research, identifying background prevalence and using more targeted research where it is available. It has recently been developed and will be refined as gaps in research are filled.

There is a clear correlation between the models on the areas of highest need, but the relative volume of needs cannot be read across. The NW model is not intended to set priorities and policies, but to inform local commissioning decisions and support funding bids at regional and national level.

The table on page 10 is the current output from the NW model. Some caution is needed in the interpretation of the data as it requires further refinement and testing. Where the data refers to units this should be understood as places available at a particular point in time, and for current supply should match to our contract volumes. For accommodation based services it is the number of places contracted for. For floating support it is the number of people or households to be support under the contract.

Key messages from NW needs model in relation to Wigan:-

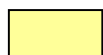
Substantial under provision in drugs and alcohol services, accommodation and floating support	Substantial under provision for homelessness, particularly families and rough sleepers
Substantial under provision for offenders, including mentally disordered and those at risk of offending	Substantial under provision for Physical or sensory disability, accommodation based and floating support
Under provision for mental health, accommodation based	Substantial under provision for teen parents
Substantial under provision for domestic violence services	Substantial over provision in accommodation based for OP, but greater under provision in floating support services including frail elderly
Lack of service for HIV/Aids and Refugees/Asylum seekers	Over provision of ALD accommodation based, but under provided in floating support

Note – Under provision above is in relation to the model used, the Wigan needs analysis is in comparison to provision by other LAs in the region. There are some differences in the two positions

North West Needs Model

Wigan Supporting People service provision

	Accommodation based				Floating support					
	units reqd	Currently availability	variation (need)	% variation (need)	units reqd	Currently availability	variation (need)	% variation (need)	overall variation (need)	% overall variation (need)
Alcohol misuse	44	0	44	-100%	33	1	32	-97%	76	-99%
Drug misuse	228	0	228	-100%	119	2	117	-98%	345	-99%
Frail elderly	81	120	-39	48%	128	0	128	-100%	89	-43%
Homeless families with support need	202	35	167	-83%	67	4	63	-94%	230	-86%
Mentally disordered offenders	2	0	2	-100%	6	0	6	-100%	8	-100%
Offenders and those at risk	95	26	69	-73%	71	71	0	0%	69	-42%
Older people with dementia/mental health problems	82	0	82	-100%	130	0	130	-100%	212	-100%
Older people with support needs	1,255	2,049	-794	63%	1,998	815	1,183	-59%	389	-12%
People with HIV/AIDS	4	0	4	-100%	4	0	4	-100%	8	-100%
People with learning disabilities	122	273	-151	124%	97	24	73	-75%	-78	36%
People with mental health issues	126	64	62	-49%	161	145	16	-10%	78	-27%
People with physical or sensory disability	45	16	29	-64%	143	1	142	-99%	171	-91%
Refugees and asylum seekers	6	0	6	-100%	10	0	10	-100%	16	-100%
Rough sleepers	17	0	17	-100%	1	0	1	-100%	18	-100%
Single homeless with support needs	121	50	71	-59%	15	4	11	-73%	82	-60%
Teenage parents	46	10	36	-78%	75	27	48	-64%	84	-69%
Travellers	7	0	7	-100%	4	0	4	-100%	11	-100%
Women escaping domestic violence	52	11	41	-79%	18	20	-2	11%	39	-56%
Young people at risk	38	24	14	-37%	8	19	-11	138%	3	-7%
Young people leaving care	5	0	5	-100%	2	1	1	-50%	6	-86%
TOTALS	2,578	2,678	-100	4%	3,090	1,134	1,956	-63%	1,856	-33%



Denotes over provision identified by the model

5 Wigan commissioning priorities

The commissioning priorities set out in the table below have been derived from local needs analysis work and are embedded in the Wigan Supporting People Strategy. They have been reviewed annually to take account of the latest information available.

The priority bands are based on gap analysis. They are intended to guide commissioning to address the gaps. They are not a statement of the overall priority or ranking of the service user groups for the Wigan SP programme.

Band 1	Band 2	Band 3
People with drug problems	Homeless families	Offenders
People with alcohol problems	Women at risk of violence	Older people with mental health problems
Complex needs	People with physical disabilities	People with HIV
Single homeless	People with mental health problems	People with learning disabilities
	Older people with support needs	Refugees
	Young people	Teenage Parents
	Frail older people	Travellers

6 Outline of the proposed direction for commissioning

The commissioning options set out below have been developed to address the three main areas of service provision, short term, long term and older people. Within these areas there are a range of service needs where more detailed commissioning arrangements will be developed to implement the overall direction agreed by the Supporting People Commissioning Body in June 2008.

The spend pattern envisages the majority of the increased funding being invested into short term preventative services. There is a reduction in funding for long term services to give an appropriate balance across service provision. Older people services will receive an increase in invested into their services. Across all three groups there will be a need to transform existing services alongside any new investment to respond to the structural changes in the delivery of local services and the expectations of service users.

6.1 Short term services

There is a substantial deficit in the provision of short term services across a range of client groups in Wigan. For other groups there is fragmented provision that needs to be coordinated or combined. The proposed investment in short term services would result in a further spend of approximately £500k per annum, amounting to £1.5m over three years, 2008/9 – 2010/11.

The strategic view of short term services also highlights a need for better coordination across all the service user groups as well as within each group. This applies particularly in the floating support services.

The emphasis to date on access to services has been that providers recruit into their services on the basis of the agreed criteria, with a limited number of service having access panels as the primary referral route. There is a case for drawing the access arrangements together. This would produce a range of benefits which include:

- High levels of utilisation
- Simplified arrangements for the service user
- An element of choice across available services
- Early identification of an exit strategy, increasing through put.
- Avoidance of inappropriate referrals and refusal of service
- Early signposting to sources of advice and assistance

In commissioning the range of new services set out in the table at 7.3, there is a natural opportunity to build in unified access arrangements for short term services. There are examples of good practice emerging at regional and national level that will assist with evaluating the best approach to access arrangements.

Bury MBC have developed an effective model that is demonstrating the benefits to service users and the programme. Nottingham has also developed a coordinated access arrangement built on lengthy experience in unified access to hostels in their area.

The time required to procure and deliver new services envisaged by this framework will produce a potential surplus in Year 1 2008/09 and in Year 2 2009/10. This will allow ongoing capacity for innovation and pilots to test further service enhancement. The funding may also be applied to aid the transition between models of delivery.

6.2 Long term services

The commissioning arrangements for long term services that are jointly funded from care budgets will be transformed by the personalisation agenda. There are also pressures on service provision arising from young people transitioning from CYPS and from service users coming back into the area from placement in other LA areas.

The commissioning approach will realign the SP funding in the jointly funded services for ALD and PSD. This may involve reinvesting in service provision targeted at new, transitioning or returning service users who want to live in a supported housing environment. This process will be phased to ensure service continuity for current service users while new capacity is built up.

Personalisation of the funding for these services will be built in, to maximise independence and choice. It is envisaged that this will be a balance of accommodation based and floating support services. The development and specification of these services will be carried out with social care and health care colleagues, linked to the evolving joint commissioning arrangements. The lead in time for these changes would be up to two years and may require changes to current contracts for some external providers.

6.3 Older people services

The beginnings of evolutionary change in the provision of older people services is underway within current contractual arrangements and through a range of pilot projects and successful bids for Transformation Funding. The major challenge is to modernise services and make them available across tenures. The proposed model, shown at appendix 1, shows a layered approach to service provision that reaches across the borough or areas within the borough. The different levels or aspects of service may be delivered by different organisations or teams.

This contrasts with the historic provision of sheltered services that are delivered in a single location by a warden who deals with all issues across housing management, housing support, social engagement, etc. The strength of this model is the potential for building a strong community within the service. There are also significant weaknesses around lack of focus, local interpretation of service and poor service continuity processes.

The proposed model will use the experience gained from the pilots, the transitional bids and current developments in service. There will be four essential strands:

- Community alarm provision as the basic low level preventative service
- Visiting support and response service
- Social engagement, includes linking older people in the community with facilities and events in sheltered housing
- High level services and links to care provision

7 Commissioning priorities

Commissioning and investment priorities are set out below in accordance with the strategic priorities for the Wigan SP programme. The services to be commissioned are based on the current understanding of needs in Wigan. This may be refined during the commissioning process and influence the application of this commissioning framework. The increased funding available is not fully committed through the services identified in the table below. In year 3, 2010/11, £500k of funding has not yet been allocated. It is also anticipated that there will be slippage in each year as services commence mid year. This will create capacity for the Commissioning Body to respond to emergent needs as they are identified and to strengthen service provision in response to increases in demand as required. Flexibility is also required to respond to the wider changes happening in the commissioning and provision of care and support, particularly the opportunities created by with the increased levels of joint commissioning.

7.1 Priorities for investment

The table at 7.3 sets out the proposed commissioning activity for the period to March 2011. It illustrates the areas where commissioning will be addressing the gaps in current provision and also identifies the areas for modernisation in existing service provision. The contents of the table reflect the framework approach of setting the direction to be taken while recognising that flexibility will be required in implementing the programme of commissioning.

7.2 Capital investment

As the framework continues to develop and is implemented, it is anticipated that there will be opportunities to support capital bids to extend the range of accommodation based services and improve the quality/suitability of premises for some existing accommodation based services.

An area for capital investment which has already been identified is the development of a direct access/short stay homeless hostel. This will be in addition to the redefining of the services delivered by the present homeless hostels.

Capital bids will be coordinated with the Council's Strategic Housing function and the relevant housing partners.

7.3 Table of commissioning priorities

Elements of service to be commissioned, remodelled or extended:		
<i>F/S = Floating support OP = Older people service ALD = Adults with learning disabilities PSD = Physical and/or sensory disability M/H = Mental Health EMI = Elderly mentally infirm YP = Young People</i>		
Year 1 2008/9	Year 2 2009/10	Year 3 2010/11
Revisions to homeless hostel provision. (reallocation of resources and new service definitions)	O/P community alarm expansion phase 1, will also cover , ALD, PSD, etc	O/P community alarm expansion phase 2, will also cover , ALD, PSD, etc
F/S outreach service – rough sleepers/very insecurely housed.	OP F/S cross tenure, phase 1	OP F/S cross tenure, phase 2
F/S single homeless / homeless young people	F/S and visiting support for ALD and PSD phase 1	F/S and visiting support for ALD and PSD phase 2
F/S drugs and alcohol service	Continuity of successful slippage or transformation services phase 1.	F/S YP & care leavers Supported lodgings
Domestic Violence service (new service definitions)	OP F/S dementia / EMI / Complex needs	Continuity of successful slippage or transformation services phase 2.
Development phase OP floating support	Homelessness direct access, short stay service (linked to capital requirement and/or property)	Accommodation based Offender service (subject to capital bid)
Bond Scheme (new service definitions)	F/S teen pregnancy and sexual health – linked to prevention and to existing services	TBA
	F/S short term service for M/H	TBA
	F/S Offender service	TBA

8 Resources to deliver the commissioning framework

The financial resources to deliver this framework are in place through the three year settlement of funding to the national SP programme and the indicative allocations to Wigan through to 2010/11. As the Administering Authority, Wigan Council has responsibility for managing the commissioning and procurement of services to implement the commissioning framework. The

Supporting People team will work with colleagues and partner organisations to deliver the commissioning framework. Changes will be delivered in the context of partnership working. The strengthening of those partnerships and the active engagement by partners in support of the commissioning activity will be key to the overall success.

9 Conclusion

The next three years represents an unparalleled opportunity to extend the range and effectiveness of housing support services in Wigan. The additional finances that have been made available are in recognition that the current profile of provision is inadequate to meet the needs of the people of Wigan. The challenge is to develop access to a comprehensive range of services that will provide significantly improved outcomes for vulnerable people. This will be achieved through commissioning a range of new services and transforming existing services to reflect the most effect models of service delivery.

A strength of the Wigan Supporting People programme is the positive effects of good partnership working. This extends across commissioning agencies, third sector organisations, service providers and service users. While this framework concentrates on the structural change in the commissioning and delivery of Supporting People services in Wigan, the overall objective is to ensure that service users gain the best possible outcomes from the services provided.