

Police

Other Bodies/Individuals

FINAL DECISION YES

SUGGESTED NEXT STEPS:

Details to be specified

Further consideration by
this Committee

To Council

To Cabinet

To an O & S Committee

To an Area Committee

Further Consultation

**Adult and Community Services Overview & Scrutiny Committee –
17 August 2006**

Supporting People

**Report of the Strategic Director of Adult, Health and Community
Services**

Recommendation

Adult and Community Services Overview & Scrutiny Committee are asked to consider the Audit Commission Supporting People Inspection judgements and consider the report submitted to Leaders Liaison Group on 29th June 2006. The intention is to submit an action plan by 25th August 2006 and progress reports monthly to Overview and Scrutiny Committee

1. Introduction

- 1.1 The Audit Commission Final Report received on 19th June and published on 6th July, judged the Supporting People Programme to be *poor with uncertain prospects for improvement*. The Inspectors did note the improvements made since the previous inspection but these were not deemed to be sufficient to improve their judgements.

Attached is the summary of the report which gives the reasons why the Commission scored the Programme as *poor and uncertain* and details their recommendations for improvements. The report for the Leaders Liaison Group on 29 June gives details on actions in hand to address these recommendations.

2. Update on actions to date

- 2.1 The main areas that the Audit Commission highlights for improvement are
- Improved governance arrangements for the Programme (although they acknowledge that from 1st April 2006 an improved Scrutiny role for the Partnership Board was due to commence)
 - A requirement for a comprehensive needs analysis
 - Service user engagement
 - Diversity issues
 - Improved Commissioning and Procurement processes

The five main areas above are not exclusive. In addition to these there are a number of recommendations from the previous inspection that they view are incomplete.

- 2.2 An action plan is currently being developed but takes a 'bottom-up' approach to ensure it answers all the recommendations. This means that until the Key Lines of Enquiry (KLOE) work with the Commission is complete the action plan is still in draft format and will not be complete until the end of August.

There will be a high-level improvement plan with detailed work plans for each recommendation sitting underneath. This will ensure that the plan is robust and can be monitored effectively. All stages of the work will be subject to a performance management process that provides an audit trail in order to evidence to the Inspectors the approach taken.

It is intended that the main recommendations will be completed by December 2006.

3. Monitoring of the Improvement Plan

- 3.1 The Improvement Plan will be regularly monitored by the SP Partnership Board (SPPB) and Commissioning Body (CB), which meet bi-monthly, WCC Cabinet, WCC Adults and Community Overview and Scrutiny Committee. It is intended that the Commissioning Body and Partnership Board Members regularly report on the Programme to their respective organisations.

Graeme Betts
Strategic Director of Adult, Health and Community
Services

27 July 2006

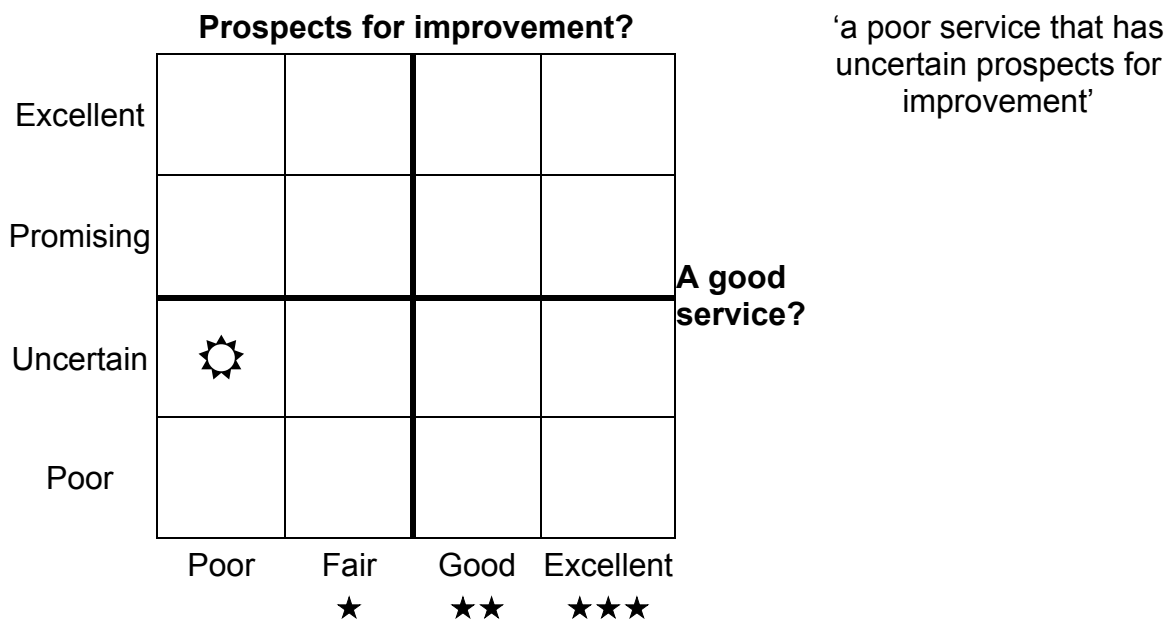
Summary

- 1 Warwickshire County Council is situated in the West Midlands region of England. The population is 512,700 (mid-2002 estimates), of which 4.4 per cent describe themselves as 'other than white British'; the largest minority group (2.4 per cent) is from the Indian community (2001 census).
- 2 The Council is Conservative-led and uses the leader and cabinet model of governance. There are 27 Conservative members, 23 Labour members, 11 Liberal Democrat members and one Independent member.
- 3 The Council has a revenue budget of £493,825 million for 2005/06. It employs approximately 5,628 staff across all services.
- 4 Warwickshire County Council acts as the administering authority for the Supporting People programme in its area. The Council works in partnership with three primary care trusts (PCTs) - together with the Warwickshire Probation Area in commissioning Supporting People services.
- 5 The total amount of Supporting People funding available in 2005/06 is £10,241,821. The Council also receives £339,616 in administration grant towards its role as the administering authority. The highest cost service is £414.45 per person per week providing housing-related support to people with a learning disability. The lowest cost service is £0.93 per person per week providing a community alarm service to older people with support needs.
- 6 Warwickshire was re- inspected during the third year of the Supporting People programme, following an initial inspection in January 2005, which found that the administration of the Supporting People programme was poor. This report, therefore, reflects the current context for the Council as it continues to deliver the programme and focuses on determining the effectiveness of current service delivery, the value for money presented by the contracted services and the outcomes for vulnerable people.

Scoring the service

- 7 We have assessed Warwickshire County Council's administration of Supporting People as a 'poor', no-star service that has 'uncertain' prospects for improvement. Our judgements are based on the evidence obtained during the inspection and are outlined below.

Figure 1 Scoring chart¹



Source: Audit Commission

¹ The scoring chart displays performance in two dimensions. The horizontal axis shows how good the service or function is now, on a scale ranging from no stars for a service that is poor (at the left-hand end) to three stars for an excellent service (right-hand end). The vertical axis shows the improvement prospects of the service, also on a four-point scale.

- 8 We have scored the Council's administration of Supporting People as a poor, no-star programme because:
- the Council has not effectively engaged with service users in the governance or development of the Supporting People programme;
 - very little work has been done to address the lack of information about the housing-related support needs of the diverse communities in Warwickshire;
 - there has been a lack of leadership and effective senior management given to the Supporting People programme;
 - the programme has been hampered by the lack of a robust five-year strategy with clear priorities to assist the governance structures to direct the focus of the programme;
 - there is a lack of clarity in the relationships between the governance bodies that is hampering the effective direction and development of the programme and the Commissioning Body has failed to provide a clear steer on a number of key issues and this has impacted on the effective delivery of the programme;
 - the process for commissioning new services is not robust and not based on jointly agreed priorities for the Supporting People programme;
 - the service review process remains incomplete for a large number of services, with key issues such as understanding and challenging high costs and value for money not addressed;
 - there has been very limited decommissioning of services and very limited commissioning of new services which means that the overall provision is largely unchanged from our last inspection; and
 - the value for money assessments in service reviews are not consistently robust and are not reported effectively in the service reviews reports to the Commissioning Body.
- 9 However, we saw evidence of some strengths:
- some high cost services have been challenged and savings have been made as a result of the review process;
 - there is now a well resourced and stable Supporting People team in place;
 - access to information has improved and we found evidence of more effective signposting to housing-related support; and
 - individual service reviews have tackled some poorer quality services effectively and there have been real improvements to the quality of life for a some services users.

- 10 We have judged that the Supporting People programme has uncertain prospects for improvement. This is because:
- until recently a lack of strategic leadership has impeded progress for the Supporting People programme;
 - work on the majority of the recommendations from the last inspection has begun but this has had limited impact to date;
 - there has been limited progress on a comprehensive needs assessment and significant gaps in service provision have yet to be addressed;
 - until recently there has not been effective management of the Supporting People programme; and
 - the Commissioning Body has not operated effectively and the lack of agreed priorities has hampered the effectiveness of governance structures.
- 11 However, we identified the following strengths in relation to the prospects for improvement:
- some aspects of the Council's delivery of the Supporting People programme has improved since the last inspection with some good examples of service improvements;
 - the Council has moved to address the gaps in capacity at a leadership level and the Strategic Director's management has strengthened its support for the Accountable Officer and the Supporting People team;
 - the Council's structures have been reviewed to develop a cross-cutting and partnership approach to service delivery;
 - Supporting People is now recognised as a key cross-cutting programme;
 - the capacity of the Supporting People team, Core Strategy Group and providers forum has also been strengthened; and
 - more resources have been identified to deliver the Supporting People programme.

Recommendations

- 12 To rise to the challenge of continuous improvement, organisations need inspection reports that offer practical pointers for improvement. Our recommendations identify the expected benefits for both local people and the organisation. In addition, we identify the approximate costs² and indicate the priority we place on each recommendation and key dates for delivering these where they are considered appropriate. In this context, the inspection team recommends that the Council shares the findings of this report with customers, service providers and councillors, and addresses all weaknesses identified in the report. The inspection team makes the following recommendations.

Recommendation

R1 Improve the governance and management of the Supporting People programme by:

- *clarifying and agreeing the different roles of the governance bodies and ensure that these are complimentary;*
- *developing service user engagement in the delivery and governance of the programme;*
- *undertaking diversity impact assessments of all policies and functions of the programme;*
- *developing effective scrutiny and performance management for all aspects of the governance and management of the Supporting People programme; and*
- *developing clear plans to deliver the five-year strategy that are focused on jointly agreed priorities and are linked to the strategic objectives of partner agencies.*

The expected benefits of this recommendation are:

- governance arrangements that ensure each body operates effectively and appropriately;
- effective scrutiny by members;
- service user involvement in the governance of the programme and the development of services; and
- integrated action and service plans that deliver improvements.

The implementation of this recommendation will have high impact with medium costs. This should be implemented by December 2006.

² Low cost is defined as less than 1 per cent of the annual service cost, medium cost is between 1 and 5 per cent and high cost is over 5 per cent.

Recommendation

R2 The Council must establish a comprehensive needs assessment framework to:

- *identify the full range of need in Warwickshire including those of diverse and socially excluded communities;*
- *identify gaps in service provision to vulnerable people;*
- *identify and agree the shared priorities of the Council and its partners;*
- *ensure these priorities reflect the needs of all Warwickshire's diverse communities;*
- *prioritise the delivery of new or re-configured services; and*
- *inform the revised five-year strategy.*

The expected benefits of this recommendation are:

- that the Council and its partners will have an informed and planned programme for the delivery of Supporting People services that meet all known needs.

The implementation of this recommendation will have high impact with medium costs. This should be implemented by January 2007.

Recommendation

R3 The Council must fully implement its value for money methodology to:

- *assess all services to ensure that they are strategically relevant, delivering housing-related support and best value;*
- *establish a commissioning strategy and practice that represents best practice;*
- *ensure expenditure meets grant conditions; and*
- *negotiate new long-term contracts.*

The expected benefits of this recommendation are:

- services that demonstrate value for money and are appropriately funded;
- a transparent and fair commissioning process;
- the release of cost savings to resource services to meet needs;
- provider security and the ability to plan; and
- market stability.

The implementation of this recommendation will have high impact with medium costs. This should be implemented by April 2006.

- 13 We would like to thank the staff of Warwickshire County Council who made us welcome and who met our requests efficiently and courteously.

Dates of inspection: 27 March to 31 March 2006.

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Leaders Liaison Group – Thursday 29 June 2006

Supporting People Programme – Addressing the challenge

Report of the Strategic Director, Adult, Health & Community Services

1. Introduction

- 1.1. Following considerable discussion, it has been agreed that the Audit Commission's judgment will be accepted though the Council's view about the way some elements of the pre-inspection and inspection have been handled has been made clear. A follow-up meeting is being arranged with CSCI and the relationship manager to ensure communication is improved and the relationship managed more effectively.
- 1.2. The report is scheduled to be published on the 6th of July and a copy will be received 10 days before publication. A wide range of actions are in hand and these are described below.

2. Actions

2.1 Meeting between Leaders and Chief Executives

- 2.1.1 It is proposed that the Leader and the Chief Executive will meet Leaders and Chief Executives from the District and Borough Councils and the PCTs. The purpose of the meeting is to brief partners about the results of the Supporting People re-inspection and to create a commitment to work together to improve the position of Supporting People which reflects on all the partners. Invitation to be extended to Cllr Mrs J Tandy, Cllr J Roodhouse, Cllr R Dodd, Cllr F McCarney, Cllr C Hayfield.
(lead: Graeme Betts).

2.2 KLOE Exercise

- 2.2.1 It has been agreed that representatives from the County Council will meet with the inspectors to go through the KLOEs and establish where Warwickshire's Supporting People Programme sits against them.
(lead : Rosie James)

2.3. Support from CSIP

- 2.3.1 A plan has been agreed to provide support for the Strategic Director to make progress across Supporting People and Adult Services. The support will be agreed between the Audit Commission, CSCI and CSIP.
(lead: Graeme Betts)

2.4. **Action Plan**

- 2.4.1 An action plan is being prepared and it will be monitored monthly by Adult and Community Services O&S.
(lead: Rosie James)

2.5. **Addressing the gaps**

- 2.5.1 Consultants have been engaged to take forward work on the needs analysis, diversity issues and procurement
(lead: Graeme Betts)

2.6. **Strategic Director's Management Team's role**

- 2.6.1. The following actions have been agreed by SDMT including :
- i. Receive quarterly reports on performance
 - ii. Performance and Development to support the development of a robust strategy including governance arrangements
 - iii. Economy and Environment to support the development of the needs analysis
 - iv. Resources and Performance Development should support the development of commissioning and procurement arrangements
 - v. Strategic Directors for Children, Young People and Families and Community Protection should present quarterly reports to their O&S Committees on Supporting People
- (lead: Graeme Betts)

2.7 **Awayday**

- 2.7.1. An awayday for the Commissioning Body, Partnership Board and Core Strategy Group will be arranged for October when the needs analysis will be complete and this meeting will agree a more robust strategy, priorities and clearer governance arrangements. Excellent Authorities will be invited to the Awayday.
(lead Graeme Betts)

2.8 **Visit an excellent authority**

- 2.8.1 It is proposed that a visit is arranged to an excellent authority such as Oxfordshire. The small party will be made up of the chairs of the Commissioning Body and Partnership Board, the Accountable Officer and the leader of the Supporting People Team. Cllrs Frank McCarney and Richard Dodd to be invited to the visits.
(lead: Rosie James)

2.9 **Communications**

- 2.9.1 A communications plan is being implemented. Arrangements have been made to visit the Team and prepare positive coverage. Briefing materials will

be prepared for partners and providers. Members and Staff within the Council will be briefed. A Statement will be signed by the 3 Leaders.
(lead: Anne Goodey)

2.10 **Independent expert view**

2.10.1 An independent expert will be invited to assess progress in December. This will give time to identify someone with credibility and for the key weaknesses to be addressed. We will receive peer review from Oxfordshire as an excellent authority.
(lead: Graeme Betts)

2.11 **Member engagement**

2.11.1 The leader has requested to meet the Team and visit Supporting People schemes. The Cabinet will review progress in addressing the challenges facing the Programme at every meeting and Cabinet members have been assigned lead areas to ensure they engage with and support the programme.

2.11.2 It has been agreed with the Chair of Adults and Community Overview and Scrutiny Committee that it will review progress at every meeting.
(lead: Graeme Betts/Rosie James)

Graeme Betts
Strategic Director
Adult, Health & Community Services

June 2006