



UNIVERSITY  
*of*  
GLASGOW

# **Conference:**

# **Housing and Social Justice**

**Teacher Building, Scottish Engineering Centre, St  
Enoch Square, Glasgow  
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**Workshop Session 1 (b): Dr Ann Rosengard,  
Ann Rosengard Associates**

**Supporting People – the Initial Programme:  
Issues for Equity, Inclusion and Effectiveness**



**SCOTTISH EXECUTIVE**

Scottish Centre for Research on  
**SOCIAL JUSTICE**

# SUPPORTING PEOPLE

## The Initial Programme

### *Issues for Equity, Inclusion and Effectiveness*

# Supporting People

- **New integrated funding framework for housing-related support services**
- **Enhanced advice and practical support, targeted to help people**
  - **disadvantaged and excluded**
  - **to access, settle in & sustain accommodation**
- **Announced by the (then) DSS (Dec'98)**
- **Implemented April 2003.**
  - ***DETR (1998) Supporting People: A new policy and funding framework***

# Housing Support Services

- **Grew provider-driven & piecemeal in 1980s/90s** - in response to known support gaps, research & guidance
- **Outreach support** - funded through:
  - LA grants to voluntary orgs & higher H.B.
  - SNAP (Scotland) & SNMA (England)
  - DSS Resettlement Grant
  - RSI
  - Charitable funds
- **Wide range of client groups**
  - core community care groups; homeless people; those leaving institutions; vulnerable young people; fleeing domestic violence; refugees/ A.S's

# **Thrust towards equitable access, inclusion, tackling disadvantage**

- **Good practice guidance sought more positive & sustainable solutions for disadvantaged tenants & owners**
  - **To prevent tenancy failures & need for institutional care**
  - **Person-centred, flexible or "floating", practical & emotional support**
  - **To fluctuate with needs**
- **Funded to separate management of accommodation and support to enable**
  - **full, secure tenancy rights (not occupancy)**
  - **choice of support providers**
  - **clear information about rights and duties**
  - **written occupancy and tenancy agreements**

## **Inclusive and equitable aims**

*"We are committed to tackling poverty and disadvantage and the Supporting People programme has a vital role to play in ensuring that the most vulnerable in our society are able to live independently, either in their own homes or in supported accommodation."*

**Margaret Curran - Scottish Executive Communities  
Minister - - Announcing 2004 SP allocation**

# **Drive and Momentum to SP**

- **Shift to SP policy & operational framework - policy & professional led**
- **Like thrust to CITC - a key catalyst was policy-level concerns (re costs of HB)**
  - **L.A's to be lead players**
  - **Transitional framework - demand-led & funded through THB (2002-03)**
  - **Complex and demanding system for LA's and support providers**
    - **But enabled development & growth**
  - **THB ended - 31.03.03 - funds transferred from DWP to S.P. grant.**

# Opportunity driven and planned development of SP

- **Robson Rhodes review (2004) - in last months of THB, floating support costs *increased from £160 to £332 million.***
- **THB funded housing support services: -**
  - **previously funded by LA's or Health**
  - **by RSL's and vol orgs for vulnerable groups**
  - **formerly registered as SW care**
  - **formerly funded through a mix of HB and charitable sources e.g Lottery. May have been supplemented through SW funding of personal care or counselling.**
  - **enabled - *more flexible funding, more rights and higher personal income for tenants***



# Benchmark - SP Objectives 1998

- ***Prevention:*** To sustain people in community & to address problems before crises arise
- ***Promote independence:*** To enable people to take own decisions
- ***Alleviate crisis:*** To help through crises
- ***Resettlement:*** To help people settle in new home and community
- ***Inclusion:*** To support people who *may not seek support; may have difficult behaviour or unconventional lifestyles, or who may have multiple needs, or fall outside traditional CITC client groups*
- ***Focus on people:*** To provide flexible services moulded around people and the way they choose to live their lives.

# Early outcomes

- **SP - *high consensus across stakeholders***
- **Huge energy to make it work - *massive benefits & potential for service users***
- **Programme costs, bureaucracy and administration multiplied**
- **Cuts in England - concerns about cuts in Scotland - Sep 04**
- **2nd major Review (House of Commons 2004) concluded - in spite of *teething problems*, SP - *"successful in meeting its objectives"***
- **Some key players believe SP - *"too successful for its own good in that it has stirred up expectations"*.**

# Scotland - Rigorous Regime

- **Good practice developed, building on community care experience and systems**
  - **Clear policy framework & objectives,**
  - **National standards, specified eligible services; regulations and guidance**
  - **LA as lead planner and commissioner**
  - **Local strategic requirements - SP Assessments and Plans in context of JW**
  - **Person-centred support needs assessments and support planning**
  - **Guidelines stress flexibility of support service to meet individual needs and**
  - **User involvement in support planning**
  - **Regulatory framework - Care Commission / Audit Commission**

# The scale of SP programme

- **149 "Administering Authorities" + 6000 providers (England). 32 A.A.'s (Scot)**
- **Initial budget for UK - *based on LA estimates* - £350 - £750 million**
- **England - ODPM allocation**
  - Allocation rose from £1.4 billion (03/04) to £1.8 billion (04/05) - then major reviews
- **Scottish L.A.s - received from Scot Exec:**
  - 2003-04 - £421 million - coupled with Review of funded services - *effectiveness and VFM*
  - 2004-05 - £408 million
  - Edinburgh (11%) and Glasgow (17.59%) jointly receive almost 29% of total.
  - *Given reviews & 7.5% cut in England - Sep 04* Scottish providers are concerned about future SP funding and impact on services

# Outcomes, equity and inclusion

- **SP programme - opportunity to deliver**
  - social support creatively
  - on individualised, participatory basis and
  - to promote social networks and inclusion
- **2 years on**
  - *more housing-related support and tenancy sustainment on offer to meet wider needs*
  - *some very creative initiatives and positive JW*
- **Reviews indicate constraints on:**
  - *service user choice and control - where accommodation and support are tied*
  - *service responsiveness and flexibility (bureaucracy; funding; eligibility)*
  - *inclusiveness of services - (commissioning priorities may dominate) - “hard to reach’ require pro-active services and joint work (Watson 2003)*
  - *on cross-tenure access to SP and on access to response for other occupants than householder*

# **Organisational impacts - constraints, risks & competition**

- **Vol orgs & RSLs - *agents of local authorities?***
- **High risks - *management, financial, service sustainability* - providers concerned may stifle innovation and pro-active services**
- **Competition and financial insecurity**
  - **Easier for larger providers to deal with admin systems & personnel requirements**
  - **Inhibits joint work**
- **Significant admin demands - system/ regulation**
- **Providers compete for housing support staff**
- **Variable quality of provision**
- **Training & staff support**
  - **critical to quality & effectiveness**

**Yet aims & achievements of SP widely valued**