
**SUPPORTING PEOPLE SERVICES FOR OLDER PEOPLE WITH SUPPORT NEEDS
AND PEOPLE WITH LEARNING DISABILITIES**

**Responsible Cabinet Member - Councillor Veronica Copeland, Adult Services Portfolio
Responsible Director - Cliff Brown, Director of Community Services**

SUMMARY REPORT

Purpose of the Report

1. To seek approval from Council to waive Contract Procedure Rules to allow officers:
 - (a) To re-contract with existing external providers of Emergency Alarm and On-Site Warden services for older people with support needs and thereby allow for the re-modelling and improvement of services through negotiation.
 - (b) To re-contract with the existing external provider, Keyring, for the provision of housing related support for people with learning disabilities and thereby allow for the re-modelling and improvement of services through negotiation.

Summary

Older People

2. Emergency Alarm and On-Site Warden Services for older people with support needs are currently provided by both Darlington Borough Council and independent service providers. The service provided is linked to the provision of accommodation. During 2007/08, the Supporting People Team carried out a strategic review of services, funded through the Supporting People programme, for older people with support needs. The current contracts are due to terminate on 31 March 2009.
3. During this review, extensive consultation was undertaken with service providers, service users, voluntary organisations working with older people and statutory agencies. A report of the main findings of the review was presented to the Supporting People Commissioning Body in June 2008, in which it was anticipated that the services provided by the in-house service and the independent providers can be aligned through negotiation. This would:
 - (a) Ensure a consistent level of cost and standard for all services.
 - (b) Retain the choice of service for service users.
 - (c) Reduce costs which will allow the savings achieved from this process to fund additional services on a tenure neutral basis, to ensure everyone has equal and fair access to services.

Learning Disabilities

4. Keyring currently provide a support service to nine service users with learning disabilities within the Lascelles area. Each service user is a member of the network. The support is delivered by a volunteer worker and also through network support from the members. The overarching management support is delivered on a pro-rata basis by regional Keyring staff to a number of networks. The Council currently provides the accommodation for the service users and the volunteer. The current contract is due to terminate on September 2009.
5. Learning Disability Services have been strategically reviewed and work is under way to undertake a joint commissioning exercise for housing related support and specialist domiciliary care with Adult Social Services. As part of the process the team is reviewing which services would be subject to tender. Due to the unique model of service delivery provided by Keyring it is deemed not appropriate to tender this service.

Recommendation

6. It is recommended that:
 - (a) Council agree to waive Contract Procedure Rules as detailed in the report to allow contracts to be negotiated with existing providers of services for older people with support needs.
 - (b) Council agree to waive Contract Procedure Rules as detailed in the report to allow a contract to be negotiated with Keyring for Learning Disability Service.

Reasons

7. The recommendations are supported by the following reasons:
 - (a) To ensure service users and the Council receive good quality, value for money services for older people with support needs.
 - (b) To ensure service users and the Council are receive good quality, value for money services for the service users receiving support from the Keyring network.

Cliff Brown
Director of Community Services

Background Papers

A Strategic Review of Older People Support Services in Darlington
A Strategic Review of Learning Disability Support Services in Darlington
Supporting People Commissioning Strategy

Anthony Sandys : Extension 2512
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S17 Crime and Disorder	Contributes to providing safe and secure accommodation for vulnerable older people.
Health and Well Being	The provision of housing related support for older people and people with learning disabilities extends their potential for independent living and reduces incidence of hospital and care admissions.
Sustainability	There are no environment impacts associated with the re-modelling of these services.
Diversity	The Council's duties arising from its statutory obligations, under the Disability Discrimination Act 1995 and the Race Relations and Sex Discrimination Acts have been complied with.
Wards Affected	Individuals accessing services funded by Supporting People could be from all wards.
Groups Affected	Vulnerable older people with support needs and People with Learning Disabilities
Budget and Policy Framework	Any decisions relating to services funded through Supporting People must be within the grant allocation from the CLG.
Key Decision	This is a key decision.
Urgent Decision	This is an urgent decision as the current contracts expire in March 2009 for Older Peoples services and the tendering exercise for Learning Disability Services Commences in January 2009.
One Darlington: Perfectly Placed	The re-modelling of services contributes to the Healthier and Safer Darlington themes.

MAIN REPORT

Information and Analysis

Older People

8. The current contracts for the provision of housing related support to vulnerable older people end in March 2009. As part of the strategic review that was undertaken in 2007/08, a number of options were examined in relation to the re-commissioning of services. The key findings from the review were that services for older people should:
 - (a) Be available to all vulnerable older people in the borough, regardless of the tenure of the property they reside in.
 - (b) Have eligibility criteria, which would result in services being directed to the people who need them most.
 - (c) Have service models, which offer a wider range of services to vulnerable older people. They should be flexible enough to complement other service plans, address diverse needs, promote equality and inclusion and be sensitive to people's needs.
 - (d) Have equitable costs, so that similar services in Darlington have a similar unit cost range.
 - (e) Ensure that the residents of Darlington can still exercise choice when accessing support services, by being delivered, by a range of providers with the capacity to meet diverse needs and provide services to the same standards across the borough.
9. The review also highlighted the risk to service users of tendering the contract as the service is linked to the provision of accommodation. If the support was not awarded to the incumbent provider they could refuse access to another service provider.
10. The Commissioning Body accepted these findings and a number of key decisions were made. These were:
 - (a) To apply a new tenure neutral approach to supporting older people which is based on an assessment of need.
 - (b) To develop a strategy for integrating Supporting People needs assessment into existing mechanisms, such as the Single Assessment process.
 - (c) To have variable unit costs based on agreed levels of service.
 - (d) To work with providers to develop service descriptions, which are uniform and easily understood.
 - (e) To work with existing providers to remodel services but where they were unwilling or unable to adopt any new specification, then consider alternative options.
 - (f) To consider alternative options to the tendering process, including re-modelling in-house services and seeking a waiver to standing orders and negotiating with external providers.
 - (g) To bring the funding arrangements into the new model, where support will be based on need and the inequality where some service users are receiving support for cleaning services or a housekeeper preparing meals will be decommissioned and re-commissioned in line with a new specification.
 - (h) To agree to terminate the existing SLA with Adult Social Services for the Home support service, transfer the funds to a new service model operated by in-house Lifeline services and to allow for an agreed period of transitional protection for the existing Home Support service users.

- (i) To allow the funding of extra Lifeline units of support, where eligibility is based on need rather than locality.

11. As a result of these decisions, a new service specification and costing structure has been developed by the Supporting People team, which can be used as the basis of any future negotiations with service providers.
12. The table below outlines the number of people supported through existing contracts and the current associated costs.

Sheltered schemes	No of schemes	Current funded units	Current annual costs
Abbeyfield	4	6	£9,014
Anchor Trust	4	77	£19,900
Hanover Housing Assoc	3	42	£5,897
Homegroup	1	19	£10,967
Housing 21	1	15	£3,221
Community Alarm schemes	No of schemes	Current funded units	Current annual costs
Hanover Housing Assoc	1	4	£98
Homegroup	2	100	£29,848
Places for People	1	36	£3,781
Railway Housing Assoc	2	30	£3,588
Tees Valley Housing Assoc	1	34	£5,923
Three Rivers Housing Assoc	1	23	£4,341
Extra care	No of schemes	Current funded units	Current annual costs
Hanover Housing Assoc	2	44	£38,324

13. The Supporting People Team will negotiate with external providers over the quality of service delivery and cost of future contracts. The intention is to enter into new contracts with the existing providers. The contracts will not have an end date but will be subject to an annual price and quality review and strategic relevance of the service. Contracts will be terminated by the Council if providers fail to agree price or do not meet quality/performance standards. Where there is no longer a strategic requirement for the service, providers will be given as much notice as possible that the contract will be terminated.

Learning Disability Services

14. The current contracts for Learning Disability Services end in September 2009. The services have been reviewed strategically and it has been determined to improve service quality and value for money there will be a joint tendering exercise between Adult Social Services Learning Disability Team and the Supporting People Team for Housing related support and community support.
15. The majority of the services are suitable for the joint exercise; however the service delivered by Keyring does not fit into the designated support model.
16. Keyring currently provide a support service to nine service users with learning disabilities within the Lascelles area at a cost of £34,464 per annum. Each service user is a member of

the network. The support is delivered by a volunteer worker and also through network support from the members. The overarching management support is delivered on a pro-rata basis by regional Keyring staff to a number of networks. The Council currently provides the accommodation for the service users and the volunteer. The current contract is due to terminate on September 2009.

17. Due to the unique model of service delivery provided by Keyring it is deemed not appropriate to tender this service. The contract will be re-negotiated with Keyring to bring it in line with the other services being tendered from a cost and quality perspective.

Outcome of Consultation

18. A range of key partners and services users were consulted as part of the strategic review of Older Peoples services. These included:
 - (a) Providers of accommodation for older people.
 - (b) Providers of housing related support for older people.
 - (c) Current service users and other older people within the borough not currently accessing Supporting People services.
 - (d) Voluntary organisations working with older people, such as Age Concern and GOLD.
 - (e) Statutory agencies, such as Health and Adult Social Services.
 - (f) Other Local Authorities who had undertaken a review of their Supporting People services for older people, including Durham County Council, who participated in a Value Improvement Project, funded by the CLG for the remodelling of these types of services.

19. A range of key partners and services users were consulted as part of the strategic review of services for people with Learning Disabilities. These included:
 - (a) Service Users
 - (b) Carers
 - (c) Providers of housing related support for People with Learning Disabilities
 - (d) Potential providers of housing related support for People with Learning Disabilities
 - (e) Key stakeholders in the voluntary and statutory sector