

Preparing for the Comprehensive Spending Review

As readers will be aware the Scottish Executive has been conducting various pieces of research, review and evaluation in order to capture evidence of what the SP programme is achieving in Scotland. This has been carried out in preparation for in this years spending review when Scottish Ministers will determine the budgets for public services for the next 3 years.

Whilst we do not know what the decisions will be, what follows is an overview by the Scottish Executive of the evidence collected and the arguments being presented to Scottish Ministers.

1. Cost Benefits Research (CBA)

Tribal HCH was commissioned to identify what benefits are derived from the SP programme. The research cites quality of life benefits through the use of real life stories, but the main focus of the research is on the financial benefits of the programme. The key findings of the report are summarised below:

Effects of Supporting People

Tribal identify 3 broad outcomes of SP:

- Assisting people to cope with problems and increasing the probability that they will 'move on' to a completely independent life.
- Provide permanent support which maintains the recipients ability to live in the community indefinitely and,
- Provide support which reduces the risk that a household will become unable to maintain an independent way of life

Value for money

The report shows that for the £402m annual expenditure on SP monetary benefits of £441m can be identified. These monetary benefits are generally savings or avoided costs, such as avoided care home or hospital admissions, health care treatment and prevented homelessness. Tribal has concluded that this shows that the programme offers value for money.

Avoided costs

Tribal combined the eligible client groups and formed 'supergroups' and looked at the avoided costs for each of these groups. It found that avoided costs in excess of the SP spend, could be evidenced for the following groups:

- Older People and people with physical disabilities
- People with learning disabilities
- Homeless and related group

For some other groups, such as people with mental health problems the avoided costs were identified as being lower than the SP expenditure. However, as with all the client groups considered, the value of the quality of life benefits to individuals and their carers/families was not measured in financial terms but recognised as being of significant value to individuals and society.

Please note that whilst Tribal HCH completed their research in July 2007 the final report is not yet publicly available as it refers to unpublished data from research in England which is due to be issued later this year.

supportingpeople

enabling unit

Bulletin

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SCOTTISH EXECUTIVE

The Supporting People Enabling Unit is a partnership initiative between Community Care Providers Scotland (CCPS) and the Scottish Federation of Housing Associations (SFHA), funded by the Scottish Executive.

Preparing for Comprehensive Spending Review

2. Unit Costs

The Scottish Executive was aware through data that was being collected in Scotland and England that the programme costs twice as much in Scotland when looking at average spend per client. Tribal HCH was appointed to conduct research into the unit costs of the programme and give an explanation for the differences between England and Scotland.

Tribal found that:

- The majority of clients in receipt of SP in England are older people
- The costs of services for older people are significantly lower in England (3 times lower) than in Scotland
- Services to older people in England are provided on a much larger scale across larger geographical areas than in Scotland. Economies of scale may account for the lower cost of services in England.
- More SP money is spent supporting people with learning disabilities in Scotland than is spent in England.
- People with significant disabilities are supported to live in their own tenancies in Scotland in line with initiatives such as 'The Same as You'.

3. Impact Monitoring

The Scottish Executive has been monitoring the impact the efficiency savings set by Ministers and the redistribution of funding has had on service provision. It has done this by requiring local authorities to submit monitoring reports and these have been analysed by GEN consulting. The main findings from the GEN report produced in July 2007 are:

- The predicted service capacity reduction is mixed, with limited net capacity reductions. The main client group affected adversely is older people, with fewer clients being supported although there are increases in visiting support hours.
- There is evidence that Local Authorities are making savings and that these are as a result of improved contract values, budget

restrictions on providers, and closing or remodelling services.

- There is limited evidence of substantial job losses which was anticipated initially.
- Income from charging is still small (2% of grant)
- There is some evidence of financial strain experienced by local authorities and external providers.

4. Outcomes Research

The Scottish Executive gathers information and data about SP such as the numbers of people in receipt of support, the hours they receive and the types of services provided but it currently has little information about the real outcomes for people of the intervention provided. For this reason DTZ was commissioned to research and recommend an outcomes framework.

DTZ has completed this research and has produced a report which outlines a possible outcomes framework. Following on from this DTZ has now been commissioned to manage a pilot of the outcomes framework. This pilot will involve 7 local authorities and a range of service providers.

The Outcomes research underway will look at introducing a monitoring approach that will evidence the experience for service users. It is hoped that this will be used by providers to evidence how they support service users and this information in turn can be submitted to the Scottish Executive showing what impact the programme is having nationally.

Craigforth has been commissioned to evaluate the outcomes framework pilot. A research advisory group is being set up to help guide this work. More information on the Outcomes work can be found on the Scottish Executive website.

In addition to the various sources of information above, Scottish Ministers will also be alerted to additional financial pressures, such as the costs of upskilling the Housing Support workforce:

Spending Review (cont)

5. Cost implications of workforce registration

The Scottish Executive along with the Scottish Social Services Council (SSSC), Supporting People Enabling Unit (SPEU), Community Care Providers Scotland (CCPS) and the Workforce Unit carried out a piece of work - and have identified that it will cost the region of £120m to upskill the housing support workforce.

In order for workers to register with the SSSC they will have to have particular qualifications. The register for housing support managers is due to open in 2010 after which it will be open to supervisors and staff. It is likely that staff will be able to apply to be registered with out the relevant qualifications, so long as they express a commitment to complete these within a particular timescale. However these details are yet to be finalised and will follow a consultation process.

The working group drew on information from; the Care Commission, provider surveys and LA returns to reach its conclusions.

Essentially the group identified that there are in the region of 44,000 staff in Scotland providing housing support services. Of these 44,000 staff it is estimated that 20% of these staff are currently undertaking qualifications however there are potentially in the region of 12,000 workers, 6,000 supervisors and 1,500 managers who still require to undertake qualifications.

Scottish Ministers have been alerted to this additional funding pressure being experienced by service providers.

The Scottish Executive is also using information about the impact of SP on services and providers contained in research carried out and reported on by Tony Homer. This research was commissioned by the SP Enabling Unit and its key messages are outlined on page 5.

SP Strategy in England

The Department of Communities and Local Government launched its latest Supporting People strategy document in June 2007. The strategy comes ahead of the Comprehensive Spending Review and does not deal with future funding levels for Supporting People.

One of the major themes of the strategy is the recognition of the importance of the role of providers in the Third Sector. The strategy states that LAs are expected to comply with the compact and enter into 3 year SP contracts.

Good quality providers should be able to compete fairly for services and there is an expectation that providers will form partnerships themselves to deliver value for money eg through a consortia approach.

The strategy also lays out a commitment to deliver SP 'in the new Local Government landscape' with the introduction of a new 'area based grant' by April 2009.

Under the 'new area based grant' local authorities will have more flexibility to spend the funding how they wish as long as they are working to achieve the targets agreed with the government under the Local Area Agreement.

It is not clear yet the extent to which SP will be included in this grant or exactly when it may happen. It states that some authorities will be permitted to deliver SP within their Local Area Agreement in 2008/09 and an evaluation will then take place before a decision is made about whether to pursue this as a vehicle for delivering SP.

The strategy is on the DCLG website at: <http://www.spkweb.org.uk/Subjects/Supporting+People+Strategy+-+DCLG/Independence+and+Opportunity+our+Strategy+for+Supporting+People.htm> and SITRA have produced a briefing at: <http://www.sitra.org.uk/>

Sector Skills Agreement

The Scottish Social Services Council, as part of the Sector Skills Council, Skills for Care and Development (SfCD), commissioned research during autumn and winter 2006 with employers and service users into current skill gaps and future skills needs in the social services sector's workforce. The SSSC has also been gathering data on current education and training provision for the social services sector in Scotland.

The research forms part of a five-stage process known as the Sector Skills Agreement (SSA). SSAs are being drawn up in all employment sectors across the UK as part of the drive to improve workforce skills levels and improve services. The SSA will map out what skills employers need their workers to have and how publicly funded training can be better directed towards the sector's skills needs. The process of completing the SSA will take until December 2007.

If you would like more information on the SSA please contact Daniel.stoddart@sssc.uk.com Or visit the SSSC website: www.sssc.uk.com/Sector+Skills+Agreement/Sector+Skills+Agreement.htm where you can also access the findings from the research.

Navigating The Funding Streams 3

The Voluntary Social Services Workforce Unit has produced an updated guide to gaining funding for learning and development. The publication was written for the whole social services sector and aspects are relevant to those working in housing support. The guide contains

- Information about various key funding sources
- Details about the Specific Training Grant and Voluntary Sector Care Providers monies
- Information about various projects and publications, including the Learning Networks and the 'Qualification Rates and Training costs' report from CCPS

The guide can be downloaded from the VSSWU's website on: www.ccpscotland.org/workforceunit/info/documents/NavigatingtheFundingStreams3.pdf or for a printed copy contact Laura Weir on vswu.admin@ccpscotland.org

Charging for SP Services

Generally when local authorities charge for long term housing support services they collect the fees directly from service users and providers are not involved in the process. However, service providers do need to have a grasp of revised policies so they can provide potential and existing service users with accurate information. Also, the Care Commission expects service providers to ensure service users are informed about costs they will incur.

Communication

In discussion with a number of providers the Unit has established the sort of information they would like local authorities to provide them with:

- Implementation date of charging policy revisions with at least 6 weeks notice
- Clarification as to who will be affected and what protection will be put in place for existing service users
- Contact person within the LA who is responsible for financial assessments being undertaken
- Timescale for a local authority to conduct a financial assessment and make a decision about any charge to be levied
- It would be helpful to know the maximum charge
- An information leaflet on the charging and assessment process for service users.

Action

These issues were raised and discussed with SP Lead Officers at their meeting in June. It was agreed that local authorities would provide the SP Enabling Unit with updated information about their approach to charging. This information has now been collated and is presented on the table opposite. 19 councils have already introduced revisions whilst 4 have decided not to and 5 are still considering what to do.

It was also highlighted that some local authorities have already produced information leaflets for service users. A couple of authorities agreed to circulate these leaflets as examples and are available on the SP Enabling Unit website at: xxxxxxxx

Charging - the national picture

Local authority	Revising Charging Policy?	Date new policy to become effective?	Continued protection for existing service users? (i.e. for people who started using services prior to implementation date of new policy)
Aberdeen	Yes	01.04.06	Yes
Aberdeenshire	Yes	01.04.06	Yes unless person moves to another service or receives an enhanced service. Original service remains protected.
Angus	Yes	01.04.06	Yes unless person moves to another service
Argyll & Bute	Paper being Prepared	To be confirmed	Probably
Clackmannanshire	Policy reviewed but not in light of CoSLA guidance	2005	Threshold for charging is benefit + £10 so most people on HB are not charged. This policy mirrors that for adult care services.
Dumfries & Galloway	Yes	April 2007	The revised policy means that provision of long term housing support services are subject to a means test although there are some exceptions to this.
Dundee	Yes	22.05.06	Yes
East Ayrshire	Yes	10.0.06	Yes
East Dunbarton	Yes	Not known	Not known
East Lothian	Yes	01.04.06	Yes
East Renfrewshire	No	N/A	The policy has always been consistent with all social care charging within the local authority.
Edinburgh	No	N/A	Yes

Local authority	Revising Charging Policy?	Date new policy to become effective?	Continued protection for existing service users? (i.e. for people who started using services prior to implementation date of new policy)
Glasgow	Putting proposal to committee	To be confirmed	To be confirmed
Highland	Yes	1.4.07	Yes
Inverclyde	Yes	Non-sheltered housing 30.6.07 Sheltered housing 1.10.07	Yes
Midlothian	Yes	01.04.07	Yes
Moray	Yes	01.04.06	Yes
North Ayrshire	Yes	Not known	Not known
North Lanarkshire	Yes	01.04.06	Yes, unless there has been a change of circumstance.
Orkney	Yes	1.4.07	Yes
Perth & Kinross	Yes	1.4.07	Yes
Renfrewshire	Yes	10.04.06	Three stage transition to charging
Scottish Borders	No	N/A	Yes HB continues to be a passport
Shetland	No	N/A	No housing support service is charged for
South Ayrshire	Yes	1.4.06	Only residents of sheltered housing will be protected
South Lanarkshire	Underway	To be confirmed	Yes
Stirling	Yes	2.10.06	Yes
West Dunbarton	Under review	To be confirmed	To be confirmed
Western Isles	Yes	1.4.06	Yes

Impact of SP funding changes on housing support providers

Background

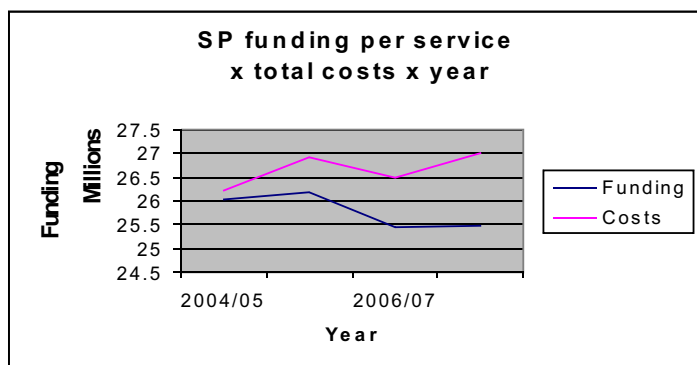
At the beginning of the year the SP Enabling Unit commissioned Tony Homer to undertake a piece of research into how providers of housing support have experienced the funding changes under Supporting People. The decision to do this was made in collaboration with local authorities and the Scottish Executive at a meeting of the Service Review and Impact Group in December 2006. It was agreed that there was a need for information to be gathered from providers to complement the information being gathered from local authorities about the impact of Supporting People on housing support services.

Method

The Unit set up a stakeholders group to help guide the research project and together devised a questionnaire which was conducted in January / February this year. The survey involved 41 service providers and sought to find out how funding and service costs have related to each other from the beginning of SP in 2003/04 to this year, 2007/08.

The funding gap has been increasing

Most services reported a funding gap from the beginning of SP in 2003/04 and this has increased 9 fold between 2004/05 and 2007/08. This figure represents the gap between funding and costs for all services, even those that have seen their funding increase over this period.



SP grant level trends

Recent changes in local authority SP funding have generally been mirrored by the shifts that have taken place in the level of services' funding and costs but not by the change that has occurred in the funding gap of these services. For example, in increased SP funding areas services have experienced a small increase in funding and costs but their funding gap has increased from 0.07% to 7.69% of running costs and is now larger than for services in areas where SP

funding has remained the same or reduced.

Accommodation linked services

Accommodation linked services have had the largest sustained funding gap and currently have the largest funding gap. They report only a small reduction in delivered places and even a slight increase in client numbers. They have been unable to attract non-SP funding but have reduced their costs by reviewing administrative overheads. Services have apparently been maintained by using organisational reserves to fund the operating deficit.

Floating support services

Floating support services have experienced a moderate increase in their funding gap. Their activity levels have dropped by a small amount despite widespread cost saving activity. They have been unable to attract non-SP funding. Reductions in activity levels appear to be in line with the funding changes that have taken place.

Combined services

Combined services have experienced a fairly steady funding gap which now sits between that of the other two service types. More combined services than any other type reported implementing cost reductions and in so doing they reportedly used the widest range of approaches. They were also able to attract non-SP funding. Somewhat surprisingly given SP funding levels, activity has increased to a greater extent than for other type of service. The relatively stable SP funding position in conjunction with being able to attract non-SP funding and widespread action to reduce costs may explain the increased activity levels.

The report that Tony Homer has produced has been presented to the Scottish Executive and will be used as part of the submission they make to the Minister later this year as part of the Comprehensive Spending Review.

The SP Enabling Unit would like to thank all those service providers who took part in the questionnaire and also to CCPS and the Scottish Executive for the contribution they made to funding the research.

To view the whole report go to www.ccpscotland.org/spunit/info/files/911_final_report.doc

Question Time

Q. My local authority has got in touch to say they intend to do a service review. I had thought service review had been abandoned as an idea. I am willing to do the service review but to complete the paperwork will take us at least one month as well as time to undertake a verification visit. Is this really necessary when we have already had three successful Care Commission inspections?

A. Service Review has been a big issue for providers over the past year and you are not the only organisation to find it to be a difficult and time consuming process.

The Scottish Executive does require local authorities to carry out a review of all housing support areas in their area. This exercise was supposed to be completed by March 2007 although as you are aware the time table has slipped.

The Scottish Executive produced guidance on how service review should be carried out. This guidance is available on its website at <http://www.scotland.gov.uk/Resource/Doc/1035/0015929.pdf>. However, the guidance is only guidance and each local authority is free to do things in their own way.

Local authorities have taken different approaches to service review. For some it has been a desk top exercise carried out with information they already had and for others it has been a very thorough examination of every aspect of the service.

Many providers have complained that the work of service review duplicates that carried out by the Care Commission. For the aspects of service review that include looking at quality of practice the local authority could use the Care Commission inspection report as evidence. However service review should include looking at cost effectiveness and strategic relevance which is not part of the Care Commission's remit. Therefore the Care Commission report is not a substitute for service review.

Q. How often does the Care Commission have to inspect housing support services? I hear on the grape vine that it has changed.

A. When the Care Commission was first set up it was written in law that it would inspect all housing support services annually. Since then the law has been modified so that the Care Commission can inspect services which are part of registered social landlords once every three years. The Care Commission can inspect more frequently than this if it chooses to but the minimum level is once a year for all housing support

services except those provided by RSLs. The minimum level of inspection for housing support services provided by RSLs is once every three years.

Q. I recall some time ago that the Unit produced an article which highlighted what costs Supporting People would cover and what could be covered by housing benefit. Is it still available?

A. I think you are referring to our Rough Guide To Service Review 4 Calculating and Recovering Costs. It is available on our website at www.ccpscotland.org/spunit/publications/pdf/rough_guide_4.pdf or by contacting moira.weir@ccpscotland.org

Q. I undertook a social care qualification in Spain which seems very similar to SVQ3. Is my Spanish qualification recognised in Scotland?

A. No, or at least not yet. The SSSC is currently working with other organisations to formulate a procedure to assess the equivalency of international qualifications. Until this procedure is in place the SSSC cannot process applications from workers who have gained their qualifications outside the UK. The SSSC will inform stakeholders of progress through its eBulletin and newsletter and you can keep in touch through the enquiries email and phone lines. Contact details are available on the SSSC's website at www.sssc.uk.com

Q. We have been invited to tender for a project provide floating support. The tender identifies the contract as being 140 hours "call off" plus 60 hours "core" per week. Do you have any information on these types of contract?

A. Yes, a useful definition of contract types appears in Appendix 1 of the SP Model Contract on the SE website: www.scotland.gov.uk/Publications/2003/03/16940/21297

A 'call off' arrangement means that you are agreeing to provide a service when it is needed and called for and only get paid on that basis. In the scenario you describe it sounds like the council is willing to agree a certain number of guaranteed hours per week and expects arrangements for additional hours to be in place but may decide not to use (or pay for) these hours if they are not needed.

It would be a good idea to ask the local authority to confirm exactly what is meant by 'core' to check that these hours are indeed guaranteed.

For Your Noticeboard

Regional Forum

27 August 2007

Supporting People Enabling Unit
Inverness

The SPEU is jointly hosting a regional forum with Highland and Moray Council. This event will include input from the Voluntary Sector Social Services Workforce Unit who have just produced a publication on funding for training. There is no charge for this event but places should be booked in advance. To book a place contact laura.turnbull@ccpsctland.org

'Supporting People delivering outcomes'

28 August 2007

The Chartered Institute of Housing in Scotland
Glasgow

This one day Seminar will examine the Supporting People programme including the current issues faced by local authorities and housing support service providers and examine how we continue to ensure its success.

For more information and to book a place contact the CIH

www.cih.org/scotland/conferences/Supporting_People_Delivering_Outcomes.pdf

Scottish Housing and Support Conference

4 and 5 October 2007

Dunblane

This event is for all policy makers, purchasers and providers, staff and service users in housing, health, social work and the voluntary sector in Scotland. The conference gives delegates the opportunity to discuss the latest issues and the implications for services and service users. More information is available on their website at

www.joa.co.uk/shascflier07.pdf

'Recruiting, Retaining & Registering Your Workforce'

8th November 2007

Voluntary Sector Social Services Workforce Unit
Stirling

This one day conference will explore the key challenges of workforce development for voluntary sector social services: recruitment, retention and registration, and ask what steps we can take now to develop the optimum workforce for the future.

For more information and to book a place contact the VSSSWFU

www.ccpscotland.org/workforceunit/events

Protecting Vulnerable Groups: The New Vetting and Barring Scheme

22 October 2007

Edinburgh

More than 800,000 workers in Scotland will be affected by the provisions outlined in the Protection of Vulnerable Groups (PVG) (Scotland) Act 2007. This conference explains the act and how it will affect those working with children and vulnerable adults. Places can be booked online at http://conferences.holyrood.com/index.php?option=com_content&task=view&id=172&Itemid=0

Procurement and SP training

16 October Edinburgh

17 October Glasgow

This course is being run by Support Solutions and will outline what has been happening in England with some reference to experience in Scotland so far. The course is aimed at service managers who want to gain an insight into how LAs have approached commissioning of housing support services in England and wish to have an opportunity to look at the tendering tools that have been used. **(Wording to confirmed with Support Solutions)**

Contacting the Unit:

Supporting People Enabling Unit
9 Ellersly Road
Edinburgh
EH12 6HY

Yvette.burgess@ccpscotland.org

moira.weir@ccpscotland.org

Yvette Burgess, Director

Moira Weir, Information and Development Officer

Laura Turnbull, Administration Officer laura.turnbull@ccpscotland.org

Telephone: 01346 314000
www.ccpscotland.org/spunit