



Supporting People Distribution Formula – Technical Consultation Paper.

Summary of responses and invitation to refresh responses



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Introduction

In November 2005 the Government launched a consultation, *Creating Sustainable Communities: Supporting Independence*, to support the development of a strategy to take forward and build on the success of the Supporting People programme.

The paper, *Supporting People Distribution Formula – Technical Consultation*, launched alongside the consultation on the strategy, sought views on the future of the Supporting People Distribution Formula ("the formula").

The formula was developed as a tool to inform any process of redistribution. The responses to the consultation have contributed to the decisions taken on the broader consideration of redistribution and the move to a finalised version of the formula to inform allocation of Supporting People funding.

Housing support services commissioned prior to the launch of the Supporting People programme developed in an ad hoc manner over a number of years. There are, as a consequence, wide variations in the services provided by local authorities. As a result, Supporting People authorities inherited a mixed bag of services, variable in quality and value for money, and not necessarily reflective of local priorities or making strategic use of resources.

To address this situation a model was developed to assess relative need between authorities in order to calculate how Supporting People funding for England should be distributed. The assessment primarily takes account of the numbers of vulnerable people in each authority, with allowances for levels of deprivation and cost differences.

The move to distributing the Supporting People pot according to relative need, rather than on the basis of the historic pattern, is both fairer and a better use of public funds.

The consultation exercise ran for a 12 week period from November 2005 until February 2006. 92 responses were received in total from a range of organisations including local authorities and local authority networks, health and housing professionals and special interest groups.

Next steps

The 1998 Supporting People White Paper set a clear intention to move towards a needs based distribution formula. This was supported by the 2004 independent review of the programme carried out by Robson Rhodes.

Following the paper, *Supporting People Distribution Formula – Technical Consultation*, and assessment of the responses, the formula was used in 2007-08 to target 5% of funding to help address some of the inherited uneven distribution of grant. This increased Supporting People funding to over half of all Supporting People local authorities.

In June 2007 we published *Independence and Opportunity* our strategy for Supporting People. This explained that decisions on future funding levels and distribution of that funding were subject to the Comprehensive Spending Review process and would be addressed following that.

Indicative allocations of Supporting People grant for 2008-09, 2009-10 and 2010-11 were published alongside the draft Local Government Report on 6 December. These can be found at [www.local.communities.gov.uk/finance/0809/specgrant/supporting people.xls](http://www.local.communities.gov.uk/finance/0809/specgrant/supporting%20people.xls)

Following the consultation and analysis of responses further work was carried out in determining whether the formula was fit for purpose and how it should be deployed.

Having considered the responses to the consultation, and having explored alternative approaches to determining allocations such as other existing formulae, we have concluded that the Supporting People distribution formula is fit for purpose within certain parameters and represents the most effective option for better targeting Supporting People funds to meet need.

We have made a number of changes to the model since the consultation in November 2005. These in part reflect comments received during the consultation but also reflect developments in policy over the past 18 months.

The main changes are:

- All data sources included in the model have now been updated with the exception of census data and the Index for Multiple Deprivation as no change has occurred to these since the model was developed (data sources are listed in annex B).
- Given the provision of a three year settlement the model now includes projected population data from ONS for 2008-09, 2009-10 and 2010-11 based on mid year 2004 population data.

- Client group expenditure data has now been updated with the latest expenditure information from SPLS (2006 upload).
- The cross authority adjustment mechanism has now been taken out of the model. This decision was taken for the following reasons:
 - Carrying out an adjustment to grant allocations after allocations have been announced (given the time lag in collection of client record data which provides the information on client movement from one authority to another) runs contrary to the provision of a three year settlement. Whilst there are benefits to making a cross authority adjustment we believe, on balance, the certainty provided by a three year settlement outweighs the benefits of applying an adjustment.
 - Since the consultation, evidence suggests that many authorities have now developed host arrangements with exporting authorities. This is a much more practicable approach to helping resolve the funding issue of cross authority movement of clients, and one which Communities and Local Government would encourage authorities to adopt, rather than adjustments being made from the centre.

The consultation asked number of specific questions about how the model should be used. The main issues were:

- Maximum reductions and increases, pace of change and the levels of adjustments made to grant allocations.

The vast majority of respondents argued that the pace of change should be slow. Just over half of all responses to the consultation favoured a floor cap of 5%. It is recognised that this floor against a reducing budget limits the level of redistribution possible over the CSR07 years. However, applying this floor allows for reasonable progress in moving towards a more equitable distribution in a managed way.

A ceiling of 7% is applied to gaining authorities in each of the CSR07 years helping to target those outlying underfunded authorities.

- Central range and distance of travel

In operating the model it was proposed that where authorities are close to their target allocation according to the model they should be subject to a cash flat allocation (the central range referred to in the previous consultation).

Responses to the question of how narrow or wide this range should be were mixed. Communities and Local Government recognises some of the criticism received about the model's ability to identify need for some of the socially excluded groups – particularly where there are gaps in data around mental health, offenders and people with alcohol problems. Together total expenditure on all of the socially excluded groups amounts to 41% of the national Supporting People budget.

Therefore a margin is applied to target allocations. After CSR07 redistribution will continue for a further three years beyond which, and subject to resource, redistribution would not be pursued.

For example, if an authority has 50% more than their target allocation they will receive annual reductions of no greater than -5% until their allocation is no greater than 20% of their target allocation.

The reverse applies to underfunded authorities. If an authority has, say, 50% less than their target allocation they will receive annual increases of no greater than 7% until they have no less than 30% of their target allocation.

However, because of the need to balance the budget at the same time as moving the outlying authorities towards their target allocations, the margin (or central range) needs to be narrower than 30% in the CSR07 years.

In 2008-09 and 2009-10 the central range has been set at 70:120 (that is 30% less and 20% greater than target allocation)

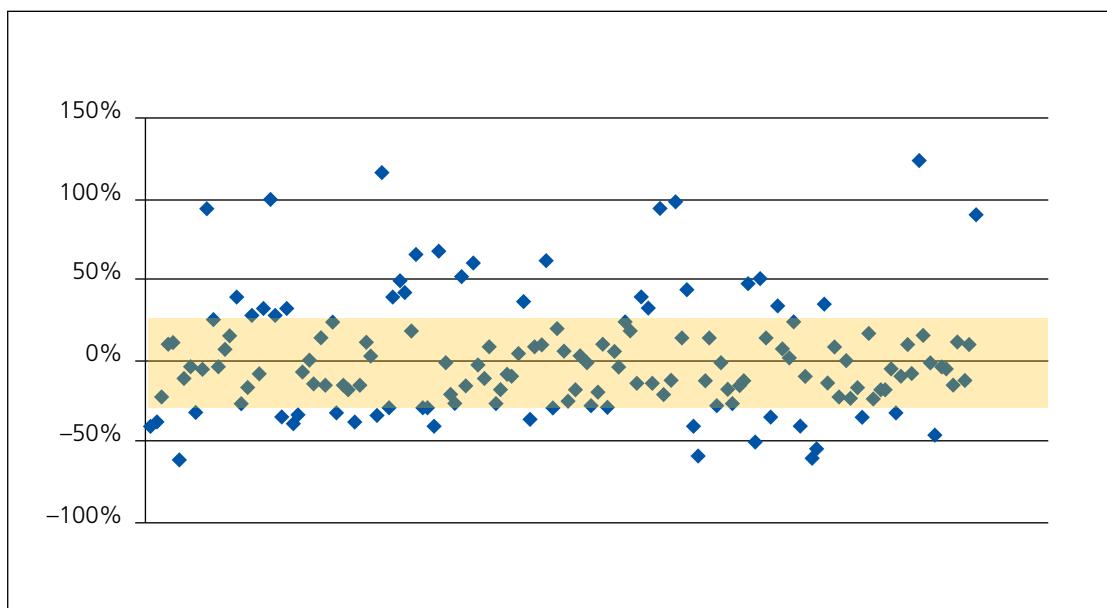
Because the national budget reduces to £1.636bn the central range in 2010-11 is narrowed slightly further to 70:110 in order to maintain the -5% floor and 7% ceiling.

A taper has been applied to the edges of the central band so that an authority that is just outside of the margin is brought into the margin gradually and doesn't receive a reduction or increase which is greater than necessary.

Beyond CSR07, and subject to resource and further work to identify robust data sources for the socially excluded groups a margin will be applied to redistribution and the aim will be to bring all underfunded authorities to within this band following a further three years of redistribution. A handful of over funded authorities may still remain outside after this period due to the desire to carry out adjustments to grant allocations in a measured way. Again, dependent on resource, it would be the intention to apply an inflationary uplift to those authorities within the central range.

The graph below (which gives an indication of the distance of travel for authorities) shows the approach of applying a margin against the 2007 grant allocations and un-damped formula results (target allocations). Those authorities below 0 (which is where the model suggests authorities should be at to receive their correct share of the budget) have less than their relative share of the budget and those above more than their share. Applying a margin either side of 0 provides a cushion against full implementation of the formula due to concerns over its robustness (on socially excluded client groups).

As an illustration the graph shows how redistribution is limited to a point where authorities receive no less than 70% of their relative share of the national budget (those below the highlighted area) according to the formula or no more than 30% in excess of their relative share (those above).



Allocations for 2008-09 will be confirmed in a Written Ministerial Statement in early February 2008 (allocations for 2009-10 and 2010-11 will be confirmed closer to the beginning of those financial years). Prior to confirming allocations for 2008-09, in light of the period which has elapsed since the technical consultation closed, we are offering Administering Authorities and others the opportunity to refresh their responses if they believe matters have changed locally in such a way that they would have answered the consultation in a materially different way now. The technical consultation can be found at:

<http://www.spkweb.org.uk/Subjects/Distribution+Formula/SPDF+Stage+2/Supporting+People+Distribution+Formula+-+Technical+Consultation+paper.htm>

The Department will consider any refreshed responses before confirming allocations for 2008-09. Refreshed responses may also be relevant to the process of confirming provisional allocations for 2009-10 and 2010-11 later in the CSR period.

A summary of any refreshed responses received will be published alongside the Written Ministerial Statement.

Refreshed responses should be sent by 14 January to:

Montaz Mojid
Housing Care and Support
1/B6 Eland House
Bressenden Place
London
SW1E 5DU

Montaz.mojid@communities.gsi.gov.uk.

Consultation proposals and summary of responses

This summary of responses should be read in conjunction with the Supporting People Distribution Formula – Technical Consultation

Question 1

a. Maximum reduction and increase Should the floor cap be set at –5% and +10% or should the range be narrower? If narrower, at what levels, and what is your justification for choosing these levels?

A – Floor cap –5% Yes – 52%
 No – 48%

Ceiling Cap 10% Yes 51%
 No 49%

Range narrower 86%
Range wider 14%

- Floor levels must protect authorities from severe reductions in the level of grant (a –5% floor in cash terms represents a cut in real terms of 8%). At most a –2.5% floor level should be considered.
- Floor/ceiling cap should be –2% or 3% to give authorities longer to make savings and impact less on providers and service users. If not there is a risk authorities will make quick easy decisions rather than sound long term decisions.
- Maximum reduction should be –5% to enable authorities to manage client expectations downwards.
- Floor cap should be set 1% to 1.5% below the average overall increase as a way of scaling back the increase above the floor for each authority that is above the floor.
- Maximum annual cut should be less than 5% and gainers to less than 10%

- Ceiling cap should be lifted to allow for funding to match the needs of the most vulnerable more quickly.
- Floor ceiling and cap should be narrower –5% to +7.5%.
- Floor cap should not be as low as –5% but –2% to –3% instead, so allowing authorities longer to make savings and impact less on providers.
- To cushion the impact on authorities that will lose funds a floor of 3% to 4% should be set.
- Band should be narrower, real cuts are happening year on year as inflation and salary increments eat at the value of awards and inflation is not awarded. Floor and ceiling caps should be set at –1.5% and +6.5%
- Floor rate should be –3%. A blanket decision on the pace of change for all authorities assumes they are all in a relatively similar financial position.
- Range should be narrowed to –2% to 5%.

b. Turning points for the floor and the cap

Should the range between the turning points be widened (so fewer authorities are exposed to the greatest reductions or increases) or narrowed, and what is your justification?

B – Turning points widened	46%
Turning Points narrowed	36%
Stay same	18%

- Overall there was a preference for the turning points to be widened to enable a more gradual and less painful pace of change to be introduced.
- There was some acknowledgement that simply moving the turning points only shifted the ‘cliff edge’ between authorities who remained unaffected and those who were badly affected.
- There was a recognition that a –30% turning point on authorities losing funding acted as a barrier to moving toward needs based funding and should not be allowed to continue indefinitely.
- It was also suggested that the turning points should be narrowed or abolished altogether so that authorities move from legacy funding to a proper needs based grant within 5 years.

c. The central range

Should the central range previously consulted on –10% to +30%, be widened or narrowed, and what is your justification?

C – Should the range be widened	31%
Should the range be narrowed	36%
Remain the same	27%
Should be no central range	6%

Views on this proposal were again divided with marginal preference for the narrowing of the central range.

- Those who supported the narrowing of the range suggested that the central range was unfair, protecting some local authorities from change at the expense of others, and that this would in turn limit redistribution and therefore undermine the model.
- Some argued there should be no central range and floor caps should be applied equitably across all authorities.
- The central range should be narrowed or abolished so that authorities can move from legacy funding to a proper needs based grant within 5 years. A –1% to 2% range would provide for a reasonable transition. Other respondents suggested it should be narrowed to –10% to +20%.
- Those who supported maintaining or widening the central range noted that this would ensure that only real outliers are influenced by the distribution of funds. In turn wider turning points would make the pace of change more manageable, minimise disruption and maximise stability.

Question 2

Do you agree that authorities from SPLS data identified as not using any increased funding for housing related services, should forego increases until their expenditure at least matches their funding?

Agree	63%
Disagree	37%

There was overall support for this proposal.

However there were a number of concerns or observations made:

- Reservations were expressed over how accurate and timely SPLS data was, and therefore whether it should be used to identify the relevant authorities.

- Funding should be ring fenced. Need to distinguish between a managed underspend and over allocation.
- The nature of, and the reasons for, the underspend need to be investigated as developing new services and particularly joint commissioning can involve time lapses. In some cases the carry over of an underspend between years may not mean that the fund is not required, as services may be in the planning phase.
- Underspends may reflect the previously small expenditure base and the slow development of Supporting People services in an area.
- The prospect of having funding withdrawn as a result of an underspend may encourage some authorities to increase expenditure when not necessary and so generate inefficiency.
- Would money increases not being allocated be recycled between other authorities rather than reducing the overall funding pot?

Question 3

Views are sought on whether 10% is an adequate safety margin to protect valuable services.

If not, what would be an appropriate margin, and how would the extra cost be paid for?

Is 10% an adequate safety margin? – Yes **48%**
 – No **45%**
 None at all **7%**

Alternative margin

- A number of respondents questioned the link made in the consultation document between the 10% safety margin and value for money. There is no evidence that the further above its SPDF share an authority is the less likely it is to be providing value for money. The formula failed to take into consideration value for money.
- A higher safety margin would ensure that authorities facing a reduction in grant would not have to decommission value for money services unnecessarily. 15% was a commonly quoted alternative.
- The cost should be paid for by the number of authorities not receiving an increase or by penalising those authorities that took advantage of the transitional arrangements in years building up to Supporting People and who cost shifted funds inappropriately from other budgets.
- Alternative views indicated that a 10% safety margin was excessive and will prevent the extension of services to areas of need as indicated by the formula.

- The potential for reductions has been known for some time and plans should already be in place to effect the change without an adverse effect on services. A safety margin will cause further delay in transferring funds to where there is greatest need.

Question 4

Views are sought on practical limits to the pace of change that authorities can accommodate.

Pace of change should be slow, small changes over the medium to long term 85%

At the earliest practical opportunity 15%

Among those who expressed an opinion there was majority support for any changes to be phased over the medium to long term.

Those who were of the view that change should be phased-in over a long period of time cited the following reasons:

- Legacy funding has created inequalities across authorities and any changes will need to be addressed in an incremental manner.
- Having entered into lengthy contracts the period of change should reflect contract periods.
- The process to decommission services is more intensive than to commission them.
- If current schemes (e.g. accommodation based schemes) are to be phased out then full account needs to be taken of the time scales.
- Rapid change may force some authorities to make a severe cut in services.

Views expressed by those in favour of a more speedy implementation noted:

- Authorities have had time to plan for the changes and they should be introduced as soon as possible. Transitional arrangements (floor damping) have been applied since 05-06 in moving to a formula allocation and authorities that lose out have been protected for the last three years by 07-08 and should not extend much further.
- Pace of change need not be uniform across authorities. Those set to gain the most could be targeted for a faster pace of change. This could be achieved by having different implementation dates for the outliers at either end of the formula distribution.
- If the pace of change is too slow it will be unfair to those authorities awaiting increases to catch up with an identified need.

Question 5

Views are sought on whether density should be included as a component in the deprivation index.

If population is to be included then views are sought on whether the measure of "population per hectare" or "EDDENSITY" should be used.

Should density be included as a component? – YES **49%**
– No **51%**

A-Population per hectare	14%
B-EDDENSITY	86%

Opinion was divided about whether or not density should be included as a component in the deprivation index. If density is to be used at all there is clear preference for EDDENSITY to be the measure used.

- Among those who supported the proposal it was noted that it acted as a proxy for a range of other factors.
- Overcrowding is a key driver of need for housing related support (eviction and overcrowding are some of the main causes of statutory homelessness) and it does not therefore double count the deprivation measured in the employment and income domains.
- The principle objection to the inclusion of density as an indicator was that it double counted deprivation.
- Lack of density does not necessarily indicate reduced demand for funding. It could be a reflection of housing market collapse, high levels of voids and abandonment, lack of density can be a result of market failure and a declining economy and therefore an indicator of deprivation rather than affluence.
- It was noted that there was no link between density and increased need for housing support. Density may be an advantage as there is an increased opportunity to demand and deliver improved service provision. Less likely to be a legacy of under provision.
- There are better measures of deprivation than density and using it as a proxy is no longer necessary.

Question 6

Views are sought on whether ethnicity should be included as a component in the deprivation index.

Yes **44%**

No **56%**

Respondents had mixed views as to whether ethnicity should be used as a component in the deprivation index. Those who supported the inclusion of ethnicity noted:

- People from an ethnic background often required tailored services that take account of peoples backgrounds and beliefs and where English was often not a first language incurring additional costs.
- There was some concern over the data set to be used to measure ethnicity and it was suggested that the ONS population estimates by ethnicity should be used in preference to the 2001 Census results.
- Where ethnicity is to be used a simple white/non white ethnicity indicator would not accurately reflect the cultural mix and should also include travellers and gypsies.
- Concerns about the inclusion of ethnicity concerned the possibility of double counting. Low income and lack of employment for example are already used in the deprivation index and ethnicity is closely related. Furthermore the inclusion of ethnicity would discriminate against those with high levels of deprivation but low levels of ethnicity.

Question 7

Views are sought on how “difficulty in accessing services” could add to the need for housing related support services.

If access to services is to be included in the deprivation index then should this component include either of the IMD sub-domains, or both.

Comments on difficulty in accessing services

Should access to services be included in the deprivation index?

Yes **54%**

No **46%**

Which sub domains should be included?

Wider barrier **25%**

Geographical barriers **56%**

Neither **19%**

Support for the inclusion of access to services in the deprivation index was again fairly evenly split.

- Vulnerable people in remote areas lack access to services which increases the need for housing related support as people's opportunities to maximise their independence are fewer and take longer to be realised.
- Difficulty accessing services may already be included in other components. The increased costs associated with providing services to clients in their own homes in rural areas would be covered by the sparsity indicator of the cost index.
- It was also noted that difficulty in accessing services was not necessarily governed by geographical limitations and factors such as accessing services could include factors such as GP overcrowding and waiting lists. This may also reflect difficulties have in dealing with the need rather than the need itself.
- Mobility is a need driver that has not been targeted. A mobility indicator should be included.

Question 8

Views are sought on whether the "indoors" sub-domain of the IMD "living environment" domain should be included in the deprivation index.

Should the indoors sub – domain be included?

Yes	58%
No	42%

The balance of support was in favour of including the indoors sub-domain.

- Those who supported the inclusion of the indoors sub domain were of the opinion that there is a clear link between the quality of housing and the housing needs of vulnerable people.
- However, those who did not support the inclusion of the indoors sub domain noted that whilst quality of accommodation affects the quality of life and therefore the need for support, it does not affect the cost of support.
- Quality of accommodation is addressed by other government agendas.
- Others noted that alternative data such as the number of households in temporary accommodation would present a more realistic picture of need within authorities.

Question 9

Views are sought on whether the allocation to the authorities should ensure that each authority receives some minimum allocation per head for each client group.

If so, how would this minimum allocation be determined?

Should there be a minimum allocation per head for each client group?

Yes **39%**

No **61%**

The balance of support was against minimum allocation per head for each client group.

How should the minimum be determined?

- Minimum should be based on current levels of need in existing services.
- Levels should be determined through detailed analysis of spend across the country to determine a percentage at which funding should not fall below.
- Determined by the cost of providing 2 hours of support per person per week in a mixed urban/rural floating support service.
- Cost of housing and cost of wages in an area should be used to determine the minimum client allocation per head for each client group.
- It should be determined by taking into account the minimum costs of supporting client groups.

The reasons cited by those who did not support the establishment of a minimum allocation per head were:

- The difficulty in deriving a minimum allocation for any one client group reflects the difficulties in finding indicators that are reliable and accurate measures of need for housing related support.
- The Supporting People grant should be distributed using the Relative Needs Formula. Allocations per head should not be ring fenced to each client group as local authorities have drafted their own Supporting People Strategies and are best placed to determine local needs and priorities.
- Concern was raised that the SPDF model is constructed very differently from the four block model which used in 06-07 to distribute formula grant. Why are 2 different models being used to distribute grant on the basis of an assessment of need. If minimum allocations per head are made to each client group they should be derived using statistical regressions.

- The allocation of a minimum level of provision for each cluster to authorities with no identified need in those areas was also questioned.
- A minimum application would be too difficult to implement due to the fact that groups are not neatly defined and there are significant overlaps especially in the single homeless/mental health/ex offenders/drug and alcohol misusers categories. Costs between clients can also vary considerably depending on their circumstances.
- The need for a minimum allocation per head implies that the formula is flawed and there is therefore a need for a safety net of some sort.

Question 10

Views are sought on the extent to which the deprivation index should be compressed for each cluster group and on the justification for recommending a particular level of compression.

Should the deprivation index be compressed for cluster group?

Yes	65%
No	35%

Respondents indicated support for the deprivation index to be compressed for each cluster group.

Whilst there was overall support for the introduction of compression to each cluster group there were a number of concerns:

- A number of respondents expressed concern over the logic applied to calculating the factors used. The effect of deprivation on the distribution of grant should be determined objectively by research and statistical regressions as have been performed to produce the RNF.
- Very slight changes in the compression factor can produce substantial changes in the amount of grant.
- Compression should only be applied where there is evidence that need for a particular service type is evenly distributed throughout the country. In some cluster groups distribution will be uneven.
- The compressed deprivation allowance does not provide a reliable measure of the need to spend.
- A number of respondents noted that compression was important to stop double counting.
- Factors should be changed to 1 for all cluster groups except for older people which should be 0.5 as it is a key driver of service provision.

- Some argued for further compression of SV1 and SV2 from a compression level of 0.8 to 0.5. The reason being that this cluster group includes homeless people, rough sleepers and those with addictions.
- SV2 was disputed because mental health is unlikely to be linked to deprivation.
- A number of respondents expressed the view that the coefficient for deprivation for the two single vulnerable clusters which incorporate client groups such as those with alcohol problems or the homeless, and for the socially excluded and homeless families should be increased to a maximum value of 1.0.

Question 11

Views were sought on the weighting used in the cost index and justifications for changing these.

Support the weighting proposed	56%
Do not support the weighting proposed	44%
Labour cost adjustment 99	5%
– Stronger	5%
– Should not be used	5%
Sparsity 1	90%

Respondents indicated marginal support for the weightings proposed.

Concerns about the weighting appeared to be centred on the weight allocated to sparsity, which was generally felt to be too low.

Alternative suggestions included:

- SPDF should use the same ratio as in the FSS 92:8 as there is no rationale for doing otherwise.
- A weighting of 90/10 would be more balanced and appropriate.
- Respondents noted that the weight allocated to sparsity did not appear to be linked to any research. A number of respondents cited the increased cost of service delivery (fuel, time, economies of scale) in rural areas, highlighting Countryside Agency research that found the average value of the standard cost of services across rural areas was 1.75 times greater than intermediate areas (mixed urban/rural) and 2.5 times greater than in urban areas.

Concerns regarding the labour cost index:

- Cost index should not reflect labour costs based on travel, recruitment and affordable housing are key issues.

- Labour cost index does not reflect local circumstances. Areas close together are presented as having substantially different labour costs which should not be the case.
- The differential cost index between neighbouring authorities in inner and east London is impossible to justify on any objective basis. The geographic groupings appear arbitrary. As a result the difference in funding between neighbouring London boroughs is too large. The three core cost index regions in London are simply too large and fail to reflect localised labour markets.

Question 12

Views are sought on the use of current expenditure data taken from SPLS downloads.

Current expenditure data should be taken from SPLS downloads	81%
Current expenditure data should not be taken from SPLS downloads	19%

The proposal for using expenditure data taken from SPLS downloads received overwhelming support.

Mains concerns raised were:

- SPLS downloads are one year out of date and do not establish needs between client groups and hence do not solve the fundamental issue that funds should be allocated based on assessment of need.
- The data has limitations as not all authorities have submitted a validated SPLS extract. Alternatives will be required where data is missing and does not allow for forward projections. The emphasis should be on producing reliable and valid data ensuring there are procedures in place to validate data before it is used.
- Cluster allocations should not be ring fenced within the grant as the formula is an imperfect tool and client groups will overlap and vary across areas.
- Allocating funds by current expenditure proportions nationally may not take sufficient account of the local operating environment.

Question 13

Views are sought on the case for adjusting expenditure proportions outside the model.

Do you support adjusting expenditure proportions outside the model.

Yes	32%
No	68%

- The majority of those who responded did not support the case for adjusting expenditure proportions outside the model and felt that the integrity of the model was compromised by the need to introduce a mechanism to circumvent it.
- Among those who did support the option many did so only if additional funding was made available for the purpose.
- SP strategies across the country are likely to have different emphases in the way in which the distribution of services should be altered. This may have the undesirable effect of removing control from local commissioning bodies and contrasting local policy by setting expenditure proportions between the client groups nationally. This could lead to conflict in decision making.
- There are concerns that adjusting expenditure outside the model could bring about variations to accommodate short term changes in government priorities. If the formula is inappropriate for longer term policies then it should be reassessed rather than casually varied.

Question 14

Views are sought on whether the model should be structured to eliminate negative payments.

Yes – should eliminate negative payments	71%
No – should not eliminate negative payments	29%

The balance of views supported the elimination of negative payments.

- There are concerns that measures employed to reflect movement between authorities are not adequate for the purpose and that more work needs to be done to track movement.
- Client record forms do not indicate where a service user came from originally and therefore does not provide an accurate picture of cross authority movement.

Annex A – List of respondents

Accommodation Concern (Kettering)
Action Housing Association
Association of London Government
Barnsley MBC
Bath and NE Somerset
Birmingham City Council
Bolton Council
Bournemouth Borough Council
Bracknell Borough Council
Bradford Metropolitan District Council
Brighton and Hove City Council
Bromsgrove Council
Buckinghamshire County Council
Bury Metropolitan Council
Cambridgeshire County Council
Cherchefelle Housing Association Limited
Cheshire County Council
City of Nottingham
City of York
Core Cities
County Councils Network
Croydon Council
Darwen with Blackburn Borough Council
Doncaster MBC
Dorset Supporting People Partnership
East Northamptonshire Council
East Riding of Yorkshire Council
East Sussex County Council
Enfield Council
Epsom and Ewell Borough Council
Essex County Council – Head of Supporting People
Gloucester City Council
Gloucestershire Supporting People Partnership Board
Gloucestershire Supporting People Providers
Hackney Social Services
Halton Borough Council
Haringey Council
Herefordshire Council
Home Group Limited – Stonham

Hounslow Council
Kerrier District Council
Knowsley Metropolitan Borough Council
Leeds City Council
Leicester City Council
LGA High Ethnicity Authorities Special Interest Groups
Liverpool Supporting People
Local Government Association
London Borough of Barking and Dagenham
London Borough of Hammersmith and Fulham
London Borough of Havering
London Borough of Newham
London Borough of Richmond
London Borough of Tower Hamlets
Manchester Methodist Housing Group
Metropolitan Borough of Wirral
Milton Keynes Council
Norfolk Supporting People Team
North Somerset Council
Northamptonshire Heartlands PCT (Dir of Clinical Services)
Northamptonshire Probation Area
Northamptonshire Supporting People Team (Chief Exec)
Northumberland NHS Trust
Nottinghamshire County Council
Oxfordshire Mind Housing
People First Housing
Peterborough City Council
Potteries Housing Association
Redditch Borough Council
Ridgeway Community Housing Association
Rochdale Metropolitan Council
Rodney Housing Association
Royal Borough of Kensington and Chelsea
Royal Borough of Kingston upon Thames
Shropshire County Council
SIGOMA
Slough Social Services
Slough SP Commissioning Body
Somerset County Council
Southampton City Council
Staffordshire County Council
Stockton on Tees Borough Council – Corp Dir Resources
Stockton on Tees Borough Council – Head of Housing

Stoke on Trent and District Gingerbread Centre
Stoke on Trent City Council
Surrey Community Development Trust
Surrey County Council/Supporting People Commissioning body
Thames Reach Bondway
The Wilf Ward Family Trust
Tynedale Council
Wakefield Metropolitan District Council
West Berkshire Council and West Berkshire Supporting People Commissioning Body
Woking Borough Council
Worcestershire Supporting People Partnership

Annex B

Supporting People Distribution Formula – data sources

Cluster or Sub-Cluster Group	Client Group	Data Source for Population at Risk index
SINGLE VULNERABLE 1	Single Homeless	CLG data on household spaces and accommodation type – total housing (Table KS16, 2006)
		P1E data from CLG on homeless households in priority need without children and homeless households not in priority need (average taken across 2004/05, 2005/06 and 2006/07)
	Rough Sleepers	CLG data on household spaces and accommodation type (Table KS16, 2006)
		P1E data from CLG on households in temporary accommodation (average taken across 2004/05, 2005/06 and 2006/07)
		ONS Revised Mid-2004 Population Projections: all ages
		CLG data on rough sleeping counts (average taken across June 2003, June 2004 and June 2005 numbers)
	People with Drug Problems	ONS Revised Mid-2004 Population Projections: all ages
		Healthcare Commission Data on number of individuals recorded by DAT as receiving drug treatment in 2006/07, by DAT of residence
	People with Alcohol Problems	No particular data used
SINGLE VULNERABLE 2	Offenders and Those at Risk of Offending	Uses SV1 population at risk figures (based on the indicators above) as a proxy
	Mentally Ill Offenders	Uses SV1 population at risk figures (based on the indicators above) as a proxy
	People with Mental Health Problems	Uses SV1 population at risk figures (based on the indicators above) as a proxy

Cluster or Sub-Cluster Group	Client Group	Data Source for Population at Risk index
GENERIC	Generic	Uses SV1 population at risk figures (based on the indicators above) as a proxy
	Unknown	Uses SV1 population at risk figures (based on the indicators above) as a proxy
SOCIALLY EXCLUDED	Travellers	ONS Revised Mid-2004 Population Projections: all ages
		CLG count of Gypsy and Traveller caravans (average taken across Jan 2005, July 2005, Jan 2006, July 2006 and Jan 2007 figures)
	People with HIV/AIDS	ONS Revised Mid-2004 Population Projections: those aged 20-59
		Survey of Prevalent Diagnosed HIV Infections (SOPHID): number of individuals seen for HIV-related care in 2005 by GOR and LA of residence
	Refugees	ONS Revised Mid-2004 Population Projections: all ages
		National Asylum Support Service (NASS) data on number of asylum seekers (end-2005)
PEOPLE WITH DISABILITIES	People with Physical/Sensory Disabilities	ONS Revised Mid-2004 Population Projections: those aged 16-64
		Department of Health data on number of clients aged 18-64 receiving community-based physical or learning disabilities services following assessment during period 1 Apr 2004 – 31 Mar 2005 (Table P1.1b)
	People with Learning Disabilities	ONS Revised Mid-2004 Population Projections: those aged 16-64
		Department of Health data on number of clients aged 18-64 receiving community-based physical or learning disabilities services following assessment during period 1 Apr 2004 – 31 Mar 2005 (Table P1.1b)

Cluster or Sub-Cluster Group	Client Group	Data Source for Population at Risk index
OLDER PEOPLE	Older People with Support Needs	ONS Revised Mid-2004 Population Projections: takes age bands 60-64, 65-69, 70-74, 75-79, 80-84, 85+, and applies weightings
	Frail Elderly	ONS Revised Mid-2004 Population Projections: takes age bands 60-64, 65-69, 70-74, 75-79, 80-84, 85+, and applies weightings
	Older People with Mental Health Problems/ Dementia	ONS Revised Mid-2004 Population Projections: takes age bands 60-64, 65-69, 70-74, 75-79, 80-84, 85+, and applies weightings
YOUNG PEOPLE	Young People at Risk	No particular data used
	Young People Leaving Care	ONS Revised Mid-2004 Population Projections: those aged 16-25
		DfES data on children aged 16 and over who ceased to be looked after during year ending 31 March 2005 (Table 17 – average taken across 2005 and 2006)
	Teenage Pregnant Women	ONS Population Projections: females aged under 20
		ONS VS2 data on number of teenage births – estimates produced by Teenage Pregnancy Unit (DfES, 2005)
HOMELESS FAMILIES	Homeless Families	CLG data on household spaces and accommodation type – total housing (Table KS16, 2006)
		P1E data from CLG on households accepted as homeless and in priority need (average taken across 2004/05, 2005/06 and 2006/07)
	Women Escaping Domestic Violence	No particular data used