
Manchester City Council Report for Resolution

Report to: Health and Wellbeing Overview and Scrutiny Committee -
20 October 2011
Executive – 26 October 2011

Subject: Supporting People Programme – Budget Proposals

Report of: Liz Bruce, Strategic Director for Adults, Manchester City Council

Purpose of the Report

The purpose of this report is to inform Members of proposals to reduce Supporting People expenditure by £8.6 million which takes account of the outcome of the public consultation and a detailed Equality Impact Assessment.

Recommendations

Members are recommended to:

- a. Approve the funding proposals set out in this Report.
- b. Approve alignment of £14m of the remaining Supporting People funding to the Manchester Investment Fund to support the reform of public services and achieve the best outcomes for Manchester residents whilst delivering value for money and containing costs within available resources.

Financial Consequences for the Revenue Budget

The target savings for reduction in this programme is £8.6 million with £5.5 million to be achieved 2011/12 and £3.1 million in 2012/13; it is projected that these targets will be achieved in full.

Financial Consequences for the Capital Budget

None

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Background Documents (available for public inspection)

Report to Executive 16th February 2011 - Budget Proposals on Adults Directorate
Directorate for Adults Supporting People Consultation Document

Wards Affected

All

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	The proposals in this report support economic growth by reducing worklessness and dependence and by managing demand away from statutory services and into universal settings
Reaching full potential in education and employment	The proposals in this report support Adults attaining independence and being economically and socially active
Individual and collective self esteem – mutual respect	The proposals strive to promote Adults’ independence, choice and control over their own lives
Neighbourhoods of Choice	Neighbourhood working and integrated working at a neighbourhood level supports place and neighbourhoods of choice

Implications for:

Anti-Poverty	Equal Opportunities	Environment	Employment
Yes	Yes	No	No

Full details are in the body of the report, along with any implications for:

Equal Opportunities Policy – Equality issues are addressed within the report. An Equality Impact Assessment (EIA) has been completed and is included as Annexe 1.

Risk Management – The proposals included in this report have been subjected to detailed risk analysis. Key risks and mitigation are referred to in this report.

Legal Considerations – are fully addressed and included within the report.

1. **Background**

- 1.1 The budget proposals for the Directorate of Adults are set out in the report to Executive on 16 February 2011 to which Members are referred for the full detail. As agreed at Executive on 16 February and Council on 9 March the Directorate aims to achieve target savings of £39.5m over the period 2011/12 to 2012/13.
- 1.2 Supporting People funded services can evidence good outcomes and are value for money. The national Cost Benefit Analysis (CBA) toolkit for Supporting People, developed by the Department for Communities and Local Government (CLG), examines the cost of Supporting People services, and then accounts for the cost impact of ceasing to provide these services on other budgets such as the Criminal Justice System, NHS and other parts of the Council. Analysis, accepted by CLG, demonstrates that a £1.6 billion investment nationally in Supporting People services produced a net benefit of £3.4 billion across other budgets – a return of £2.1 for every pound invested.
- 1.3 In 2010/11 Manchester received £35.756m Supporting People funding, as a ring fenced grant, to support vulnerable people. However, this financial year, the Government has incorporated Supporting People funding into the Council's Formula Grant allocation and reduced the allocation by £12.6m (35% of the total) over the Comprehensive Spending Review period. The overall national reduction in Supporting People funding was 12%.
- 1.4 In order to mitigate the impact of this reduction on local residents and in recognition of the benefits of the programme the Council has allocated an additional £4m for the period of the Comprehensive Spending Review. As a result, the Directorate is proposing to reduce Supporting People expenditure by £8.6m (24%) over the next two years. This equates to a reduction of £5.5m in 2011/12 and a further reduction of £3.1m in 2012/13.
- 1.5 The Directorate has consulted on the methodology that it proposes should be used to inform decisions about how Supporting People funding is allocated in future to meet local need. The outcome of the consultation process and the equality impact assessment on proposals to reduce Supporting People expenditure by £8.6m are included in this report for Members' consideration

2. **Introduction**

- 2.1 The Directorate for Adults covers a broad agenda which supports Manchester's Community Strategy and the Council's priorities of promoting economic growth and reducing dependency, particularly on high cost services. Supporting people to become more independent and achieve their potential will both reduce the costs of dependency and reduce worklessness.
- 2.2 The Directorate has a significant contribution to make to the long term strategic leadership of the City as it addresses the critical issues of

dependency and reform. The Directorate plays a key role in leading and shaping the reform of public services locally and influencing that reform at a national level. This more strategic role is reflected in our leadership work with the NHS to ensure that the wide-ranging NHS reforms wholly address the health and wellbeing of Manchester citizens.

2.3 Increasingly the Directorate's resources will be targeted at delivering our statutory duties. However Community Budgets and the Manchester Investment Fund will provide the flexibility needed to align and pool public sector resources to achieve common aims. This will result in a more flexible approach to commissioning and will include targeting our resources at those with complex needs to reduce dependency on high cost public services whilst maintaining support for our more traditional customer base to help people to live as independently as possible.

2.4 The Directorate is refocusing and reducing resources in the following aspects:

Leadership for reform

The Directorate will have a leadership role in redefining social care and focusing targeted services on people with complex needs to reduce dependency and therefore costs to public services. This will include working in an integrated way across public sector partners so that we align investment collectively, target evidence-based interventions and achieve better outcomes for lower costs.

Universal Services

The vast majority of the Directorate for Adult's business is targeted and assessed via Fair Access to Care criteria and within the statutory obligation to carry out community care assessments.

Targeted Services

The budget proposals contained in this report are designed to safeguard our most vulnerable customers, and promote the interests of local communities and sustainable neighbourhoods. Supporting People services focus upon preventing crisis, improving outcomes and reducing reliance upon more costly and complex services by means of early intervention. Performance will be enhanced by aligning approximately £14m of Supporting People resources and service activity to the Manchester Investment Fund. This will entail refocusing and remodelling current services.

Neighbourhoods

Working at a neighbourhood level has been a key driver for the Directorate and we have restructured both the assessment and care management and commissioning functions to support the neighbourhood model. Aligning Supporting People resources to the Manchester Investment Fund will help to

drive integrated delivery and commissioning at the neighbourhood level to realise greater benefits and improve outcomes for communities.

3. Current Supporting People provision – framework and customer base

3.1 Manchester's Supporting People programme currently provides housing related support for up to 13,000 people across 21 customer groups at any one time. Customers include older people with support needs including people with dementia, people with mental ill health; homeless people with support needs; people with alcohol or drug problems; young people at risk or leaving care; ex offenders and those at risk of offending; refugees; rough sleepers; and travellers.

3.2 The funding is not used to directly meet the Council's statutory duties. Support is provided to most customers (including adults and families with complex and multiple needs) on a time limited basis to move them towards independence and self reliance. However, traditional social care customer groups, (e.g. older people, adults with learning or physical disabilities or mental ill health) often require longer term, ongoing help e.g. older people in sheltered housing schemes.

In some cases, such as where people have a learning disability, Supporting People provides wrap around support; this may be in addition to and complement support provided following a statutory assessment of need. This approach provides value for money by reducing demand amongst the traditional social care customer groups for more costly services.

3.3 Housing related support is commissioned across the city from 88 providers and includes: services provided by Manchester City Council, Registered Providers, the Voluntary & Community Sector as well as the private sector. Front line staff help customers to access accommodation, other targeted and universal services and to develop the skills they need to live independently, for example: ,

- Life and coping skills
- Social skills
- Behaviour management
- Budget Management
- Tenancy Management
- Help to access training, education and employment

3.4 Support is provided in **either** accommodation based schemes **or** in a customer's own home.

Accommodation based schemes (Support provided within a building)

Support is provided in a number of settings e.g. sheltered housing schemes; within self contained blocks of flats; in dispersed self contained accommodation across the city; in hostels and in smaller dispersed properties for people who have moved on from hostels as they become more

independent. Support may be available on site 24 hours a day e.g. in a homeless hostel or provided less intensively, depending on the needs of the customer group.

Support provided within people's own homes (floating support)

Support is also provided to people in their own homes where this is required to reduce the risk of homelessness, for example for a customer experiencing mental ill health who is struggling to manage a budget and incurs rent arrears. It is also provided to customers who may previously have lived in more intensively supported accommodation such as a hostel and require time limited transitional support to manage a tenancy, and to move toward training, employment and independent living.

- 3.5 Supporting People services have for many years provided a safety net for some of the most vulnerable and socially excluded residents of Manchester many of whom are not be eligible for statutory support. Funding is apportioned to services on the basis of the primary needs of the people they support but there is often an overlap between customer groups, for example individuals with offending histories may also be homeless and misuse drugs or alcohol.

4. Future Strategic Direction

- 4.1 The Directorate is actively supporting the Manchester Investment Fund by strengthening the focus of the services we provide and commission on early intervention and prevention. Our aim is to reduce dependency and move people towards independence at the earliest opportunity by providing effective evidence based interventions at the right time.
- 4.2 2012/13 will be a year of transition where we will continue to remodel services in order to improve their effectiveness, value for money and the outcomes they achieve in order to support the principles of the Manchester Investment Fund. This will require new models of delivery with an increased emphasis on flexible commissioning and contracting arrangements.
- 4.3 Going forward the decisions for investment will continue to be made by the Strategic Director working in conjunction with the Manchester Investment Fund Board members and its associated governance arrangements.

5. Consultation proposals – methodology for future investment and disinvestment

- 5.1 Two options were initially investigated to reduce expenditure – each represents a combination of carefully managed service remodelling, service reductions and other efficiency measures. The two options considered were:
- A fixed 24% reduction in Supporting People investment across all customer groups and services over two years.

Or

- Targeting future investment and reductions in funding based upon the performance and outcomes achieved by services, and taking account of other support options available in neighbourhoods and across the city to meet the needs of communities and customer groups.
- 5.2 The first option, a fixed reduction in funding across all services, was ruled out on the basis that it would be more likely to impact upon vulnerable groups, destabilise services and displace costs to other council budgets. It also does not take into account strategic relevance, quality, outcomes and cost effectiveness of individual services. Targeting future investment and reductions in funding will provide a greater degree of flexibility to respond to local need by investing in services that deliver good outcomes and value for money. It would also be less responsive to addressing equality duties and the needs of protected groups
- 5.3 We therefore proposed to apply different levels of investment and disinvestment to services to reflect the needs of specific customer groups and communities, and take account of the other support options available to them. We proposed to achieve this by:
- Negotiating reductions in operating costs with current providers by mutual agreement where this will minimise the impact on front line service delivery
 - Remodelling, reducing and in some cases no longer providing or funding some services as a result of the application of the assessment methodology mitigated through the Equality Impact Assessment.
 - Redesigning, and in the longer term, commissioning and tendering for services where this will improve outcomes for customers, reduce costs and improve value for money
- 5.4 We also proposed that in future, funding will be allocated to agencies on the basis of the extent to which they are assessed as:
- Providing good quality services, delivering good outcomes, including promoting independence and providing value for money
 - Supporting delivery of strategic objectives, including Manchester's Community Strategy.
 - Helping to support statutory duties and functions, including our equality duty towards protected groups
- 5.5 These two aspects of our approach to future commissioning and investment decisions, which reflects the differing needs of customers and an assessment of quality, cost and strategic fit formed the basis of our recent consultation with customers, service providers and other stakeholders, such as carers.

6. Consultation Process

6.1 Consultation on Supporting People was scheduled to run for twelve weeks, from 22 March to 14th June 2011. However in response to feedback from stakeholders the consultation period was extended to 2nd July to allow additional time to engage with particular customer groups including older people with dementia and learning disabled adults. The aim of consultation was to:

- Meet customers and carers in receipt of the services as well as service providers
- Engage the public in understanding and discussing the challenges facing the City Council in meeting the requirements of the budget proposals.
- Inform staff, the public and other stakeholders of the proposed options.
- Seek feedback (in a variety of formats) and assess the likely effect and impact of the proposed changes on customers, carers and providers, so that these issues could be considered and inform the Council's decision-making process.
- Identify potential equality issues not already considered.
- Allow reasonable, flexible and sufficient time for those being consulted to put their views forward.

The methods used in the consultation process as well as the feedback we received are set out in the Directorate for Adults Supporting People Consultation Document 2011.

6.2 In order to meet these objectives and ensure the consultation was fully accessible to providers and all customers, the consultation framework provided for:

- Face to face consultation events in accessible venues across the city where customers, carers, providers and stakeholders could listen to presentations and ask questions. BSL signers and staff who acted as translators attended all of the events.
- Regular communications were sent to nearly 2,000 voluntary sector and provider organisations in Manchester requesting their assistance with promoting the consultation, encouraging involvement and seeking their views on the proposals.
- The Directorate for Adults' consultation was placed (and could be completed) on the MCC website, as is standard Council practice. In order to consider anti-poverty measures, a freepost address was included so that questionnaires could be returned with no cost to participants.

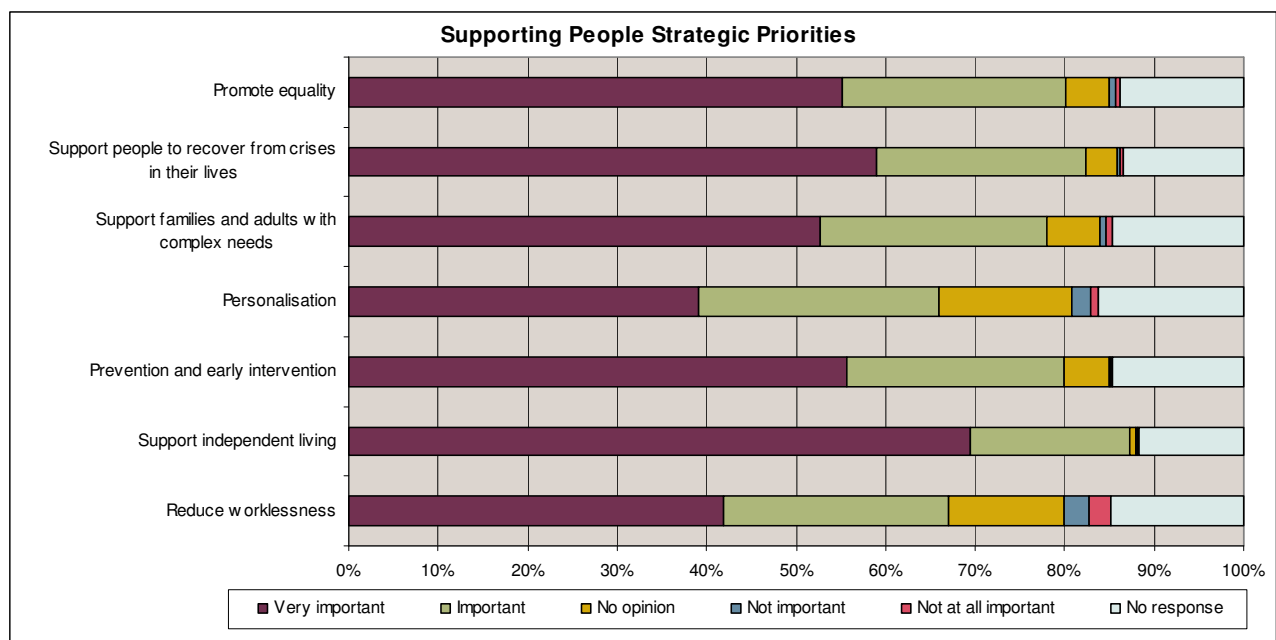
- Supplementary work included poster promotions through the city in key public buildings e.g. libraries and GP surgeries, staff briefings, including before attending events, and promotion via local radio.
- The BME Consultative Forum (BMECF) which comprises key representatives from the BME care organisations in Manchester also played a significant role in supporting and signposting their local communities to the consultation to ensure that BME groups had a voice.
- The Supporting People Core User Group (CUG) was also consulted, and submitted their response to the consultation proposals.

7. Consultation - key findings

7.1 The full analysis of the Supporting People consultation is within the Directorate for Adults Supporting People Consultation Document 2011. However, in brief, a total of 1171 responses were received to the consultation, 1043 from customers (including carers and other members of the public) and 128 responses from providers. Responses from customers (including carers and relatives) are summarised below:

7.2 Strategic Priorities

We asked customers if they agreed with our strategic priorities Responses from customers are summarised below :



- Approximately 70% of customers rated 'support for independent living as being 'very important'
- Between 50% and 60% of customers rated prevention and early intervention and help to recover from crisis as being very important.

- Only 38% of customers rated 'personalisation as being 'very important'.

7.3 Prioritising Supporting People Funding

We explained to stakeholders that we intend to prioritise investment in services on the basis that they meet strategic priorities, are good quality, provide good outcomes and value for money. Customers responded as follows:

- 59% customers agreed with the plans
- 9% Customers did not agree with the plans

7.4 Quality and Cost of Services

We asked stakeholders if they agreed that the cost and quality of services should be considered equally when making decisions about funding priorities.

Within the assessment of quality this would include an evaluation of strategic relevance including each service's contribution to delivery of the Manchester Community Strategy objectives; whether the service supported the delivery of a statutory duty; and, whether the service is provided within the communities it seeks to support.

Within the assessment of cost, factors considered would be whether services were available elsewhere or through other means which could be delivered more cost effectively; and, how the cost of provision and outcomes compare to providers of similar services.

Responses from customers are summarised below:

- 45% of customers agreed that cost and quality of services should be considered equally
- 3% of customers thought that cost was more important
- 35% of customers thought that quality was more important.

7.5 Minimum Standards

We asked stakeholders if services should reach minimum standards to achieve higher priority for funding. The responses received from customers are summarised below:

- 71% of customers believed that services should reach minimum standards.

7.6 Fairness

We asked stakeholders if they thought our proposals were fair across all groups. Customers responded as follows:

- 46% of customers said they thought our proposals were fair across all groups

- 30 % of customers were unsure

7.7 Supporting a Statutory Duty

When asked if services that help to support statutory needs should be given more priority for funding, 64.8% of providers said yes although the Strategic Housing Partnership did express some concerns. They were concerned that the focus of Supporting People funding may shift towards supporting more traditional social care groups as opposed to working with the current range of customers.

7.8 Recurrent Themes

A number of themes emerged throughout the public consultation events. Customers expressed concerns about the potential loss of scheme managers in sheltered schemes as these were seen as valuable.

Customers and carers also expressed concern about the withdrawal of support from schemes where for the first time they or their relatives had found some stability e.g. in a shared accommodation based scheme for people with mental ill health.

Consultation with Homeless people or previously homeless people demonstrated the value of the hostels in successfully moving people on to other accommodation that in some cases had paved the way for paid employment or other meaningful occupation. Some feared that more people would become rough sleepers or live in Bed & Breakfast accommodation if this support is reduced.

Response

In the majority of cases we have retained hostels and accommodation based schemes although the level of support may be reduced.

We have retained all scheme managers in sheltered services although there may be a reduction in support hours

8. Adjustments following Consultation

8.1 As a result of views expressed, we have adjusted our proposed approach as follows:

- We have retained an equal weighting for assessment of quality and cost (50% each) and retained a minimum quality threshold.
- When assessing quality we have revised our approach to balance funding for services that meet the needs of traditional social care groups (such as older people, adults with mental health issues, learning

and physically disabilities) with funding provided to services that prevent crisis and reduce costs by intervening earlier and more effectively with adults and families with complex or multiple needs.

- We reduced the funding available to services rather than ending services completely where this will mitigate the risk of an adverse impact on customers and other council budgets, support delivery of our strategic priorities and deliver value for money.

8.2 Each service was assessed for value for money based on the methodology as outlined above. This scoring was then validated by a panel which included two customers; one of whom is a member of the Supporting People Core User Group

9. Equality Impact Assessment

9.1 The requirements of Section 149 of the Equality Act 2010 state that Public Bodies must have due regard to the need to:

- Eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- Foster good relations between people who share a protected characteristic and people who do not share it.

9.2 **The Directorate has carried out a full and comprehensive Equality Impact Assessment (EIA) - this is included as Appendix 2.** The assessment considered in detail what impact the proposals could have on the protected characteristics: age, disability, gender re-assignment, pregnancy, maternity, race, religion or belief, sex and sexual orientation as well as carers and action that will be taken to mitigate the risk of disproportionate impacts upon protected characteristics.

9.3 The Equality Impact Assessment has been an iterative process and has clearly informed commissioning proposals. The set of proposals outlined in this report along with the mitigation actions we have taken will ensure that that the Strategic Director can deliver these savings safely in order to safeguard the most vulnerable customers whilst providing the foundations for the Manchester Investment Fund.

9.4 However, it should be noted that reducing service capacity will have the following consequences for local residents:

- Future customers will not get a service where previously they would have received a service; where possible risk will be mitigated for traditional social care customers by accessing alternative mainstream provision to respond to their needs. Furthermore, the aim of the Manchester

Investment Fund is to target support to the adults and families with the most complex needs.

- Future customers and some current customers will receive less support than they would in the past; for example the time spent with individuals and/or the frequency of visits they receive may be reduced or support may be provided over a shorter period of time than in the past. These approaches will still allow some flexibility to temporarily increase support to individuals and families where this is required to prevent crisis or to achieve a better outcome.
- All services will work to move people towards independence at the earliest stage: the aim is to achieve the same or better outcomes over a shorter period of time, increasing the rate at which people move out of services and reducing the rate at which they re present to services.

9.5 In summary, these proposals will have some impact on all present or future customers of the Directorate for Adults. The customer base for Supporting People services ranges from: people with disabilities and older people to young people, women escaping from domestic violence and people with mental ill health. Within all customer groups, there are a proportion of people from the BME communities who access services. However, within these proposals there will not be a disproportionate effect on any one specific protected group as demonstrated through the Equality Impact Assessment.

9.6 The Directorate for Adults has developed considerable mitigation of any impact elements. These are outlined in detail in Section 11 of this report.

9.7 In terms of mitigating the impact on carers, the Directorate has expanded personalised support to carers over the last few years. In the last four years, the number of carers receiving a service increased by 120% and all carers can access an assessment of their own specific needs. In situations where carers need independent representation, the Directorate now meets that need through specifically trained staff working exclusively with carers.

10. Delivery of Savings

10.1 Financial Implications

In summary the savings are to be delivered over two years as follows:

Proposals – Supporting People	Savings Target – 2011/12	Savings Target – 2012/13	Total Savings Target
Homelessness, Drug and Alcohol, Ex-Offenders, Travellers Refugees	£3,348,936	£1,381,681	£4,730,617
Domestic Abuse	£154,074	£113,037	£267,111
Young People & Teenage Parents	£298,052	£293,365	£591,417

Older People	£534,788	£305,069	£839,857
People with Learning Disabilities	£482,018	£420,063	£902,081
People with Physical Disabilities	£132,387	£56,411	£188,798
Mental Health	£549,745	£530,374	£1,080,119
Total	£5,500,000	£3,100,000	£8,600,000

The above is a summary of savings by customer group and is linked to the detailed schedule of proposals attached as Appendix 1

10.2 The proposals to reduce Supporting People expenditure do not dilute the Directorate's focus upon delivering Manchester's Community Strategy and other local strategic objectives. In developing our proposals we have assessed the potential impact of funding reductions, and mitigation across all customer groups, as well as those protected under equalities legislation.

10.3 We have also taken account of the views of customers and other stakeholders. As a result we have sought to retain support provided in temporary and sheltered accommodation wherever possible to reduce the risk that people will be displaced and become homeless and require more costly support. Where services are proposed for closure we will work with providers and customers to find alternative accommodation with appropriate support for individual customers

10.4 The Directorate for Adults has a strong partnership with the providers that currently provide Supporting People funded services. The providers understand the challenging financial position that the Council is facing and have worked with us to scrutinise their costs and to submit proposals to reduce their operating costs. The response has been encouraging and it is our intention to accept the majority of proposals submitted by service providers. However, all proposals were subject to the same rigorous assessment methodology outlined above and where the proposals presented a risk to delivery of strategic priorities then we requested that providers revisited their proposals.

10.5 Negotiating savings with providers by mutual agreement where this is possible will reduce the risk of displacing people from their accommodation and displacing costs to other council budgets whilst ensuring we maintain support for the most vulnerable and retain our focus upon early intervention and crisis prevention.

10.6 Officers have met with all providers affected by these proposals. We explained the process with the proposed recommendations made in this report and have given them the opportunity to respond to the proposals if they were of the view that the criteria had not been applied fairly or if a material fact had not been taken into consideration. It is important to reiterate that the savings proposals set out below have been arrived at as a result of an assessment against the value for money methodology outlined earlier in the report, based on consultation with stakeholders and adjusted as a result of the Equalities Impact Assessment.

11. Savings Proposals

11.1 The full schedule of proposed savings is attached as **Appendix 1**.

11.2 The following table shows the proposed full closure of services.

Provider	Service Name	Type of service	Customer Group	Ward
Praxis Care	Willow Park Housing Trust	Supported accommodation for up to 4 people	Mental Health	Sharston
Great Places	Manchester Next Step Dispersed	Supported accommodation for up to 8 people	Mental Health	Gorton South
Riverside ECHG	Manchester SMG	Supports up to 60 people in their own homes	Single Homeless People	City-wide
	William House	Supported accommodation for up to 14 people	Ex offenders and people at risk of offending	Old Moat
	Wilson Carlisle Move on	Supported accommodation for up to 10 people	Ex offenders and people at risk of offending	Longsight (4), Bradford (2), Gorton North (1) Ardwick (2), Rusholme (1)
Caritas Diocese of Salford	Marillac House	Supports up to 11 teenage parents	Teenage Parents	Longsight
Richmond Fellowship	Floating Support	Supports up to 11 women	Women escaping domestic abuse	Citywide

11.3 The impact upon current customers in the above accommodation is limited because many receive time limited support that would come ordinarily to an end as they become more independent. The loss of support will have a greater effect upon people who may present to services in the future.

11.4 However, the Supporting People programme will continue to support 5726 people in accommodation based schemes and 6323 people in their own homes, this includes providing 3308 community alarms.

11.5 Key Proposals to reduce expenditure and associated mitigation with regard to each customer group are summarised below. For each of the following proposals, where it is proposed to close or reduce a service we will work with the provider to support customers to find alternative accommodation and support.

After applying the assessment methodology and in negotiation with providers we are proposing the following:

11.5.1 Services for homeless families, ex offenders, people with drug and alcohol services

An acceptance of:

- Efficiency Measures proposed by Providers to reduce levels of support and management costs.

The reduction of:

- Services provided by NACRO, which will be remodelled and includes the closure of two accommodation based schemes which support up to 15 people.
- Services provided by Riverside ECHG and will involve the closure of Wilson Carlisle Move On, which supports up to 10 people in small shared houses or independent flats across a number of wards.
- Removal of One Quick Access Centre provided by Manchester City Council Homelessness Service (this will be remodelled to provide less intensive support)

The closure of:

- William House which is a hostel and supports up to 14 people provided by Riverside ECHG.
- Floating support service providing support for up to 60 people within their own homes by Riverside ECHG

The remodelling of:

- Manchester City Council Homelessness Services.; this includes hostels, shared housing and floating support.
- Support to 23 families who are at risk of losing their tenancies provided by Action for Children.

Indicative Impact

Moving forward we will have less accommodation based provision for people who become homeless, who have an offending history or a substance misuse.

Less provision in the future for people who may be at risk of homelessness perhaps as a result of rent arrears or problems managing a tenancy and people being resettled from supported accommodation schemes.

We may see an increase in homeless and other crisis presentations to services and/ or an increase in the use of bed and breakfast accommodation

Equality Mitigation Actions

All support services in accommodation based schemes for homeless families have been retained. This is extremely important as these services help to keep families together and prevent an increase in Looked after Children.

Current services provide time limited support and it is usual for current customers to move on to more independent accommodation. Where it is proposed to close or reduce a service we will work with the provider and customers to find alternative accommodation and support for individuals.

All services provided or commissioned by the Directorate for Adults will be remodelled as required to achieve the aims of the Manchester Investment Fund.

The emphasis of all services will be focused on earlier intervention to prevent crisis and escalating need, moving people towards independence and self reliance at the earliest stage and increasing throughput to maximise outcomes.

Currently customers are referred into services from various agencies; in the next 12 months the Directorate for Adults will establish an integrated single point of access to ensure that services are targeted to safeguard the most vulnerable.

An additional £200,000 has been invested within the Supporting People rent deposit scheme in 2011/12 to develop this approach.

Investment in peer support and customer representation to ensure customer voices remains paramount during the remodelling of the Supporting People programme.

11.5.2 Services for women escaping domestic violence

An acceptance of:

- Proposed efficiency measures by providers including the reduction of management costs and the use of volunteers

The reduction of:

- The number of women supported by Manchester Women's Aid from 34 to 30 as a result of the withdrawal of four hard to let temporary move on accommodation places.
- The planned expansion of 9 hostel places by Manchester Women's Aid has been deferred
- The level of support provided to up to 65 women by the Independent Advocacy Service will be reduced

The closure of:

- A floating support service for 9 women in their own homes provided by Richmond Fellowship

The remodelling of:

- Manchester City Council's accommodation based service for women escaping domestic violence will be remodelled

Indicative Impact

A reduction in support for women to remain in their own tenancy and for people being resettled from accommodation based schemes such as refuges.

Agencies who work with women fleeing domestic abuse have expressed some concerns about the potential reduction of schemes and the impact on women's safety.

Equality Mitigation Actions - Gender

All refuges as well as the accommodation based scheme provided by Manchester City Council for women escaping domestic violence have been retained in order to safeguard services for those in crisis and immediate need. This is extremely important as it helps keep families together and prevents an increase in Looked After Children.

Manchester Womens Aid reduced its temporary move accommodation by 4 units in March 2011 in response to low demand. This has not had an adverse impact upon current customers as the units were underused.

There will be a reduction of support provided to people within their own homes however, this will not affect current customers as support is time limited, with the expectation that people will be able to manage within their own homes.

The Directorate for Adults now has the strategic lead on Domestic Abuse, and is working with partner agencies to strengthen the whole system approach, remodelling services to improve outcomes and cost effectiveness and to maximise the number of people that can be supported within existing services

Progress in addressing domestic abuse will be reported to both the Children's and Adults Safeguarding Boards allowing a much broader multi agency response to issues at the strategic level. The City Council will continue to work in partnership with other agencies including the Police and Probation Service to address domestic abuse and to safeguard vulnerable adults

11.5.3 Young People including Teenage parents

The acceptance of:

- Efficiency Measures proposed by Providers to reduce levels of support and management costs and by delivering services differently.

The reduction of:

- An accommodation based scheme for 8 young people through remodelling a service provided by Great Places

The closure of:

- A teenage parents accommodation based scheme currently provided by Caritas of Salford and supporting 11 young parents.
- Adactus ceased to provide a floating support service in March 2011 that had capacity to support 63 young people in their own homes.

The remodelling of:

- Services provided through Young People's Support Foundation in line with the aims of the Manchester Investment Fund.
- All services provided to homeless young people provided by Manchester City Council Homelessness Service.

Indicative Impact -

In addition to the reduction in capacity for the sector, some young people will also see a reduction in the level of support they receive; this may result in more young people not being able to maintain their tenancies.

Teenage parents will have less access to structured support in a specialised scheme and may result in increased homelessness presentations.

The current economic climate has impacted adversely upon employment opportunities for young people. Not having stable accommodation may have a damaging effect on their prospects to access employment or training courses.

Several registered providers are encouraged to offer tenancies to young people who already have the offer of an accompanying support package. Any reduction in capacity for supporting young people may lead to a reduction in tenancies being offered to young people.

Equality Mitigation Actions - Age

Although there is a loss of capacity to support 11 teenage parents within accommodation based services, this is in-part mitigated by an increase to support an additional 12 teenage parents within their own homes.

There is also no loss of housing related support provision for accommodation based schemes for young people leaving care.

Support is time limited so customers will be moved on to more independent accommodation.

A multi-agency protocol for working with homeless 16/17 year olds has been agreed between Children's Services and Homelessness, providing a more transparent, streamlined and supported pathway into accommodation.

A pilot Young Persons sponsor scheme will be developed to act as guarantors for private sector landlords.

Work will be undertaken with schools to support vulnerable young people e.g. Tenancy Training to develop independent living skills and prevent potential future homelessness.

Additional work will be undertaken with Public Health to further reduce teenage pregnancy rates. Improved referral routes will help ensure housing advice and support is available to pregnant teenagers is available earlier to prevent homelessness or family relationship breakdowns.

11.5.4 Older People

The acceptance of:

- Management efficiencies have been put forward by providers of Sheltered Schemes that will result in a reduction in the contract value with little or no impact on customers; in many cases Registered Providers will bear the cost.
- Management efficiencies and changes will also be made across a number of Community Alarm services including those provided by Manchester City Council.

The reduction of:

- Wardens' weekly hours at Sheltered Housing Schemes operated by Eastland Homes

The remodelling of:

- Manchester City Council floating support services support 559 people in their own homes. These will be remodelled as part of a strategic reorganisation where we will keep the same capacity but reduce the level of support provided to the majority of customers
- We are proposing to remodel and retender for Home Improvement Agencies including handyperson services to provide targeted city wide services

Indicative Impact

Sheltered Housing

Any reduction in support hours may mean that the sheltered scheme managers would be spending less time at each scheme, and so would no longer be able to carry out the same range of functions.

A minority of registered providers may pass on the cost of the savings to their tenants by increasing the service charges. A possible consequence is that when an older person looks at sheltered housing options they choose not to move to those schemes that are more expensive.

Floating Support

These are time limited services so current customers should not be greatly impacted. However, future customers will receive a lower level of support; this will be in line with assessed need and it should be noted again these are not statutory services.

Equality Mitigation Actions - Age

We have retained 71 accommodation based sheltered schemes for 3908 older people.

Floating support will be refocused to support older people and intervene at an early stage where possible to promote independence and self-reliance.

We are continuing to invest in low level preventative services that have an evidence base to demonstrate their cost benefit and effectiveness.

Integrated commissioning with Health will lead to improved health/care services for many older people enabling them to live as independently as possible in their own homes with support.

It is proposed to reduce the capacity of the Home Improvement Agency but the service will be tendered and targeted to address local need.

There are a number of Voluntary & Community Sector services which provide services to older people such as Good Neighbour Schemes; these will continue to develop.

Reablement services are being expanded across Manchester for all customer groups to maximise independence and reduce dependency.

Two new Extra Care schemes have recently opened in North Manchester, which will help to meet local need.

Increasing appropriate use of assistive technology will mitigate the impact of reductions in floating support for some individuals.

11.5.5 People with Learning Disabilities

There are currently no proposals to reduce the number of people supported by the programme, and all assessed needs will be met. Supporting People and the Learning Disability SP Providers have however identified approximately £980k savings. The savings are achieved through the:

- The withdrawal of transitional funding provided as a result of the decommissioning of an accommodation based scheme for people with learning disabilities until appropriate support has been identified for each individual customer.

An acceptance of:

- Management Efficiencies from external providers
- Removing a layer of management in the Manchester City Council Learning Disability Networks

The remodelling of:

- Service delivery and provision of reduced levels of support where assessments support this approach.

Indicative Impact

There may be some slight impact for people with learning disabilities who currently live in an accommodation based service with support.

Equality Mitigation Actions - Disability

All support services in accommodation based and floating support schemes for people with learning disabilities have been retained.

Substantial effort has been taken to minimise the impact on customers that would otherwise result in future from the planned reduction in funding. Risk will be mitigated by further strengthening processes, practices and targeting resources across the wider system that people rely upon for help to meet their housing related needs.

Strengthening the focus of services upon helping people to move towards independence as soon as possible, increasing the rate at which people move through services and improving the outcomes they achieve by promoting self reliance.

The Directorate will commission specific home care services for people with learning disabilities, which will provide another option for some customers.

The Right to Control pilot (currently applied to new customers in long term services) will be extended to all disability services in 2012/13. This will mean that people who

need housing support as a result of their disability will be identified at an earlier stage and offered greater choice and control over the housing support available to them. Introduction of a Supporting People Resource Allocation System will enable disabled customers to access a cash budget and have more choice in how their needs are met.

Unused capacity within sheltered housing will be used to support people with learning disabilities and to deliver new models of support.

11.5.6 People with Physical disabilities

The proposals are:

The remodelling of:

- Manchester City Council floating support services
- Home Improvement Agencies including handyman services to provide targeted city wide services

The Closure of:

- Adactus Housing ended the delivery of a time limited floating support service to 64 people within a Physical Disability Service; customers were supported to find alternative support where necessary.

Indicative Impact - Disability

It is anticipated that there will be a limited impact for people with physical and/or sensory disabilities problems who currently live in an accommodation based service with support.

The level of support hours and individual support hours may reduce; this may affect the independence of customers with a physical disability

Equality Mitigation Actions - Disability

All accommodation based services have been maintained. Customers will continue to be regularly reassessed and personalised support plans agreed. This will ensure all people's assessed needs will continue to be met.

The capacity of reablement services will be expanded across Manchester, enabling additional disabled people to benefit from the service but who do not require residential or nursing care.

The Right to Control pilot (currently applied to new customers in long term services) will be extended to all disability services in 2012/13. This will mean that people who need housing support as a result of their disability will be identified at an earlier stage and offered greater choice and control over the housing support available to them.

Introduction of a Supporting People Resource Allocation System will enable disabled customers to access a cash budget and have more choice in how their needs are met.

Locality commissioners will concentrate on developing support for voluntary sector groups supporting disabled residents.

Unused capacity within sheltered housing will be used to support people with physical/sensory disabilities.

11.5.7 People with mental ill health

The acceptance of:

- Providers have proposed a number of efficiency measures by reducing management and back office costs

The closure of:

- Loss of capacity for 8 people within accommodation based schemes provided by Great Places.
- Loss of capacity for 4 people within accommodation based schemes provided by Praxis Care

The remodelling of:

- Services provided by Creative Support who hold the greatest share of provision have remodelled the way they provide support. There will be no loss in provision but there will be a loss of hours delivered by support staff both in accommodation based schemes and floating support. The services are located city-wide.

Indicative Impact

There may be some impact for people with mental ill health who currently live in an accommodation based service with support as the level of support hours will reduce; this could lead to an increase in hospital admissions due to an individual having greater responsibility over managing their mental health.

For those customers who are in accommodation based schemes where we are proposing to remove support we will work with providers to support customers to find alternative services. These services are for people with low level needs where support is time limited.

A reduction in the floating support hours could see a person that lives in their own home unable to cope or to develop more independent living skills. This could result in more homeless presentations as people struggle to manage their tenancy.

Equality Mitigation Actions - Disability

The Directorate will commission specific home care services for people with mental ill health which will provide another option for some customers.

A single point of access for people with mental ill health into Supporting People services will be developed; this will ensure that the Council will prioritise services for people with greatest needs.

Services for people from BME Communities have been retained

There will be an increased emphasis on recovery and moving people on to be more independent within all services that support people with mental health; this will increase the number of people who can be supported and supports the Directorate's strategic priorities.

Manchester Mental Health and Social Care Trust are developing a Community Strategy which will support people with mental ill health in communities.

An additional £200,000 has been invested within the Supporting People rent deposit scheme in 2011/12 to develop this approach. This will maximise capacity by increasing throughput, therefore increasing the number of people supported by each service throughout the year

12. Implementation and Timeline

12.1 Should the proposals be approved we will begin the process of implementation from the beginning of November 2011. Where the outcome of the decision to withdraw or reduce funding is a reduction or closure of accommodation, we will work with providers to support customers to identify appropriate accommodation and support people with any moves; either in independent tenancies or in supported accommodation. This will be completed by April 2012.

13. Summary and Recommendations

13.1 This report has described the approaches proposed to reduce Supporting People expenditure by £8.6m (£5.5m in 2011-2012 and a further £3.1m in 2012-2013). The pace and scale of the budget proposals are significantly challenging and the Directorate has worked to ensure:

- the most vulnerable customers are protected;
- the consequences on protected groups under Equalities Legislation has been fully considered
- where customers can do things for themselves, they are be encouraged to do so;
- support is time limited and customers encouraged to move on.

- capacity and support at neighbourhood level, and our neighbourhood focus is maximised; and
 - delivery of the Manchester investment Fund approach to public sector reform is progressed
- 13.2 The proposals set out in this report will therefore ensure the Directorate for Adults is able to realise the required savings as a result of the financial settlement, whilst ensuring we move forward with a modernised service that supports the Council's priority to reduce dependency, meets the Council's legal obligations and continues to protect and support the most vulnerable of our residents.
- 13.3 There has been an extensive consultation period and an approach to fully and actively engage with all our customers, providers and the general public on these proposals. Although the consultation feedback raises concerns about some aspects of our proposals, appropriate mitigation actions have been taken. Implementation of the proposals will reduce the level of support available to Manchester residents in the future but this will, in so far as possible, be mitigated by reforming and improving services.
- 13.4 **Recommendations**

Members are recommended to:

- a. Approve the funding proposals set out in this Report
- b. Approve alignment of £14m of the remaining Support People funding to the Manchester Investment Fund to support the reform of public services and achieve the best outcomes for Manchester residents whilst delivering value for money and containing costs within available resources.

Appendix 1 - Supporting People Proposed Reductions

Homelessness, Drug and Alcohol, Ex-offenders, Travellers and Refugees

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Action for Children Services Ltd	Foundations - Floating Support- Support to families who are at risk of losing their tenancies due to involvement in anti-social behaviour.	Homeless Families with support needs	City wide	Service to be remodelled to reduce the level of support currently provided,.	£125,000
De Paul UK	Safestop- Provides short-term support people in Manchester who are sleeping rough or at imminent risk of sleeping rough.	Single Homeless	Levenshulme, Didsbury West	<input type="checkbox"/> Office and staff efficiencies <input type="checkbox"/> Reduce the number of customers that can be supported in the future by 1	£60,000
Developing Initiatives for Support in the Community Ltd (DISC)	Redbank Accommodation Service - Abstinence based supported accommodation service for people with drug and alcohol problems	People with drug problems	Miles Platting & Newton Heath	<input type="checkbox"/> Reduce the number of customers that can be supported in a future emergency by 2. <input type="checkbox"/> Administrative and staffing economies	£78,036

Great Places Housing Association	Docherty (Heavy drinkers) Project - Supported accommodation for men and women with alcohol problems.	People with alcohol problems,	Rusholme	<input type="checkbox"/> Reduce the number of customers that can be supported in the future by 6 in dispersed shared accommodation <input type="checkbox"/> Current residents will be supported to move on from this time limited service	£27,297
NACRO Community Enterprises Ltd	Nacro Housing (Nacro Community Enterprises) services funded by Supporting People in Manchester: Provide seven housing related support services for people between 16 and 64 for ex offenders, and/or drug misusers.	Offenders and people at risk of offending, People with drug problems	Accommodation Based services – Bradford, Crumpsall, Withington, Whalley Range, Gorton North, Didsbury East, Levenshulme, Didsbury West, Gorton South, Longsight, Miles Platting, & Newton Heath	All services to be remodelled as part of city-wide restructure.	£341,730

			Support for people in their own homes: City wide	Reduce the number of customers that can be supported in the future by 15 in accommodation based schemes An increase of 11 in the number of people who can be supported in their own homes in the future	
Riverside ECHG	Wilson Carlisle House – Support for 35 single homeless men aged between 18 and 65, who are experiencing homelessness and have a history of offending	Ex offenders	Ardwick	<input type="checkbox"/> Reduction in contract value through reduction of management and back office costs <input type="checkbox"/> No reduction in the number of customers who can be supported in the future	£9,000
Salvation Army Housing Association	Crossley Court – support for homeless people, including support for	Single Homeless	Bradford	<input type="checkbox"/> Reduce the number of customers that can be supported in the future by 3.	£3,926

	people who need a low level support service			<input type="checkbox"/> Current customers will be supported to move on to greater independence	
ADAS	Acorn House – support for 6 men with drug or alcohol problems, who want to remain abstinent from their addiction	People with Alcohol problems	Levenshulme	<input type="checkbox"/> Reduce the number of customers that can be supported in the future by 1 for 6 months of the year. <input type="checkbox"/> This will not affect current customers	£9,279
Sanctuary Carr-Gomm	Rough Sleepers Project –A resettlement service for people who have a history of sleeping rough. Victoria House – Supported housing for people who have a history of sleeping rough or have been homeless	Rough Sleepers, Single Homeless,	Accommodation Based services – Bradford, Longsight	Significant staffing restructure across all services <input type="checkbox"/> Reduction in management hours	£222,541

	Spenser Court - supported accommodation for 16-25 year olds who are homeless or vulnerable to becoming homeless.		Support for people in their own homes: City wide	<input type="checkbox"/> Remove waking night cover with sleeping night cover and increase day time hours	
Manchester City Council	Tenancy Compliance Service- Service offers support to people in their own homes who are ex-offenders	Offenders and people at risk of offending	City wide		£166,621
Manchester City Council	Homeless Families Floating Support- The service offers support for the family. People must have had a homeless assessment to access the service.	Homeless Families with support needs	City wide		£571,653
Manchester City Council	Housing Support Service – General- The service offers support for people aged 18-60 in their own homes across the city.	All customer groups	City wide		£831,379
Manchester City Council	Housing Support Service – BME- The service offers support for people from the BME community in their own homes across the city.	All customer groups	City wide		£27,703
Manchester City	Quick Access Service-	Single Homeless	Harpurhey,		£297,602

Council	The Quick Access Centre offers emergency accommodation for single homeless males at various locations across the city.		Levenshulme		
Manchester City Council	Shared Housing – Men- Shared Housing offers daytime supported accommodation for men.	People with alcohol problems	Bradford, Harpurhey, Gorton South, Gorton North, Cheetham, Withington, Levenshulme, Miles Platting & Newton Heath		£737,198
Manchester City Council	Shared Housing – Women- Shared Housing offers daytime supported accommodation for women. d dryer machines.				
Manchester City Council	Willowbank- Willowbank is a purpose built supported housing for families that are homeless. To access the service all residents will have had an a homeless assessment.	Homeless Families with support needs	Old Moat		£154,052
Manchester City Council	Womens Direct Access- The Direct Access Centre offers emergency accommodation for single homeless women.	Single Homeless	Ardwick		£128,811
Manchester City Council	Woodward Court- Woodward Court is a multi-storey block providing 60 self-contained temporary flats	Single Homeless	Ancoats & Clayton		£257,996

	to homeless individuals, couples. This supports Homelessness Statutory duty				
People First	Irish Community Support Service - Provides culturally sensitive support to single men from the Irish community	People with Alcohol Problems	Higher Blackley , Crumpsall , Cheetham , Charlestown , Moston and Harpurhey .	Management efficiencies and reduce support for less vulnerable people.	£16,332
Salvation Army	Wilmott Street - Supported accommodation for single homeless in a hostel	Single Homeless	City Centre	Reduction in staff employed.	£92,487
Great Places Housing Association	Manchester Resettlement - Self contained supported housing for people aged 18-64	Single Homeless	Sharston	Efficiencies not affecting the front line service.	£20,000

Service Closures

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
Riverside ECHG	William House - Temporary accommodation for fourteen single men, aged between 18 and 65 who are experiencing	Offenders and people at risk of offending	Old Moat	Reduce the number of customers that the Supporting People programme can be supported in the future by 14	£245,166

	homelessness,			This is time limited support, current customers who are not ready to be moved on will be found alternative support	
Riverside ECHG	Wilson Carlile House Move On (2.2) - This service flats in dispersed supported accommodation to 10 men.	Offenders and people at risk of offending	Longsight, Bradford, Gorton North, Ardwick, Rusholme	Reduce the number of customers that the Supporting People programme can be supported in the future by 10 This is time limited support and the men have been working towards independence	£43,977
Riverside ECHG	Manchester SMG - Support service for people who are preparing to move into a tenancy or for existing tenants who need support	Single Homeless	City wide	Reduce the number of customers that the Supporting People programme can be supported in the future by 60 This is time limited support	£262,831
Homelessness, Drug and Alcohol, Ex-offenders, Travellers & Refugees Total					£4,730,617

Domestic Abuse

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Manchester Women's Aid	Refuge Accommodation – Support for women with children & single women who are experiencing domestic abuse.	Women at Risk of Domestic Violence	City wide	No reduction in the number of customers that can be supported within refuge accommodation provision. Manchester Womens Aid have reduced the number of customers who can be supported in the future within move on accommodation by 4. The service was withdrawn as a result of low demand for the service. Planned expansion of refuge accommodation shelved.	£52,000
Manchester City Council	Oak Lodge -Specialist purpose built supported accommodation for	Women at Risk of Domestic Violence	Old Moat		£43,355

	women fleeing domestic abuse.				
Manchester City Council	IDVA –support service to people who are at risk of homelessness due to domestic abuse. Service main aim is to prevent homelessness and repeat homelessness due to domestic abuse.	Women at Risk of Domestic Violence	City wide		£86,630

Service Closures

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
Richmond Fellowship	Floating Support service - This service supports women aged 18 or above who are experiencing mental ill health	Women at Risk of domestic abuse	City wide	Reduce the number of customers that the Supporting People programme can be supported in the future by 9 This is a time limited service and current customers will be assessed and alternative support provided if necessary	£68,046

Savings Achieved

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Saheli Ltd	Refuge Accommodation Support for single women & women with children from the South Asian community who are experiencing domestic abuse.	Women at Risk of domestic abuse	Withington	Efficiencies, does not affect front line service.	£17,080
Domestic Abuse Total					£267,111

Young People

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Great Places Housing Association	New Day (Core) – Support for young people aged 16-25 years who are homeless, living in temporary accommodation or in housing need and who have low-level support needs.	Young People at Risk	Longsight, Withington, Whalley Range, Ardwick	Reduce the number of customers that can be supported in the future by 8. Current residents will be supported to move on from this time limited service	£44,731

Contact Hostel	Contact Hostel - Short term 24 hour support and accommodation for homeless women aged 16-19.	Young People Leaving Care	Fallowfield	Reduce staffing cover. No reduction in the number of customers who can be supported in the future.	£11,312
Chapter 1	The Limes - Supported accommodation for 26 young men who are homeless or vulnerable to becoming homeless.	Young People at Risk	Ardwick	Reduction in support hours provided. No reduction in the number of customers that can be supported in the future.	£27,837
Copperdale Trust	Solway Road - Supported accommodation for young men.	Young People Leaving Care	Sharston	Reduce maintenance regime.	£5,797
Manchester Settlement	Manchester Settlement - Supported accommodation for young people aged 16-24 who are homeless or vulnerable to becoming homeless.	Young People at Risk	Bradford	Reduction in staff hours dedicated to SP contract.	£3,806
Young Peoples Support Foundation Ltd	Young people's floating support services - The Young People's Support Foundation (YPSF) helps young people in Manchester to live independently, providing one to one support to help young people to set up and manage their own home and access training and employment.	Young People at Risk	City wide	Remodel services provided to integrate with and add value to the new Manchester Young People protocol for 16 -17 yr olds	£88,383

Service Closures

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
Adactus	East Manchester Young Tenants Support Scheme - support service to single young tenants or single parents aged between 16-25 in East Manchester	Young People at Risk	East Manchester	Service already closed by Adactus. Reduce the number of customers that can be supported in the future by 42. This service provided time limited support	£109,215
Adactus	Young Tenants Support Scheme - support service to single young tenants or single parents aged between 16-25	Young People at Risk	City wide	Service already closed by Adactus. Reduce the number of customers that can be supported in the future by 21 This service provided time limited support	£43,789
Caritas Diocese of Salford	Marillac House - Supported accommodation for Teenage Parents and single homeless young women, with or without a child..	Teenage Parents	Longsight	<ul style="list-style-type: none"> Reduce the number of customers that the Supporting People programme can be supported in the future by 11 within the accommodation based service. Develop a service to support 24 teenage 	£165,555

				<p>parents in the future within their own home.</p> <ul style="list-style-type: none"> All current customers will be supported to move on to alternative accommodation 	
Savings Achieved					
Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Great Places Housing Association	East Manchester Mother and Baby - Supported housing project that contains 12 purpose built flats for pregnant women and women with young children aged 16-25 years who require support to maintain their tenancies	Teenage Parents	Ancoats And Clayton	Efficiency savings no loss of service.	£54,997
St Vincents Housing Association	Manchester Foyer Supported housing scheme for 61 young people aged 16 – 25 with a specific emphasis on offering support to return or remain in education and training.	Young People at Risk	Hulme	Efficiencies, does not affect front line service.	£35,995
Young People Total					£591,417

Older People

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Manchester Care and Repair	All HIA services - Low level practical help with home repairs and low level emotional support.	Older People with support needs	City wide	Remodelling and retender to provide new citywide services including Handyperson services	£106,838
Eastlands Homes Partnership Limited	Sheltered Accommodation - Self contained flats in a warden controlled sheltered scheme. system,	Older People with support needs	Ancoats & Clayton, Bradford, Gorton South, Rusholme, Gorton North	<input type="checkbox"/> Reduction in wardens hours by approximately 8 hours per scheme per week	£42,046
Mosscares Housing	Mosscares provide a mixture of sheltered accommodation and self contained bungalows and flats	Older People with support needs	Moss Side, Didsbury West, Old Moat, Fallowfield	<input type="checkbox"/> Removal of agency cover for staff holidays and sickness absences instead providing reduced cover by using existing staff i.e. scheme based or office based, to deal with enquiries and	£9,316

				carry out the morning calls at schemes.	
Manchester City Council	Housing Support Service – Older People 2- The service offers support for people aged 60 and over in their own homes across the city.	Older People with support needs	City wide		£118,300
Manchester City Council	Promoting Independence for Older People Support Service- This service provides low level support to Older People from the age of 60	Older People with support needs	City wide		£295,652
Manchester City Council	Community Alarm – Support available 24 hours a day by activating their pendant or button on service user’s alarm units.	Older People	City wide	Management Efficiencies	£130,415
Irwell Valley	Shore Green - Supported accomodation for older	Frail Elderly	Baguley	Management efficiencies	£8,258

	people with memory loss and dementia.				
Great Places Housing Association	- Accomodation for elderly people over the age of 55. Purpose built flats with emergency pull cord sytem designed for independent living.	Older People with Support Needs	Baguley, Brooklands, Chorlton, Fallowfield, Levenshume, Old Moat	Replace 87 hardwired alarms with pendants.	£5,348
Places for People (Individual Support)	All Services - Sheltered accomodation for older people over 60 or people over 55 with a disability.	Older People with Support Needs	Northenden (112) and Ardwick (199)	Management efficiency.	£4,481
Contour Homes Limited	Sheltered Housing Service - self contained flats with emergency pull cord system installed.	Older People with Support Needs	Levenshulme , Withington , Fallowfield , Harpurhey .	Potentially recharging customers the lost income from SP.	£4,877
Northwards Housing	Sheletered and Community Alarm services - Self contained accommodation in warden controlled sheltered schemes in the north of the city.	Older People with Support Needs	Harpurhey , Moston , Miles Platting and Newton Heath , Ancoats and Clayton , Charlestown , Crumpsall and Higher Blackley .	Management and alarm efficiencies.	£66,671
Guinness Trust	Sheltered Community Alarm - Community Alarm scheme	Older People with Support Needs	Hulme	Management efficiency.	£214

	designated for older people over 55 or registered disabled.				
Anchor Trust	Sheltered and Community Alarm - Sheltered Retirement Housing with Warden and Alarm/On-Call service.	Older People with Support Needs	Ancoats and Clayton , Ardwick , Baguley , Chorlton Park , Crumpsall , Didsbury West , Levenshulme , Northenden , Whalley Range and Withington	Efficiencies not affecting front line service.	£15,467
Southway Housing Trust (Manchester) Ltd	On-site Warden Service - Sheltered accommodation for older people.	Older People with Support Needs	Didsbury West	Management efficiencies and potential charges to customers.	£2,372

Savings Achieved

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
City South Manchester	Sheltered Housing Sheltered accommodation for older people	Older People with Support Needs	Moss Side	Efficiencies, does not affect front line service.	£3,097

Arcon	Community Alarm Service Emergency alarm system for a scheme of flats for people over the age of 55.	Older People with Support Needs	Crumpsall	Efficiencies, does not affect front line service.	£231
Parkway Green Housing Trust	Alfred Morris Court Self contained accommodation in warden controlled sheltered schemes	Older People with Support Needs	Northenden	Efficiencies, does not affect front line service.	£6,386
Manchester and District	All Services Self contained flats for people aged 55 and over with Scheme	Older People with Support Needs	Levenshule , Northenden , Chorlton , Hulme , Miles Platting & Newton Heath .	Efficiencies, does not affect front line service.	£11,412
Willow Park	Sheltered Accommodation - Self contained accommodation in warden controlled sheltered scheme	Older People with Support Needs	Woodhouse Park	Efficiencies, does not affect front line service.	£8,476
Older People Total					£839,857

Learning Disabilities

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
Manchester City Council (Learning Disability Partnership)	Learning Disability Partnership: Networks of supported housing for people with learning disabilities	People with learning Disabilities	City wide	Reduced service management	£582,864
Manchester City Council	Learning Disability	People with learning Disabilities	City wide	The withdrawal of transitional funding provided as a result of the decommissioning of an accommodation based scheme for people with learning disabilities until appropriate support has been identified for each individual customer	£312,246
Savings Achieved					

Ordinary Lifestyles	Ordinary Lifestyles - Supported housing for customers with learning disabilities.	People with learning Disabilities	Harpurhey , Higher Blackley , Charleston and Woodhouse Park .	Management efficiencies and remodelling that does not affect front line service.	£6,971
Learning Disability Total					£902,081

Physical Disabilities

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Anchor Staying Put - South Manchester	All HIA services- Provides advice on suitable and appropriate home improvements, and how they could be paid for	People with physical or sensory disabilities	City wide	Remodelling and retender to provide citywide services	£84,616

Service Closures

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
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Adactus	Physical Disability - support service to adults with a physical or sensory disability.	People with Physical or Sensory disabilities	City wide	Service already closed by Adactus. Reduce the number of customers that can be supported in the future by 64. All customers have been supported to find appropriate support	£104,182
Physical Disability Total					£188,798

Mental Health

Reducing the Level of Service and Promoting Move On

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Creative Support Ltd	Creative Support offer a range of supported accommodation options for people with mental ill health.	People with Mental ill health	City wide	Remodel how services are managed. No reduction in the number of people that can be supported in the future	£447,000

				Reduction in support hours provided to customers based on their assessed need.	
Creative Support	All Services	People with Mental ill health		Phase 2 Savings	£310,254
Great Places Housing Association	Next Step – Support service for men aged 30 or over, with mental ill health	People with Mental ill health	Gorton South	<ul style="list-style-type: none"> · Reduce the number of customers that can be supported in the future by 12 · Current residents will be supported to move on from this time limited service 	£51,236
Irwell Valley	Morris Court - Supported accommodation for customers with mental ill health.	People with Mental ill health	Old Moat	Management efficiencies	£12,357
Manchester Mental Health and Social Care Trust	All Services - The Manchester Mental Health and Social care Trust provides a range of services and support to enable customers with enduring mental ill health to live independently.	People with Mental ill health	Gorton North (450), Withington (450), Fallowfield (450) and Citywide (all other services)	Efficiencies not affecting the front line service.	£131,241

People First	Community Support Service - Support for customers with mental ill health.	People with Mental ill health	Ardwick , Gorton North , Gorton South , Longsight , Levenshulme ,	Management Efficiencies	£25,404
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Service Closures

Provider	Service Name	Primary Customer Group	Ward/s affected	Comment	Total Value
Great Places Housing Association	Next Step Dispersed -. The dispersed scheme offers longer-term accommodation in self-contained flats and one shared house, for men with low level support needs..	People with Mental ill health	Gorton South	Reduce the number of customers that the Supporting People programme can be supported in the future by 8 Current customers have low level needs and alternative support will be identified based on individual need	£25,689
Praxis Care	Willow Park Housing Trust Move On - The service comprises 3 houses in Wythenshawe. Staff are available to visit and offer support several times a week.	People with Mental ill health	Sharston	Reduce the number of customers that the Supporting People programme can be supported in the future by 4	£24,463

				Current customers will have their needs assessed and appropriate support identified	
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Savings Achieved

Provider	Service Name	Primary Customer Group	Ward/s affected	Proposal	Total Value
Making Space	All Services Supported housing for customers with mental ill health	People with Mental ill health	Ardwick , Longsight , Charlestown and Citywide (1046)	Efficiencies, does not affect front line service.	£39,795
Turning Point	Wilbraham Road 24-hour project providing supportive independent accommodation for adults with severe or enduring mental ill health.	People with Mental ill health	Fallowfield	Management efficiencies and remodelling that does not affect front line service.	£12,680
Mental Health Total					£1,080,119

Appendix 2: Demonstrating Outcomes of Equality Analysis

Directorate:	Directorate for Adults	Is this a new or existing policy/service/function?	Existing service	Officer responsible for the assessment:	Lee Anderson – Supporting People Lead Commissioner
Section:	Business & Quality	Date of Assessment:	February 2011 to October 2011	Lead manager responsible for the assessment:	Hazel Summers – Head of Commissioning
Name of the policy/service/function to be assessed:	Supporting People – Budget Reductions	Date of completion:	5th October 2011	Date passed to OI&SI team: Date published:	

RELEVANCE TEMPLATE

For more information on ‘relevance’ please see ‘Step 2’ of the guidance document

Is a Full EIA required?

Yes

No

Please explain how you have reached your ‘relevance’ conclusion

Summary of Relevance Assessment

The Directorate for Adults (DfA) budget has been reduced by a total of £39.5million over the next two financial years following the 2010 Comprehensive Spending Review. It is proposed that Supporting People funding will reduce by £8.6 million over the next two years (£5.5m in 2011-2012 and £3.1m in 2012-2013).

The Manchester Supporting People Partnership was created in 2003. The programme is founded upon the principle of early intervention and prevention, with the aim of establishing and maintaining independent living for vulnerable and socially excluded residents, thus reducing their reliance and dependency on public funds and more costly services over the longer term. Supporting People funded services are proven to deliver good outcomes and offer demonstrable value for money. Services provide housing related support to individuals and families in accommodation based settings such as sheltered accommodation, hostels and shared housing, or as floating support in people’s own homes, to prevent or reduce the risk of homelessness or admission to institutional care such as hospital or prison.

In doing so, the programme has helped to support many thousands of people to make progress in achieving their goals in their personal support plans. The design and delivery of services commissioned through the Supporting People programme has continued to develop in consultation with stakeholders, including customers, corporate partners (for example Health, the Probation Service) and service providers.

Supporting People is a key funding source for prevention, crisis intervention and resettlement services. Funding is currently used to support approximately 19,000 people each year in approximately 310 housing related support services from a diverse provider sector across 21 client groups in Manchester, including:

- Older people

- Adults with learning disabilities
- Adults with mental health related support needs
- Teenage parents
- Women at risk of domestic violence
- Homeless families
- Ex offenders
- Adults with substance misuse related issues
- Young care leavers.
- 'Generic support' provides greater flexibility to respond to changing demographic and service user needs. People with without specific identified need, such as those above, can receive support to resolve housing related issues such as debt or disrepair and therefore are able to remain in their homes.

Future commissioning policy will support delivery of statutory duties and Council priorities, which emphasise the importance of all individuals reaching their full potential.

The scale of the reduction in funding will impact upon all customer groups, including those protected under Equality Legislation. Under the Public Sector Equality Duty of the Equality Act 2010, public services are required to analyse the impact on equality when exercising its functions.

The relevance assessment has identified the policy as having relevance to the following protected characteristic/s (please tick below):

Age Disability Race Gender (inc. Gender Reassignment, Pregnancy and Maternity) Sexual Orientation Religion or Belief (or lack of religion or belief) Marriage or Civil Partnership Carers

Equality Impact Assessment Template

Your relevance assessment has identified an EIA should be undertaken – Please read the guidance before completing this section

Section 1- about your service / policy / function

<p>1 Briefly describe the key delivery objectives of the policy/service/function being assessed</p>	<p>The Supporting People (SP) programme funds housing related support for vulnerable people across 21 client groups and is a key funding source for prevention, crisis intervention, resettlement and supported housing services which support customers to establish and maintain independent living. The Supporting People programme makes a very important contribution to delivering the Community Strategy, and personalisation and prevention agendas. Services are provided to address a broad range of issues across diverse client groups, for example: prevention and resolution of homelessness amongst single adults and families; reduction of re-offending, reduction of drug and alcohol misuse, resettlement of rough sleepers and refugees, support for travellers, victims of domestic abuse, management of households exhibiting antisocial behaviour, support for pregnant teenagers, teenage parents and young people leaving care.</p> <p>Whilst some Supporting People services provide time limited interventions and support to establish independent living, in some cases support is provided over the longer term to maintain independent living and reduce the risk of crisis and demand upon more costly services, for example the provision of supported accommodation for older people, adults with learning disabilities and others enables them to maintain their independence for longer.</p> <p>Financial Proposal</p> <p>It is proposed, as a result of the recent Comprehensive Spending Review, that Supporting People funding will be reduced by £8.6 million (24.6%) over 2 years with a £5.5 million reduction in 2011-2012 and a £3.1m reduction in 2012-1013.</p> <p>Consultation</p> <p>Commissioners consulted with stakeholders, including customers and their families/carers, on the criteria that commissioners propose to use when deciding priorities for the future allocation of Supporting People funding. A comprehensive 14 week consultation process has been undertaken, which included:</p> <ul style="list-style-type: none">• An on-line questionnaire• Meetings with Service Providers (Provider Forum, Older People’s Focus Group, Mental Health Provider Forum)• Service Provider consultation event (22nd March 2011)
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- Meetings with customers and their representatives (Core User Group)
- Community based public events (held throughout April, May and June 2011).

In total, the Directorate for Adults (DfA) met with more than 1,000 residents, customers and representatives of service providers.

Methodology

Commissioners requested that all providers submit proposals to reduce operating costs by 15% - 30%, depending on cumulative contract value. The response from provider organisations was encouraging. Any decisions to reduce, maintain or increase Supporting People funding for existing services will be informed by an assessment of the potential impacts upon protected groups and how these may be mitigated.

A small number of provider savings proposals have been accepted and implemented where it was evidenced that there was no impact upon customers.

Following the consultation process commissioners applied the revised commissioning criteria to Supporting People services, to identify which services would continue to receive funding. Customers were involved in validating the scoring of services under the following methodology.

The scoring methodology assesses value for money by taking into account factors relating to the quality and cost of the service. Quality and cost is considered of equal importance, with a maximum potential score of 50 marks for each. A quality threshold of 30/50 was applied. This means that services must achieve a minimum quality score of 30 to continue to be funded in future.

Quality – this assesses strategic relevance and performance.

Strategic relevance is determined by a range of factors including:

- Does the service contribute to Manchester's Community Strategy?
- Does the service support a statutory duty i.e. a service to a customer with assessed needs under Fair Access to Care or a Homelessness duty under the Housing Act

	<p>1996 as amended by the Homelessness Act 2002?</p> <ul style="list-style-type: none">• Location: this was originally considered for inclusion as a means to ensure future services are provided within the communities they seek to support. However, some services are city-wide, and it was recognised that some customers may need to access services away from their original communities. <p>Performance is assessed on contribution to key strategic outcomes:</p> <ul style="list-style-type: none">• National Indicators (NI) 141/142: NI 141 measures the number of customers who are receiving a Supporting People service who have moved on from supported accommodation in a planned way, as a percentage of total customers who have left the service. NI 142 measures the number of customers who are receiving a Supporting People service who have established or are maintaining independent living, as a percentage of the total number of customers who have been receiving Supporting People services during the period.• Throughput/utilisation: ‘throughput’ measures the number of customers using a short term service and ‘utilisation’ measures number of customers in a long term service. <p>Cost: Value for money will be determined by:</p> <ul style="list-style-type: none">• Assessing if services are available elsewhere, or through other means which can be delivered more cost effectively.• Comparing the cost of provision to providers of similar services against outcomes (‘benchmarking’). All providers use the SP national outcomes framework appropriate to their service(s) to ensure comparable data is collected. <p>Mitigation – an overview</p> <ul style="list-style-type: none">• The Equality Impact Assessment is an iterative process; impacts will be reviewed and reassessed as changes are implemented to reduce the potential for differential impacts across protected and other vulnerable customer groups.• It is important to recognise that Supporting People services are categorised in terms of the primary need they are designed to meet, for example mental ill-health, drug or alcohol misuse. However customers often have multiple and complex needs and may belong to
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	<p>more than one of the protected groups.</p> <ul style="list-style-type: none">• The proposals put forward to deliver savings, following consultation with stakeholders and assessment of equality impacts will, if accepted, result in a reduction of 98.5 units of accommodation based support and 199 units of non accommodation based support.• In terms of reductions and reinvestments, whilst two primary client groups – Ex Offenders and Teenage Parents - will see reductions in accommodation based support there will be a reinvestment into non-accommodation based support.• The Supporting People programme will however continue to fund 5742.5 units of accommodation based and 6323 units of non accommodation based support, including 3308 community alarm / Category 1 sheltered schemes. (Support provision in Category 1 sheltered accommodation is generally via a community alarm response service with visiting warden support if required). The future provision of the Community Alarm Services is subject to a separate DfA consultation exercise. An Equality Impact Assessment will then be undertaken to inform proposals for delivery of the service in future.• Substantial effort has been taken to minimise the potential future impact on customers across the Programme from the planned reduction in funding. Risk will be mitigated by further strengthening processes and practices, and by targeting resources across the wider system that people rely upon for help to meet their housing related needs. Examples include:<ul style="list-style-type: none">○ Targeting publicity to raise awareness of options for help, advice and support○ Establishing new referral procedures, or gateways, that will help to target resources at the people who need them most○ Using new referral processes (gateways) to fast track people into services where they have an urgent need for help or are assessed as being particularly vulnerable○ Strengthening the focus of services upon helping customers to move towards independence as soon as possible, increasing the rate at which customers move through services and improving the outcomes they achieve by promoting self
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	<p>reliance.</p> <ul style="list-style-type: none">• Supporting People commissioners continue to work with service providers to identify potential efficiency savings. This is balanced with the need to maintain support for the most vulnerable, whilst improving outcomes and facilitating independence across all customer groups.• Commissioners have reviewed capacity across services, to ensure that resources are used to best effect across the whole system as services are remodelled and redesigned.• Negotiating savings with service providers will help to minimise the impact of funding reductions upon the front line service delivery to customers. For example re-profiling investment across services has helped to maintain a number of accommodation and floating support services where their viability might otherwise have been in jeopardy. <p>Mitigation common across all protected groups</p> <p>Whilst it is clear that the scale of the reduction will have a negative impact on all customer groups, this equality impact assessment includes a range of actions and proposals that are designed to minimise any differential impact upon protected groups. Mitigations common across all protected groups are recorded in this section. Mitigations specific to a protected group are recorded in the relevant sections later in this document:</p> <ul style="list-style-type: none">• Work will continue with providers to identify further savings that will be reinvested to address potential differential impact for protected groups.• Future commissioning strategies will reflect the changing make up of Manchester’s population and the capacity and needs of communities, and take account of patterns of international migration. This information will be used to inform the development of commissioning plans, specifications of new services and any variation in contractual arrangements, to ensure that Supporting People services are able to identify and respond to changing local need.
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- Lead Commissioners will complete research to establish the factors that cause certain groups to be over represented in Supporting People services. This will inform the future commissioning of prevention services.
- The potential impact of funding and service reductions will vary within and across protected groups, not least because some customers will be more likely to use multiple services. Commissioners are conducting further, more detailed, analysis to establish if particular elements of protected groups are more likely to experience a differential impact and, if so, how this risk can be mitigated.
- Advice and information is available citywide to all communities through the Community Legal Advice Service (CLAS). The provision of advice will help to prevent crisis or risk of homelessness by giving people the opportunity to address issues at an earlier stage.
- The emphasis of commissioned services upon the following will be increased:
 - Prevention of crisis and escalating or sustained need
 - Performance towards meeting identified need in line with contracts and specifications
 - Moving customers towards independence and self reliance at the earliest stage
 - Increasing throughput to maximise the number of customers benefiting from SP funded services.
- Aligning Supporting People funding to deliver the principles of the Manchester Investment Fund will help support the most vulnerable people with complex needs through improved co-ordination and multi-agency working.
- The implementation of models designed to improve sustainable outcomes, such as the Recovery Model for customers in Mental Health services, will also improve service outcomes for protected groups and reduce instances of relapse and repeated demand for support. An integrated SP Star will be developed to capture move-on/independent living outcomes.

	<ul style="list-style-type: none"> • A single point of access for each client group will enable fast tracking of people from protected groups into services where this is appropriate to meeting need and will reduce the risk of a differential impact. In addition to this, the development of single point of access for each sector will also assist in more effective targeting of preventative or early intervention services. This will help to manage and reduce demand for more complex support. • A mechanism will be developed to help customers move on from short-term supported accommodation in to private rented accommodation. This will maximise programme utilisation by increasing throughput, therefore increasing the number of customers supported by each service throughout the year. An additional £200,000 has been invested within the Supporting People rent deposit scheme in 2011/12 to achieve this. • An improved on-line directory of services will be produced to help signpost people to alternative services, and the Supporting People Directory will be maintained. • DfA will continue to support Voluntary and Community Sector organisations to build their capacity to support customers moving on from services/decommissioned services. This capacity building will include support to develop bid-writing skills, which will help local organisations to secure future funding. • We will support partners to drive up standards within the B&B sector through accreditation and regulation, and work with corporate and other partners to increase the capacity and choice of any accommodation across Manchester that may be commissioned outside of the Supporting People programme. • We will negotiate with service providers to reduce costs and/or remodel services to avoid decommissioning where there is evidence services are needed and are performing well. • We will continue to invest in peer support and customer representation to ensure customers' views continue to inform the Supporting People programme.
<p>2 What are the desired outcomes from this</p>	<ul style="list-style-type: none"> • The desired outcomes are to: <ul style="list-style-type: none"> ○ achieve the necessary savings while maintaining progress on key strategic priorities,

policy/service/function?	<p>including delivery of Manchester’s Community Strategy and the Manchester Investment Fund objectives</p> <ul style="list-style-type: none">○ improve value for money and outcomes and○ support the delivery of statutory duties. <ul style="list-style-type: none">• The Manchester Partnership and Manchester City Council produced the Community Strategy following extensive consultation with people who have an interest in the city and the wellbeing of its residents. The Community Strategy is the framework through which partners, business, voluntary and community organisations and individuals work together to achieve common goals. It focuses on issues that residents have told us are most important to them. The Directorate for Adults strategic priorities are designed to deliver the Community Strategy objectives and positive outcomes for Manchester residents.• The Directorate for Adults will continue to use Supporting People funding to help deliver the Community Strategy. This will be done by commissioning services using evidence of 'what works' so that we can get the best outcomes for local residents from the reducing resources. Key priorities for the Directorate for Adults and the Supporting People programme include:<ul style="list-style-type: none">• Tackling worklessness• Preventing dependence and supporting independence, self reliance and self-determination• Preventing the onset of ill-health and early intervention• Providing Personalised services• Supporting families and adults with complex needs• Supporting recovery from crisis• Promoting equality.
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Section 2 – Understanding your customer

3. Do you currently monitor the service/policy/function by the adjacent protected characteristics?	Protected Characteristics	Y/N	If no, please explain why this is the case and / or note action to prioritise the gathering of this equality data in your action plan
	Race	Yes	
	Gender (inc. gender reassignment, pregnancy & maternity)	Yes	<ul style="list-style-type: none"> • The Supporting People programme used a national recording framework (the Client Record Form, or CRF), which did not capture gender reassignment, pregnancy & maternity. Future local data monitoring requirements are currently being reviewed. The introduction of Right to Control requires a common assessment process to be agreed in line with social care assessments. This will provide the mechanism to enable services to monitor gender reassignment, pregnancy & maternity. • A review of customers in any service affected by remodelling and/or decommissioning will be undertaken to help develop service user profiles and ensure proposals do not have a differential impact on minority and protected groups in future services.
	Disability	Yes	

	Sexuality	No	<ul style="list-style-type: none"> The Supporting People programme used a national recording framework (the Client Record Form, or CRF), which did not capture sexuality information. Future local data monitoring requirements are currently being reviewed. The introduction of Right to Control requires a common assessment process to be agreed in line with social care assessments. This will provide the mechanism to enable services to monitor the sexuality of their customers. A review of customers in any service affected by remodelling and/or decommissioning will be undertaken to help develop service user profiles and ensure proposals do not have a differential impact on minority and protected groups in future services.
	Age	Yes	
	Religion or belief (or lack of religion or belief)	Yes	
	Marriage or civil partnership	No	<ul style="list-style-type: none"> Marriage or civil partnership data is not routinely collected on the Client Record Form, however, marital or civil partnership status is recorded in customers' support with their agreement A review of customers in any service affected by remodelling and/or decommissioning will be undertaken to help develop service user profiles and ensure proposals do not have a differential impact on minority and protected groups in future services.

	Carers	Yes	<ul style="list-style-type: none"> • MICARE (Manchester Social Care Recording System) records data on Carers • A review of customers in any service affected by remodelling and/or decommissioning will be undertaken to help develop service user profiles and ensure proposals do not have a differential impact on minority and protected groups in future services.
<p>4. What information has been analysed to inform the content of this EIA? What were the findings?</p> <p>Please include details of any data compiled by the service, any research that has been undertaken, any engagement that was carried out etc.</p> <p>Please specify whether this was existing information or was specifically in relation to this equality analysis and EIA process</p>	<p>Evidence used for this analysis is as follows:</p> <p>Surveys</p> <ul style="list-style-type: none"> • Two surveys were carried out in spring 2010 as part of a wider exercise to analyse local need. Information was gathered on a total of 7410 people: <ol style="list-style-type: none"> 1. A sheltered housing survey, focussing on the needs of older people, generated 3,473 returns 2. A ‘Snapshot’ survey of socially excluded groups generated 3,082 returns and a further 855 returns from customers who stated their needs had been met through current provision. <p>Client Data</p> <ul style="list-style-type: none"> • Supporting People client record form (CRF) data for 2010/11 captures the profile of new customers; this does not include Sheltered Housing, Home Improvement Agencies and Community Alarm services, which do not complete CRF data. The CRF data provides valuable demographic and needs information to commissioners about customers accessing short-term services where demand and throughput is higher. The majority of short-term services support socially excluded groups. • The client record form data has been compared to demographic profiles of protected groups in Manchester to inform this assessment. • Contract monitoring information was also used to indicate the numbers of customers in those services not required to complete the CRF. <p>Consultation/Involvement</p> <ul style="list-style-type: none"> • In addition to the surveys referred to above, the Needs Analysis included consultation with 		

	<p>customers across all sectors of Supporting People provision. Use was made of formal and informal settings including existing consultation forums, visits to services and informal meetings with groups of customers.</p> <ul style="list-style-type: none">• The Supporting People Strategic Review in 2010 also included community consultation. Customers, providers, local councillors and officers from partner agencies were consulted as proposals and plans to redesign services were developed. This process informed commissioners in deciding what services were needed and how they should be delivered.• Commissioners began consulting on the criteria to be used to inform future investment in March 2011. Consultation took place with a wide range of stakeholders over 14 weeks. This included:<ul style="list-style-type: none">• An on-line questionnaire• Meetings with service providers (for example, the Provider Forum, Older People’s Focus Group, Mental Health Provider Forum)• Provider consultation event (22nd March 2011)• Meetings with customers and their representatives (Core User Group)• Community based public consultation events in local, accessible venues• Targeted consultation with learning disabled adults and homeless adults. <p>In total, the Directorate met more than 1000 residents, customers and providers</p> <ul style="list-style-type: none">• In addition, customers were involved in validating the scoring of services, using the revised commissioning criteria, to provide a ‘reality check’ on the application of the methodology. <p>Data Analysis</p> <ul style="list-style-type: none">• Data sources include:<ul style="list-style-type: none">• MICARE data reports;• Manchester’s Joint Strategic Needs Assessment (JSNA) 2008-13;• Directorate for Adults Business Plan 2011-14;• MCC Corporate Intelligence demographic data;• The Supporting People 5 Year Commissioning Strategy 2005-10;• The Supporting People Strategic Review 2010 Consultation Document, which includes an analysis of quality, performance, cost benefits and commissioning priorities;• The Supporting People Methodology EIA; this document details the outcome of the
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	<p>scoring methodology and the effects on the programme before mitigation was applied;</p> <ul style="list-style-type: none"> • Client Record Forms (CRF); • Office for National Statistics (ONS) and Census data;
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Section 3 – Delivery of a customer focussed service / policy / function

5. Could the policy/service have a differential impact relating to <u>race</u> equality?	Y	N	What evidence or data exists to support your analysis?
	Yes		<ul style="list-style-type: none"> • The Office for National Statistics (ONS) population projections (updated in April 2009) estimates that 26.2% of Manchester’s 2011 resident population is from BME communities. • Client record form (CRF) data shows the percentage of Supporting People customers from BME groups rose from 29% in 2009/10 to 32% in 2010/11. • The EIA analysis identified that the percentage of customers from BME groups accessing some services was proportionately higher than the percentage BME population in the city. • Whilst the percentage of customers from all BME communities accessing offender services is proportionately lower than the city’s percentage BME population, the percentage of customers from Black communities (8.33%) and customers identifying as mixed race (6.94%) is proportionally higher than the percentage of the city’s combined Black African and Black Caribbean population of 5.5% and the city’s mixed race population of 3.2%. Therefore reductions in funding and services may have a differential impact upon those groups. • Subsequent iterations of the Equality Impact Assessment confirmed the potential for reductions in funding to have a differential impact on race equality. As a result commissioners have made adjustments and increased investment to support customers within their own localities.

<p>If the impact is negative what solutions will be introduced?</p>	<p>Outcome: This analysis has identified potential for differential impact.</p> <p>According to ONS population projections for 2011, 26.2% of the Manchester population is from BME communities. People from BME communities access all Supporting People services. However, a comparison of 2010/11 Supporting People Client Record data and The Office for National Statistics population projections for 2011 suggests that funding reductions could have a differential impact upon BME groups where their use of particular services is proportionately at a higher level than other sections of the population, These include the following:</p> <p>Accommodation based: Physical and Sensory Disability, People with HIV/Aids; Domestic Abuse; Single Homeless; Homeless Families; Rough Sleepers, Refugees; Young People Leaving Care and Young People at Risk; and Ex-Offenders or People at Risk of Offending.</p> <p>The percentage of customers from BME communities within services in the above client groups is 38.52%.</p> <p>Across these client groups, there is a projected loss of 55 from a total of 808 accommodation-based units. This equates to 6.81% of the provision for these client groups.</p> <p>Non accommodation based support: Mental Health; Ex-offenders with mental health needs; Frail Elderly; Learning Disability; People with HIV/Aids; Domestic Abuse; Single Homeless; Homeless Families; Refugees; Young People Leaving Care and Young People at Risk; Travellers' services; generic support.</p> <p>The percentage of customers from BME communities within services in the above client groups is 35.54%.</p> <p>Across these client groups, there is a projected loss of 132 from a total of 2032 non-accommodation based units. This equates to 6.5% of the provision for these client groups.</p> <p>The following client groups may experience differential impact from projected losses across both accommodation based and non-accommodation based support services: People with HIV/Aids; Domestic Abuse; Single Homeless; Homeless Families; Refugees; Young People Leaving Care and Young People at Risk.</p> <p>Details of all services impacted as a result of the proposed savings are included in Appendix 1.</p>
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	<p>To mitigate both the above impacts, the following actions have been identified:</p> <ul style="list-style-type: none"> • The floating support service for offending and complex families will be retained. • 10 units of accommodation will be ring-fenced as temporary move on accommodation specifically for offenders, which will increase the rate at which customers move to independent living and throughput in high demand services. • We have readjusted investment to ensure that there is no overall reduction in accommodation-based services specifically developed for people from BME communities, for example accommodation based mental health services for customers from the BME community. • We will work closely with partners in the criminal justice system to develop accommodation pathways for all offenders and improve awareness of what is available across the sector. • Further work will be undertaken with prisons to publicise alternative accommodation options prior to offender release • Performance will be monitored against outcome based contracts to deliver improved outcomes for customers across BME communities. • DfA will recruit five community engagement workers to support advice and information service capacity building in the voluntary and Community Sector.
<p>If the impact is positive how will this be safeguarded?</p>	
<p>Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc</p>	<p>These actions, together with completion dates and responsible officers are contained in the Equalities Action Plan at the end of this Equality Impact Assessment.</p>

6. Could the policy/service have a differential impact on disability equality?	Y	N	What evidence or data exists to support your analysis?
	Yes		<ul style="list-style-type: none"> • Office for National Statistics and MCC Corporate Research (2008) found 56,630 adults in the city have a disability, which equates to 13.9% of the city's adult population. • The JSNA 2008-13 indicates that 32% of Manchester residents report they suffer from a long-term illness or disability. • According to 2010/11 client record forms there are 23.17% of customers in Supporting People funded services recorded as having a disability therefore any reduction of SP service provision could have a negative impact on disabled groups. • Within mental health services customers with disabilities are overrepresented compared to the Manchester population. • Data (excluding sheltered accommodation and community alarms as these services do not complete the CRF) shows prevalence of disability in older people's services at a rate above the city's adult disabled population of 49.3% for adults aged 60-74 years (MCC Corporate Research, March 2011). • Community Alarm services are currently funded by Supporting People for some customers with a physical disability, depending on assessed need. The provision of community alarms is the subject of a separate consultation and Equality Impact Assessment. It is included here to provide a wider strategic context.
If the impact is negative what solutions will be introduced?	<p>Outcome: This analysis has identified potential for differential impact. The JSNA 2008-13 indicates that 32% of Manchester residents report they suffer from a long-term illness or disability. People with disabilities can access all Supporting People services. However, a comparison of 2010/11 Supporting People Client Record data and The Office for National Statistics population projections for 2011 suggests there is a potential differential impact from saving proposals on the following primary client groups across accommodation based and non accommodation based support services.</p> <p>Accommodation based support client groups: Mental Health; Physical and Sensory Disability; Learning Disability; People with HIV; and Generic Support.</p>		

	<p>The percentage of disabled people within these services in the above client groups is 79.07%.</p> <p>Across these client groups, there is a projected loss of 24 from a total of 891 accommodation-based units. This equates to 2.69% of the provision for these client groups.</p> <p>Non accommodation based support client groups: Mental Health; Ex-Offenders with Mental Health Problems; Older People with Support Needs; Frail Elderly; Older People with Mental Health Problems; Physical and Sensory Disability; Learning Disability; People with HIV.</p> <p>The percentage of people who were disabled within these services in the above client groups is 74.62%.</p> <p>Across these client groups, there is a projected loss of 64 from a total of 1408 non-accommodation based units. This equates to 4.55% of the provision for these client groups.</p> <p>Projected losses across both accommodation based and non-accommodation based support services Mental Health; Physical and Sensory Disability; Learning Disability and People with HIV impact the following client groups.</p> <p>Details of all services impacted as a result of the proposed savings proposals are included in Appendix 1.</p> <p>To mitigate the above impact, the following actions have been identified:</p> <ul style="list-style-type: none">• Integrated commissioning with Health is a key work area for the Directorate. Earlier health interventions, improved support for self care and improved management of long term conditions will, in conjunction with low level care or support, result in more sustained independence, crisis prevention and less reliance on more expensive hospital, residential or nursing care. Integrated commissioning, including more community-based services, will also result in fewer hospital admissions, and faster, better coordinated and more sustainable discharge pathways back to the community.• In addition, a shared clinical view will support improved and more effective risk management.• The capacity of Reablement services will be increased to enable all new customers experiencing a crisis to return to, or remain in, their home rather than move into residential or nursing care. This
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	<p>will particularly benefit new customers experiencing health-related crises, which may previously have impacted on their ability to remain independent. In addition, where identified as appropriate in their annual community care review, existing customers will also access the Reablement service. This service will help people to live independently for longer and maximise capacity by increasing throughput and diverting demand for Supporting People funded services. This is a free service, provided for 6 weeks, and there is strong evidence that this early, intense intervention is successful at reducing, or delaying increase in, need.</p> <ul style="list-style-type: none">• In addition, DfA fund two ‘transition’ units in sheltered housing schemes to enable customers in receipt of the Reablement service to be assessed for independent living or to return home supported by equipment and assistive technology.• DfA will continue funding Home Improvement Agencies in the city. Individual funding streams will be combined to fund two citywide services.• The Directorate will commission specific home care services for people with learning disabilities, dementia and mental health problems, which will provide another, better, option for some customers who would otherwise have relied upon Supporting People funded services.• The Right to Control pilot (currently available to new Supporting People customers in long term services) will be extended to all disability services in 2012/13. This will mean that people who need housing support as a result of their disability will be offered greater choice and control over the housing support available to them.• The introduction of a Supporting People Resource Allocation System will enable disabled customers to access a cash budget and have more choice in how their needs are met. The SP RAS will be developed to ensure that it fully integrates with the RAS for the new Social Care offer, and that it increases choice and control for customers.• Customers with physical disabilities may be eligible for homecare and services provided by the Voluntary & Community Sector Grants. Customers will be signposted to alternative means of support where appropriate.• It is proposed to reduce funding for accommodation based services for people with physical disabilities but where there is a statutory duty to customers their needs will be reviewed and reassessed and people will be referred to an appropriate alternative service.• Whilst it is proposed to reduce Supporting People funding for learning disability services there will be no reduction in the units of accommodation provided in this sector. This will be achieved through management efficiencies.
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	<ul style="list-style-type: none"> • A single point of access for each client group will enable fast tracking of people from protected groups into services where this is appropriate to meeting need and reducing the risk of a differential impact. • 2 units currently used as emergency accommodation will continue to be used to provide housing related support for people with drug or alcohol related problems, although this support will not be funded through the Supporting People Programme but by other stakeholders as required. • Locality commissioners will concentrate on developing support for voluntary sector groups supporting disabled customers. • Commissioners will explore the potential for underutilised sheltered housing to be remodelled to support people with learning disabilities, mental health and physical/sensory disabilities. • DfA recognises mental wellbeing is as important as physical wellbeing therefore improvements in outcomes for customers with mental health problems will be achieved through the implementation of the Recovery Model. • DfA HIV services will be redesigned in consultation with the Disability Partnership and NHS Manchester to avoid duplication and ensure better outcomes. • Supporting People services will be supported to link in with employment support services for people with disabilities, with a view to achieving potential, improving quality of life and reducing dependency.
<p>If the impact is positive how will this be safeguarded?</p>	
<p>Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc</p>	<p>These actions, together with completion dates and responsible officers are contained in the Action Plan at the end of this Equality Impact Assessment.</p>

7. Could the policy/service have a differential impact relating to equality for gender ?	Y	N	What evidence or data exists to support your analysis?
<p>IMPORTANT: note that analysis here includes analysis of impacts relating to gender reassignment and pregnancy and maternity</p>	<p>Yes</p>		<ul style="list-style-type: none"> • The ONS Mid 2010 Population Estimates Analysis Tool estimates that Manchester’s 2010 mid year population is 498,799 with: Males – 256,995 (51.52%) Females – 241.784 (48.48%). • Manchester’s JSNA (2008-13) states that the population of men is projected to increase at a slightly greater rate than women. In 2006 there were 2.0% more men than women. The difference between men and women in the population is projected to rise to 6.0% by 2010 and 10.0% by 2016 (Resident population projections for Manchester 2006-2016). • In 2009/10 51% of new customers in Supporting People funded services were male, increasing to 54% in 2010/11, according to client record data. • Overall, in the SP Programme there is a fairly even split across both genders. Within certain sectors however, such as domestic abuse and teenage parents, there is a greater number of women accessing services. • Analysis of client records data indicates that reductions in Supporting People offender services would impact on more men than women but this would not constitute a differential impact in terms of the overall rates of men and women going through the Criminal Justice system. • Services working with young people leaving care support more males than females therefore any service reductions here will impact more on men. • Any proposed reduction to teenage parent services will have a differential impact on women (and young people). • Supporting People Client Record Form data for 2010/11 was also used to analyse all new customers of services for survivors of domestic abuse. Of the 327 new customers 98.49% were female. This reflects national data and trends on the rates of women and men accessing domestic abuse services. It is likely that a reduction in Supporting People domestic abuse services will have a differential impact on women,

		<p>therefore gender.</p> <ul style="list-style-type: none"> Gender reassignment, pregnancy & maternity is not routinely monitored, however individual support plans, agreed with customers, should take account of individuals' needs. This will be reviewed as part of the EIA action plan and overarching review of data collected from SP funded services. An audit will be undertaken to establish the percentage of people in services within protected groups, and contracts revised to ensure the percentage of people within protected groups is maintained in the future. Use of a single point of access for each client group will enable the fast tracking of people from protected groups into services to maintain the percentage as necessary.
<p>If the impact is negative what solutions will be introduced?</p>	<p>Outcome: This analysis has identified potential for differential impact. The Supporting People programme commission services that can be accessed by both men and women, and gender specific services that can only be accessed by men or women respectively.</p> <p><u>Women</u> A comparison of 2010/11 Supporting People Client Record data and the Census 2001 estimates suggests the potential differential impact arising from savings proposals would be limited to the following primary client groups across accommodation based and non accommodation based support services:</p> <p>Accommodation based: Domestic Abuse; Homeless Families; Teenage Parents; Young People Leaving Care and generic support.</p> <p>The percentage of people who were female within these services in the above client groups is 91.94%.</p> <p>Across these client groups, there is a projected loss of 15 from a total of 125 accommodation-based units. This equates to 12% of the provision for these client groups.</p> <p>Non-accommodation based support Older people with Support Needs; Frail Elderly; People with HIV; Domestic Abuse; Homeless Families; Travellers, Refugees; Young People at Risk; Teenage Parents; and Generic Support.</p>	

	<p>The percentage of people who were female within these services in the above client groups is 74.60%.</p> <p>Across these client groups, there is a projected loss of 60 from a total of 2208 non-accommodation based units. This equates to 2.72% of the provision for these client groups.</p> <p>The following client groups are impacted by projected losses across both accommodation based and non-accommodation based support services: Domestic Abuse; Homeless Families; Teenage Parents and generic support.</p> <p>Details of all services impacted as a result of the proposed savings are included in Appendix 1.</p> <p><u>Men</u></p> <p>A comparison of 2010/11 Supporting People Client Record data (new customers receiving support) and the Census 2001 estimates suggests that a potential differential impact of the saving proposals would be limited to the following primary client groups:</p> <p>Accommodation based: Mental Health; Physical and Sensory Disability; Learning Disability; People with HIV; People with Alcohol Problems; People with Drug Problems; Single Homeless; Rough Sleepers; Refugees; Young People at Risk and Ex Offenders.</p> <p>The percentage of people who were male within these services in the above client groups is 70.42%.</p> <p>Across these client groups, there is a projected loss of 83.5 from a total of 1883 accommodation based units. This equates to 4.43% of the provision for these client groups.</p> <p>Non Accommodation based support: Mental Health; Ex Offenders with Mental Health Problems; Older People with Mental Health Problems; Physical and Sensory Disability; Learning Disability; People with Alcohol Problems; People with Drug Problems; Single Homeless; Young People Leaving Care and Ex Offenders.</p> <p>The percentage of people who were male within these services in the above client groups is 60.60%.</p> <p>Across these client groups, there is a projected loss of 113 from a total of 948 non-accommodation</p>
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	<p>based units. This equates to 11.92% of the provision for these client groups.</p> <p>The following client groups are impacted by projected losses across both accommodation based and non accommodation based support services: Mental Health; Physical and Sensory Disability; Learning Disability; People with Alcohol Problems; People with Drug Problems; Single Homeless and Ex Offenders.</p> <p>Details of all services impacted as a result of the proposed savings are included in Appendix 1.</p> <p>To mitigate this impact, the following actions have been identified:</p> <ul style="list-style-type: none"> • Domestic Abuse prevention and reduction is embedded within the DfA remit, with the location of a strategic coordinator within the Commissioning division. • A Domestic Abuse Strategy and supporting action plan are in place, and the previously diverse funding resources for domestic abuse work have transferred to the Directorate. • The DfA Safeguarding team now includes a dedicated Domestic Abuse Reduction Coordinator. • Progress in addressing domestic abuse and related issues such as homelessness will be reported to both the Children’s and Adults Safeguarding Boards allowing a much broader and more coordinated multi agency response to issues at the strategic level, which will result in earlier identification of need and faster interventions. • The City Council will continue to work in partnership with other agencies including the Police and Probation Service to address domestic abuse and to safeguard vulnerable adults. • Supporting People funds a number of services for women escaping Domestic Abuse. Whilst there has been a reduction in funding, accommodation in Refuges has been maintained, safeguarding provision for those in crisis and immediate need. • DfA will support organisations in the Voluntary and Community sector to build capacity to identify and respond to local need. • Where it is identified that services need to be gender specific any reductions to those services will be carefully planned and managed to reduce the risk of differential impacts.
<p>If the impact is positive how will this be safeguarded?</p>	

<p>Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc</p>	<p>These actions, together with completion dates and responsible officers are contained in the Action Plan at the end of this Equality Impact Assessment.</p>
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8. Could the policy/service have a differential impact relating to age equality?	Y	N	What evidence or data exists to support your analysis?
	Yes		<ul style="list-style-type: none"> • The ONS Mid 2010 Population Estimates Analysis Tool estimates that Manchester’s 2010 mid year population is 498,799 with: Males – 256,995 (51.52%) Females – 241,784 (48.48%). • This data source estimates for 2010 that the number of people aged over 50 years of age is approximately 109,306 (21.91% of the total population) • This data source also estimates that the number of people aged between 16 and 25 years of age is approximately 119,254 (23.91% of the total population) • It should be noted that the ONS data uses quinary age groups and age groups measured using the ONS dataset is from 15-24 years of age. The Supporting People age criterion is 16-25. • According to 2010/11 client record forms there are 40.99% of customers in Supporting People funded services recorded as having being aged between 16-25 years of age; and 15.71% of customers in Supporting People funded services recorded as having being aged between 50+ years of age. Therefore any reduction of SP service provision could have a negative impact on these age groups. • We must emphasise that Sheltered Housing, Home Improvement Agencies and Community Alarm services do not complete the CRF.
If the impact is negative what solutions will be introduced?	<p>This analysis has identified potential for differential impact. The Supporting People programme commissions services that are specifically targeted at Older People (minimum age criteria for accessing these service are service specific and range between 50 and 60 years of age) for which there are currently 3908 accommodation based units of support. For Young people (16 – 25 years), there are 362 accommodation-based units of support. In addition, there are 808 units of non-accommodation based support for Older People (this excludes Community Alarm provision). There are 306 units of non-accommodation based support for Young people. People of all ages can access all non-age specific services.</p>		

Older People

A comparison of 2010/11 Supporting People Client Record data and the Office for National Statistics population projections estimates for 2001 suggests there is a potential differential impact from the savings proposal on the following primary client groups across accommodation based and non accommodation based support services.

Accommodation based: Physical and Sensory Disability; Learning Disability.

The percentage of people aged 50 or older in the above client groups is **28.57%**.

Across these client groups, there is no projected loss of accommodation-based units.

Non accommodation based: Mental Health; Older People with Support Needs; Frail Elderly; Older People with Mental Health Problems; Physical and Sensory Disability; People with Alcohol Problems and Ex-Offenders.

The percentage of people aged 50 or older in the above client groups is **63.89%**.

Across these client groups, there is a projected loss of **64** from a total of **1458** non-accommodation based units. This equates to **4.39%** of the provision for these client groups.

Details of all services impacted as a result of the proposed savings are included in Appendix 1.

To mitigate the above impact on **older people**, the following actions have been identified:

- The impact of losing a number of floating support services for older people will be reduced by refocusing a proportion of floating support that will continue to be commissioned across the Supporting People programme to supporting older people.
- The Directorate will remain focussed upon providing intervention at an early stage, where possible, to promote independence and self-reliance. This approach will keep people healthy, improve throughput, achieve better outcomes and reduce demand for services.
- We are continuing to invest in low level preventative services that have an evidence base to

	<p>demonstrate their cost benefit and effectiveness.</p> <ul style="list-style-type: none">• Integrated commissioning with Health is a key work area for the Directorate. Earlier health interventions, improved support for self care and improved management of long term conditions will, in conjunction with low level care or support, result in more sustained independence, crisis prevention and less reliance on more expensive hospital, residential or nursing care. Integrated commissioning, including more community-based services, will also result in fewer hospital admissions, and faster, coordinated and more sustainable discharge pathways back to the community.• In addition, a shared clinical view will support improved and more effective risk management.• Although it is proposed to reduce funding of accommodation-based support for older people, no units of accommodation (bed spaces) will be lost. This will safeguard the most vulnerable and people who present in crisis.• There are a number services in the Voluntary & Community Sector which are accessed by older people such as Real Neighbour schemes. In addition, there will be a new grant round in 2012, which will provide an opportunity to agencies to build their capacity.• The capacity of reablement services will be increased to enable all new customers experiencing a crisis to return to, or remain in, their home rather than move into residential or nursing care. This will particularly benefit new customers experiencing health-related crises that previously may have impacted on their ability to remain independent. In addition, where identified as appropriate in their annual community care review, existing customers will also access the Reablement service. This service will help people to live independently for longer and maximise capacity by increasing throughput and diverting demand for Supporting People funded services. This is a free service, provided for 6 weeks, and there is strong evidence that this early, intense intervention is successful at reducing, or delaying increase in, need.• In addition, two 'transition' units funded by the DfA in sheltered housing schemes enable customers in receipt of the Reablement service to be assessed for independent living supported by equipment and assistive technology.• It is proposed to reduce the capacity of the Home Improvement Agency but the service will be retained and targeted to address local need and provide practical support and solutions to complement the expanded Reablement service. Individual funding streams will be combined to fund two citywide services.• 2 new Extra Care schemes have recently opened in North Manchester, which will help to meet
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	<p>local need and therefore compensate, to a degree, for any reduction in Supporting People funded services for older people.</p> <ul style="list-style-type: none">• We are currently developing 'Extra Care Lite' schemes with registered social landlords. 'Extra Care Lite' proposes basing care teams in those category 2 sheltered schemes where there is a significant level of higher or more complex needs.• DfA will increase investment in befriending services, which will provide early warning and prevent people reaching crisis.• Increasing appropriate use of assistive technology will mitigate the impact of reductions in floating support for some individuals• Replicating the Good Neighbour Initiative currently operating in Wythenshawe across the City will also mitigate the impact of reducing Supporting People funding.• Development of sheltered accommodation schemes into hubs/community resources for older people will result in better use of facilities and use by community groups e.g. lounges, assisted bathing.• The DfA Wellbeing Grant allocation in 2012 will be needs and evidence based, and funding will support strategic priorities of improved health and greater independence. <p>Young People A comparison of 2010/11 Supporting People Client Record data (new customers receiving support) and the Office for National Statistics suggests that a potential differential impact of the saving proposals would be limited to the following primary client groups:</p> <p>Accommodation based support client groups: Learning Disability; Domestic Abuse; Single Homeless; Homeless Families; Rough Sleepers; Refugees; Young People at Risk; Teenage Parents; Young People Leaving Care services; Ex Offenders or People at Risk of Offending and Generic Support.</p> <p>The percentage of people who were young people within these services in the above client groups is 46.79%.</p> <p>Across these client groups, there is a projected loss of 66 from a total of 1211 accommodation based units. This equates to 5.45% of the provision for these client groups.</p>
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Non accommodation based support client groups: Learning Disability; People with HIV/Aids; People with Drug Problems; Domestic Abuse; Single Homeless; Homeless Families; Travellers; Refugees; Young People at Risk; Teenage Parents and Young People Leaving Care services.

The percentage of people who were young people within these services in the above client groups is **58.72%**.

Across these client groups, there is a projected loss of **120** from a total of **1188** non-accommodation based units. This equates to **10.10%** of the provision for these client groups.

The following client groups are impacted by projected losses across both accommodation based and non accommodation based support services: Learning Disability; Domestic Abuse; Single Homeless; Homeless Families; Refugees; Young People at Risk; Teenage Parents and Young People Leaving Care services.

Details of all services impacted as a result of the proposed savings are included in Appendix 1.

To mitigate the above impact on **young people**, the following actions have been identified:

- 15 units of accommodation will be ring-fenced as temporary move-on accommodation. This will increase both the rate at which people move to independent living, and the rate of throughput in high demand services.
- A multi-agency protocol for working with homeless 16/17 year olds has been agreed between Children's Services and DfA's Homelessness division, providing a more transparent, streamlined and supported pathway into accommodation.
- A pilot Young Persons sponsor scheme will be developed to act as guarantors for private sector landlords.
- Work will be undertaken with schools to support vulnerable young people e.g. tenancy training to develop independent living skills and prevent potential future homelessness.
- Additional work will be undertaken with Public Health to further reduce teenage pregnancy rates. Improved referral routes will help ensure housing advice and support is available to pregnant teenagers earlier to prevent homelessness or family relationship breakdowns.

If the impact is positive how will this be safeguarded?	
Which business plans or equality action plans have these been transferred to?	These actions, together with completion dates and responsible officers are contained in the Action Plan at the end of this Equality Impact Assessment.

<p>9. Could the policy/service have a differential impact relating to sexual orientation equality?</p>	<p>Y</p>	<p>N</p>	<p>What evidence or data exists to support your analysis?</p> <ul style="list-style-type: none"> • Sexual orientation is not routinely monitored, however individual support plans, agreed with customers, should take account of individuals' needs including sexual orientation. • All Supporting People services need to offer a person centred approach and as such cater for individual needs of all customers. All Supporting People funded services are contractually required to comply with minimum standards of the Quality Assessment Framework, including Objective 4 – Fair Access, Fair Exit, Diversity and Inclusion. • Supporting People does not currently hold information on sexual orientation. Supporting People does not envisage a particular impact on these grounds. <p>Outcome: This analysis suggests there is no potential adverse impact on this group. This will be reviewed as part of the EIA action plan and overarching review of data collected from SP funded services. An audit will be undertaken to establish the percentage of people in services within protected groups, and contracts revised to ensure the percentage of people within protected groups is maintained in the future. Use of a single point of access for each client group will enable the fast tracking of people from protected groups into services to maintain the percentage as necessary.</p>
<p>If the impact is negative what solutions will be introduced?</p>			
<p>If the impact is positive how will this be safeguarded?</p>			
<p>Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc</p>			

	Y	N	What evidence or data exists to support your analysis?
10. Could the policy/service have a differential impact relating to equality in <u>religion and belief (or lack of religion or belief)</u> ?		No	<p>Individual support plans, agreed with customers, should take account of individual's needs including faith. Achievement of these outcomes is monitored on a quarterly basis, one of which includes the requirement to support people around faith issues where customers have identified a need.</p> <p>Outcome: This analysis suggests there is no potential adverse impact on this group. This will be reviewed as part of the EIA action plan and overarching review of data collected from SP funded services. An audit will be undertaken to establish the percentage of people in services within protected groups, and contracts revised to ensure the percentage of people within protected groups is maintained in the future. Use of a single point of access for each client group will enable the fast tracking of people from protected groups into services to maintain the percentage as necessary.</p>
If the impact is negative what solutions will be introduced?			
If the impact is positive how will this be safeguarded?			
Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc			

<p>11. Could the policy/service <i>cause discrimination</i> in relation to <u>marriage and civil partnership?</u></p>	<p>Y</p>	<p>N</p>	<p>What evidence or data exists to support your analysis?</p> <ul style="list-style-type: none"> • Supporting People does not currently hold information on marriage and civil partnership. • As SP services can be accessed irrespective of marriage and civil partnership status, single people and childless couples have separate provision from adults with children. Supporting People does not envisage a particular impact on these grounds. <p>Outcome: This analysis suggests there is no potential adverse impact on this group. This will be reviewed as part of the EIA action plan and overarching review of data collected from SP funded services. An audit will be undertaken to establish the percentage of people in services within protected groups, and contracts revised to ensure the percentage of people within protected groups is maintained in the future. Use of a single point of access for each client group will enable the fast tracking of people from protected groups into services to maintain the percentage as necessary.</p>
<p>If the impact is negative what solutions will be introduced?</p>			
<p>If the impact is positive how will this be safeguarded?</p>			
<p>Which business plans or equality action plans have these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc</p>			

12. Could the policy/service have a differential impact relating to equality on carers ?	Y	N	What evidence or data exists to support your analysis?
	Yes		<ul style="list-style-type: none"> • For the purpose of the EIA we will use information about carers recorded on MICARE (Manchester Social Care Recording System). • The number of adults cared for by informal carers who were in receipt of a carers assessment in 2009/10 was 3161. In 2010/11, 4699 carer’s assessments were carried out, with 4145 resulting in some form of service support. Of these, MiCare also showed that in 2010/11, 3583 carers received an individual budget. • The Manchester JSNA (2008-13) shows that carer breakdown is the biggest single factor for people presenting to social care services. • The Manchester JSNA (2008/13) reports that 2001 Census showed there were around 34,500 people in Manchester providing unpaid care (equivalent to 8.8% of the population). Estimates from Carers UK suggest that 1 in 8 people are carers; this is equivalent to 55,000 people in Manchester.
If the impact is negative what solutions will be introduced?	<p>Outcome: The Supporting People programme does not fund housing related support for specifically for carers. Carers may however be in receipt of a Supporting People service if they themselves have housing support needs and qualify for support. It is logically intuitive that the loss of accommodation and floating support services across any Supporting People client group may impact on informal carers of the person in receipt of support. Details of the Supporting People services impacted as a result of the saving proposals are included in Appendix 1.</p> <p>To mitigate the potential impact on carers, the following actions have been identified:</p> <ul style="list-style-type: none"> • The Directorate now offers the option of cash payments in a carer’s Individual Budget – Manchester is one of very few local authorities offering this. Financial assistance to take a break has been identified by Manchester carers as the most effective way to support them in their caring role (Manchester Carers Survey, 2010). • The DfA carers assessment will continue to be holistic; scope will be widened to ensure carers: 		

	<ul style="list-style-type: none"> ○ Are enabled to fulfil employment and educational potential ○ Are able to enjoy and participate in family and community life ○ Are supported to remain mentally and physically well • DfA will incorporate a risk tool into the assessment to ensure needs do not remain unmet but are accommodated through alternative methods. • The refreshed Carers Commissioning Strategy recognises the value of unpaid care and the role of carers, and seeks to enable those with caring responsibilities to identify themselves as carers at an early stage and therefore access support earlier. • Carers' views will continue to be sought on the design and delivery of local care and support services. • Savings from a staff restructure and efficiency review of MCC's carer's support programme will be used to mitigate the level of savings required from carers services in the Voluntary and Community sector. • DfA will be investing funding to develop services in the community and build capacity for targeted groups e.g. carers who care for people with mental health problems. • Following consultation with stakeholder and carer groups, future commissioning will reflect carer preference for the continued transition to individualised health related carer budgets. • The aim is to mitigate any service reductions by working with our partner organisations in the community. The Directorate for Adults will invest more into either targeted or carers services within the localities through the Carers Strategy. This will include, for example, extending and rolling out the Real Neighbour initiative currently piloted in Wythenshawe to increase choice and support to carers. • We will continue to invest in services to ensure that carers are supported to maintain their caring role and that they are able to inform the development of new models of investment which will ensure that carers services are more accessible citywide. • Carers across the city are also able to benefit from low level well being services.
<p>If the impact is positive how will this be safeguarded?</p>	
<p>Which business plans or equality action plans have</p>	<p>These actions, together with completion dates and responsible officers are contained in the Action Plan at the end of this Equality Impact Assessment.</p>

these been transferred to? E.g. Equalities Delivery Plan, Business Objectives Delivery Plan, Workforce Delivery Plan etc	
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EIA Action Plan

Service / Directorate Equalities lead: Diane Eaton
Strategic Director: Liz Bruce
Corporate Service Inclusion Team lead: James Hand

Actions Identified from EIA	Target date for completion	Responsible Officer	Is this action identified in your business plan and/or Equality Delivery Plan (Y/ N/ n/a)	Comments
1. Review Supporting People data collection requirements inclusive of sexual orientation and marriage and civil partnership.	March 2012	Lee Anderson	Activities to achieve the savings will be captured by an overarching Supporting People action in the DfA Business Plan 2012-14	
2. Develop a SP RAS (Resource Allocation System) for housing related support needs.	July 2012	Lee Anderson		
3. Raise awareness of alternative services by promotion of SP directory and DfA online service directory.	December 2011	Zoe Robertson		
4. Continue to update needs analysis and client record form data analysis, to enable refocusing of SP resources.	Ongoing	Lee Anderson		
5. Continue research into triggers and causes of higher homelessness presentations from the BME community.	April 2012	Alex Delap		
6. Develop single point of access to Mental Health services.	April 2012	Hazel Summers		
7. Develop single point of access to Homelessness services.	April 2012	Hazel summers		
8. Develop single point of access for all sectors other than Mental Health and Homelessness.	April 2012	Lee Anderson		
9. Undertake an audit to find out percentages of users within protected groups in services funded by SP in future.	April 2012	Lee Anderson		

Actions Identified from EIA	Target date for completion	Responsible Officer	Is this action identified in your business plan and/or Equality Delivery Plan (Y/ N/ n/a)	Comments
10. Develop clause in contract(s) to safeguard the percentage of users from protected groups in future services.	May 2012	Kathryn Hanna		
11. Reassess all SP customers in receipt of a service for 12 months or more to ensure the service is still required.	March 2012	Lee Anderson		
12. Complete research to establish the factors that cause certain groups to be over represented in Supporting People services.	April 2013	Zoe Robertson		
13. Align Supporting People funding to deliver the principles of the Manchester Investment Fund.	April 2012	Hazel Summers		
14. Support Voluntary and Community Sector organisations to build their capacity.	Ongoing	Mike Gorman		
15. Develop and implement an integrated 'SP Outcomes Star'.	September 2012	Lee Anderson/ Kathryn Hanna		
16. Continue to work with providers to identify future efficiency savings.	Ongoing	Lee Anderson		
17. Develop a mechanism with partners to help people move on from supported accommodation into private rented accommodation.	April 2012	Lee Anderson		
18. Work with partners in criminal justice system to develop accommodation pathways for all offenders and improve awareness of what is available across the sector – for example with prisons to publicise alternative accommodation options prior to offender release.	Ongoing	Lee Anderson		

Actions Identified from EIA	Target date for completion	Responsible Officer	Is this action identified in your business plan and/or Equality Delivery Plan (Y/ N/ n/a)	Comments
19. Reconfigure HIA services.	April 2012	Lee Anderson		
20. Explore potential for underutilised sheltered housing to be used to support people with learning disabilities, mental health and physical/sensory disabilities.	July 2012	Hazel Summers		
21. Development of 'Extra Care Lite' schemes with registered social landlords.	Ongoing	Pip Cotterill		
22. Explore potential to develop sheltered accommodation schemes into hubs/community resources for older people.	July 2012	Pip Cotterill		
23. Support partners to develop a pilot Young Persons sponsor scheme for private rented sector housing.	September 2012	Alex Delap		
24. Work with partners to prepare young people for independent living to prevent potential future homelessness.	Ongoing	Lee Anderson		
25. Extend work with Public Health partners to further reduce teenage pregnancy rates and ensure housing advice/support is available to pregnant teenagers earlier to prevent homelessness or family relationship breakdowns.	Ongoing	David Regan		

Section 4 – Director level sign off

Name:	Liz Bruce	Date:	5 th October 2011
Directorate:	Strategic Director for Adults	Signature:	