

Supporting People

Updated Four-Year Strategy 2006-2010

Stockton-on-Tees



NATIONAL PROBATION SERVICE
for England and Wales

Enforcement, rehabilitation and public protection



Stockton-on-Tees
BOROUGH COUNCIL

North Tees **NHS**
Primary Care Trust

TABLE OF CONTENTS	Page
Executive Summary	1-15
Introduction	16-17

Section 1 Background to Stockton on Tees

1.0	Background to Stockton on Tees	18
1.1	The Borough Profile	
1.2	Population Projections	
1.3	The local BME Population	
1.4	Social and Economic Factors	19
1.5	Positive Developments	
1.6	The Council Structure	20
1.7	Supporting People in Stockton	
1.8	Linking SP with the wider corporate agendas	23
1.9	Links to other Plans & Strategies	24
1.10	Financing the SP Team	25
1.11	Planning Groups	26
	<ul style="list-style-type: none"> ◆ Commissioning Body ◆ Planning & Strategy Group ◆ The Provider Forum ◆ The Inclusive Forum ◆ The Inspection Steering Group ◆ Finance & Performance Sub-Group ◆ Service User Involvement Sub-Group ◆ Housing & Neighbourhood Partnership ◆ Durham & Tees Valley Cross Authority Group 	
1.13	Role of Elected Members	29
1.14	User Involvement	
1.15	Consultation	30
1.16	Translation and Interpretation Services	31
1.17	Complaints and comments	

Section 2 – Strategy Development

2.0	Strategy Development	32
2.1	Background	
2.2	Learning from our Shadow & 5-Year Strategies	
2.3	Supply Analysis	33
2.4	Client Group Summary	
2.5	Gap Analysis	35
2.6	<i>Older People with Support Needs</i>	35
	2.6.1 Current Supply	
	2.6.2 Costs	

2.6.3	Research, Strategic Analysis and Connections	
2.6.4	Gaps in Provision	
2.6.5	Closing the Gap/Required Service Development	
2.7	<i>Homeless Families and Single Homeless with Support Needs</i>	37
2.7.1	Current Supply	
2.7.2	Costs	
2.7.3	Research, Strategic Analysis and Connections	
2.7.4	Gaps in Provision	
2.7.5	Closing the Gap/Required Service Development	
2.8	<i>People with Substance Misuse Problems</i>	39
2.8.1	Current Supply	
2.8.2	Costs	
2.8.3	Research, Strategic Analysis and Connections	
2.8.4	Gaps in Provision	
2.8.5	Closing the Gap/Required Service Development	
2.9	<i>People with Learning Disabilities</i>	41
2.9.1	Current Supply	
2.9.2	Costs	
2.9.3	Research, Strategic Analysis and Connections	
2.9.4	Gaps in Provision	
2.9.5	Closing the Gap/Required Service Development	
2.10	<i>People with Mental Health Problems</i>	43
2.10.1	Current Supply	
2.10.2	Costs	
2.10.3	Research, Strategic Analysis and Connections	
2.10.4	Gaps in Provision	
2.10.5	Closing the Gap/Required Service Development	
2.11	<i>People with Physical or Sensory Disability</i>	45
2.11.1	Current Supply	
2.11.2	Costs	
2.11.3	Research, Strategic Analysis and Connections	
2.11.4	Gaps in Provision	
2.11.5	Closing the Gap/Required Service Development	
2.12	<i>Women at Risk of Domestic Violence</i>	47
2.12.1	Current Supply	
2.12.2	Costs	
2.12.3	Research, Strategic Analysis and Connections	
2.12.4	Gaps in Provision	
2.12.5	Closing the Gap/Required Service Development	
2.13	<i>Young People at Risk, Including Teenage Parents</i>	50
2.13.1	Current Supply	
2.13.2	Costs	
2.13.3	Research, Strategic Analysis and Connections	
2.13.4	Gaps in Provision	
2.13.5	Closing the Gap/Required Service Development	
2.14	<i>Offenders or People at Risk of Offending</i>	53
2.14.1	Research, Strategic Analysis and Connections	

2.14.2	Gaps in Provision	
2.14.3	Closing the Gap/Required Service Development	
2.15	<i>Gypsies & Travellers</i>	56
2.15.1	Research, Strategic Analysis and Connections	
2.15.2	Gaps in Provision	
2.15.3	Closing the Gap/Required Service Development	
2.16	<i>Asylum Seekers & Refugees</i>	57
2.16.1	Research, Strategic Analysis and Connections	
2.16.2	Gaps in Provision	
2.16.3	Closing the Gap/Required Service Development	
2.17	<i>HIV/AIDS</i>	58
2.17.1	Research, Strategic Analysis and Connections	
2.17.2	Gaps in Provision	
2.17.3	Closing the Gap/Required Service Development	

Section 3 – Value for Money

3.0	Value for Money	60
3.1	Service Reviews	
3.2	The Review Process	
3.3	Determining Value for Money	62
3.4	Outcomes of Reviews	63
3.5	Performance Monitoring	65
3.6	Commissioning Services	
3.7	Procurement	66
3.8	Capacity Building	
3.9	Efficiency Gains	67

Section 4 – Charging and Finance

4.0	Charging and Finance - Introduction	68
4.1	Background	
4.2	Revised Distribution of Supporting People Grant	
4.3	Stockton's SP People Budget Allocations 2003/05	69
4.4	Actual Contracted Expenditure in Stockton on Tees	
4.5	Comparisons with other Local Authority areas	70
4.6	SP Core Grant in comparison with other LA's	
4.7	What determines how SP funding should be spent?	71
4.8	Statutory Services	72
4.9	Contracting and Payments	73
4.10	Charging	74
4.11	Unit Costs	75
4.12	The Effectiveness of Contracting arrangements	

Section 5 – Annual Plan 2006-07

5.0	Annual Plan 2006-07	77
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5.1	Service Development Objectives	80
5.2	Work Objectives	83
5.3	Performance Targets	89
Glossary		92

Executive Summary

Introduction and context

The Supporting People programme went live on 1st April 2003, it has now been running for just over three years. The aim of the programme is to establish a strategic, integrated policy and funding framework, delivered locally in response to identified local needs, replacing the previous complex and uncoordinated arrangements for providing housing related support services for vulnerable people. The Supporting People programme covers a wide and diversified range of client groups.

Currently Stockton Borough Council receives a Supporting People grant of £2.75 million. This is a continuing decrease on previous years. Stockton-on-Tees is one of a few local authorities acknowledged to be under funded.

Methodology

The Strategy for Supporting People over the next four years of the programme identifies the key SP commissioning and work priorities within the Borough of Stockton-on-Tees. The methodology used to develop the identified priorities was based on discussions with stakeholders in Provider meetings, with representatives of the Housing and Neighbourhood Partnership and members of the Commissioning Body and Planning and Strategy Group. These priorities are based on the updated analysis of the research into each of the individual client group areas. This Strategy is in essence the building blocks for implementing the Supporting People vision of services for the period 2006 to 2010. It is intended as a guide and business-planning tool for organisations providing supported housing services in the Borough. The priorities may change over the next four years as new information is gathered.

Why are we updating the Strategy?

This update to the previous five-year Strategy comes just 12 months after the original document was published. It has been necessary to review the strategy because of a number of changes within the programme both on a national and local level. These include a national review of the Government's approach to the programme, changes to the approach to capital funding of accommodation based support services at a regional level and the local situation with limited funding and the known outcomes of service reviews.

In July 2006 the Department of Communities and Local Government (replacing the Office of Deputy Prime Minister earlier in 2006 and taking over responsibility for the Supporting People programme) published information on the outcomes of the national strategy consultation exercise, which has been progressing since it was announced in November 2005. Later in July 2006 the announcement of grant funding for 2007/08 was given. This announcement gave Stockton-on-Tees an additional £205,854 (7.5% and one of the largest increases within the Country). We were expecting considerably more.

The affect of limited growth of funding within the Supporting People programme has an enormous impact on services to vulnerable people within the Borough. When we published our first 5-Year Strategy in September 2005 we had an Action Plan that was to cost £1,420,000 to implement. At that time the ODPM were indicating a review of the distribution of grant funding to individual local authorities. We were expecting considerably more grant based on the draft distribution formula. In fact the published expected increases showed a 177% required increase for Stockton-on-Tees to bring it in line with spending on support services for vulnerable people in other local authorities. We now know we aren't going to get the level of funding we require. Our Strategy therefore has to reflect our current position alongside our vision for services in the longer term should we ever receive the funding we need. The Government is undergoing a Spending Review in 2007 and longer term funding for Supporting People will be dependent on the outcome of that process. At present the outcome of the needs based Distribution Formula debate is unresolved but it is hoped the outcome of recent consultation will keep the future grant methodology open for discussion even if progress to balance current inequalities is slower than originally expected. With this in mind we have maintained a similar vision of supported housing services in the longer term and this is reflected in future plans.

The Link to Capital Funding

The arrangements for Capital funding of housing services has also changed in recent times. Previously annual bids to the Housing Corporation was the most successful way of receiving allocations for new supported housing schemes. In the past Stockton-on-Tees in partnership with Registered Social Landlords(RSL's) developed a number of schemes within the Borough including a number of sheltered housing schemes for older people and more recently accommodation for people with learning disabilities, physical disabilities and substance misuse problems, alongside the two Extra Care schemes within the Borough. More recently the process of funding has moved to a bi-annual bidding round, not only involving the Housing Corporation but also linking to identified priorities of the North East England Housing Board. This process makes it a more complex in terms of prioritizing limited funding over a wider area but also means that plans need to be prepared well in advance. This has created difficulties in identifying appropriate sources of revenue funding in the same timescales especially in a Borough with no additional Supporting People funding which is often the main source of revenue funding.

What Have we Achieved?

At a local level the Supporting People programme has progressed. Our original Action Plan identified a wide range of tasks to be undertaken over the period of 2005 – 2007. We have made considerable progress in terms of new services and developments through the SP Team's work programme. Many of the tasks have been completed or progressed to the next stage. We have therefore taken time to review the Action Plan and develop new actions for 2006-08.

Other changes have taken place. The governance arrangements for the programme have been reviewed and the Commissioning and Strategy Group, which provided oversight of the programme, has been re-modelled to reflect a more positive accountability structure. We now have a Commissioning Body made up of representatives of the key partners (Council, Health & Probation) and a separate Planning and Strategy Group. The Commissioning Body has overall responsibility for the service budgets and in prioritizing how gaps in services will be filled. The Planning and Strategy Group gives direction to the Commissioning Body and undertakes more focused research. Both groups have a responsibility to understand how services are progressing through regular monitoring and contract compliance. We have extended the membership of the P&SG to ensure Providers are also represented and now three Provider representatives have places on the Group. In addition four elected Members are directly involved in the programme from their respective Cabinet portfolios of Adult Services & Health, Housing, Community Safety and Social Inclusion. Our longer term plans for the future includes involving service users in this group and this is being led by including an advocate representative in the first instance.

We have also strengthened the governance further by developing two separate sub-groups. These report to the P&SG and Commissioning Body and cover Finance & Performance and Service User involvement. Both these areas are considered by the Commissioning Body to be paramount in ensuring improved management and outcome information to help in decision making and to ensure service users are fully involved in the programme. In addition we now know the Audit Commission will be visiting Stockton-on-Tees to undertake an inspection of our SP programme from 4th to 8th December 2006 and this has a considerable impact as the SP Team prepare for the visit. Any identified actions following the inspection will be built into the Action Plan for delivery in 2007.

The SP Team now knows considerably more about each service as the programme of service reviews has now been completed and all services evaluated against both cost and quality criteria. We know much more about how services are provided, who provides them and to whom. We have made direct contact with more than 200 service users through 1:1 interviews and visits to services and sent questionnaires about the services they receive to many more. We have developed robust value for money criteria and been involved in developing benchmarking data to help understand the supported housing market. We are now in the process of ensuring all providers and services are covered by a comprehensive contract and this will be monitored through a programme of contract compliance visits. All our current provider organisations have been accredited so we know we have sound organizations providing housing related support services within the Borough. This accreditation process will continue as service contracts are renewed.

We undertook a strategic review of Community Alarm services using the services of Peter Fletcher Associates and Riseborough Research Associates

to publish a report on the alarm services we currently have. We held a meeting with stakeholders in June 2006 to share the outcomes and recommendations and these will lead over the next few months to changes in the way community alarm services are provided across the Borough. In addition related research into the housing, care and support needs of older people in Stockton-on-Tees has identified a whole range of changes needed which will have an impact on the provision of suitable accommodation and support for older people over the coming 20 – 30 years. The changes have already started with closures to a number of Council run sheltered housing schemes in the past three years and the recent announcement that Erimus Housing Association has been identified as the preferred provider for a small scale stock transfer of Council owned sheltered housing stock involving six schemes. The opportunity to re-model these services in line with changes to community alarm provision will provide real opportunities for services to be developed to meet the needs of the people using those services. We have also been involved in the development of a housing strategy for people with learning disabilities. This has helped identify the current gaps in services and provided information for people with learning disabilities on the various housing and support options available. The SP Commissioning Body is keen to see service change take place within the resources already available for this client group.

We developed a new service for people who misuse drugs. A project group took the identified service from its inception through to completion and through a competitive tendering process introduced a new provider to Stockton. Carr-Gomm is a national organization providing housing related support and are the organization identified to provide support to 12 people developing skills for independent living. The successful start to the service will be developed further as new move-on accommodation is being built next door to enable more people to use the facilities. This move-on accommodation will be ready for occupation in November 2006. The positive approach taken to partnership working in developing this supported housing service, involving a wide range of people, including service users has been identified as “good practice” by the Learning Improvement Network (LIN) in recent nationally published guidance.

Work is ongoing with the development of the new Extra Care scheme for older people being built by Endeavour Housing Association in Hardwick. Aspen Gardens will provide 50 units of supported accommodation and form the centre piece of redevelopments in the Hardwick area. It is due to open in the Spring 2007 and plans are in place to integrate services so that people in the local community can share the communal facilities. For example people with a learning disability are being involved in the provision of catering services.

In the first three years of the programme a number of services have closed. Three sheltered housing schemes closed, one replaced by a new Extra Care scheme (Parkside Court, Thornaby). An accommodation based service for people with mental health problems closed and the service reprovided through an existing floating support service. A homeless hostel closed to be replaced

by new accommodation but the support service is now being remodeled so the provision will be provided by a different organization. In addition one registered residential service for people with learning disabilities had its SP funding removed in line with guidance from DCLG.

Some existing services have been remodeled and developed so more additional units of support have been created (nett 40 units). In addition in some cases we have been able to negotiate revised contracts where the unit cost has been reduced to bring it line with other similar services within the North East region. In all cases we have not revised the contract price upwards and Providers have accepted new contracts on a similar cost basis, as they were when interim contracts were first put in place in 2003. For some services this means no increase in funding for a five year period. In the last three years we have only been able to give providers one cost of living increase of 1.5% (April 2005). For example the Women's Refuge has increased the number of units of accommodation available by one (to 8) and increased by two (to 11) the number of units of floating support for women fleeing domestic violence. This has been achieved without an increase in the amount of revenue funding and the contract price is fixed for a further 3 years. These and similar actions have brought about real savings achieved through the SP programme. The level of savings with an additional 40 and no increase in contract value has helped the Council with it's required "Gershon" efficiency savings and this amounts to £40,120 (cashable) and £329,404 (non-cashable) in 2005/06.

We have also achieved a large number of other targets within our work programme and have therefore developed new targets for 2006-08. For example the SP Team has been strengthened with the appointment of a Modernisation Manager and the move of the Payments Officer to work directly in the team. We have maintained our target of 100% regular and accurate payments to providers. The website (www.stockton.gov.uk/supportingpeople) has been improved to enable easy access to relevant documents and a new interactive service directory developed to assist both service users and providers. The management of data is being enhanced through the development of our "live" IT system and we hope to move to making payments to providers using this database later in 2006, although it is disappointing we haven't been able to achieve this goal sooner due to the effect of changes in the development of IT services linked to Social Care systems being upgraded.

We will shortly be undertaking our 3rd survey with Providers to ensure the services provided by the SP Team continue to meet high levels of satisfaction. We have updated the full contract to ensure compliance with new legislation and improved practice.

What Have We Still To Do?

Some of our targets have not been achieved due, in the main, to lack of available funding. For example we have not been able to progress the Rent Guarantee Bond scheme, resettlement service for homeless alcoholics, young

persons supported lodgings scheme or floating support services for older people and people with learning disabilities. However some of these service areas are reflected in our revised Action Plan for 2006-08 as we wish to progress proposals for services such as a Home Improvement Agency.

Integrated Working

The SP Team work closely with colleagues in both Housing and Social Care and work within the Independent Living Team to ensure integration of services. Further work will be undertaken to ensure the cost benefits and impact of providing housing related support are understood alongside the broader initiatives within the social care, primary care & probation service areas. Understanding what is needed locally in contributing to corporate objectives will help the SP programme realise and maximise the benefits of working together. This is already proving to be useful in terms of integrating service areas such as Telecare (assistive technology), Extra Care, Falls and the protection of vulnerable adults, alongside the wider commissioning responsibilities for services linked to the Drug Action Team, Social Inclusion, Carers, Learning Disabilities, Mental Health, Older People and Children & Young Peoples services. The integration of Supporting People into the Adult Strategy Team has also enabled administrative efficiencies and the sharing of tasks, however we are not complacent and will be reviewing our approach to delivering the service in line with a static administrative grant from the Department of Communities and Local Government in the period 2006-2008 alongside growing costs.

Finance and Performance Management

All this work alongside prudent budget management leaves the SP programme in Stockton in a relatively strong position to bring about changes in the way services are delivered in the future. We are keen to develop and improve our approach to involving service users and ensuring the outcomes achieved by the programme are helping reduce the overall numbers of vulnerable people needing support. We also want to ensure the contracted services are doing all they can to assist with our vision. To ensure Providers are aware of and work towards improving our performance targets we will be working with them to improve the quality of their services, through the introduction of further supplementary Quality Assessment Framework (QAF) objectives and closer monitoring of the PI's.

The SP programme has had to cope with a reducing core budget over the past three years. Savings of close to 6% have been achieved in those three years and the current budget at the end of July 2006 is in surplus by £72,000. However we cannot be complacent and although there is additional funding for 2007/08 of £205k the budget is now fully committed with a new Substance Misuse scheme commissioned in May 2006 and an Extra Care scheme coming on line in April 2007. It is important we develop our proposals for re-modelling existing sheltered housing and community alarm services so we will have the ability to work towards delivering the proposed Action Plan in a financially sound way.

The Vision

The Strategy supports the Stockton-on-Tees Supporting People Vision, developed in consultation with stakeholders in 2002, which continues to be relevant.

Stockton-on-Tees Supporting People Vision Statement

We will deliver a diverse range of high quality housing related support services to vulnerable people living in the Borough by ensuring:

- ***Best use of available resources,***
- ***Delivery of services to meet peoples needs,***
- ***New services are integrated with existing services and strategic plans,***
- ***Account is taken of the views of service users, partners and Stakeholders in developing services***

We are continually reviewing our vision based on the views of all stakeholders including Providers, Service Users, and Officers of the Council and through the various partnerships in which we work. We will have to review our vision once again shortly as the Government will soon be publishing a national Strategy for Supporting People based on the outcome of recent consultation published in: "*Supporting Independence: Next Steps in our Supporting People Strategy*" (July 06). The key proposals include:

- Developing preventative services
- Considering giving SP statutory status
- Helping the most socially excluded and disadvantaged
- Involving service users in the commissioning of services through Service User forums
- Promote choice and control for service users through the concept of Individual Budgets and more accessible information
- Developing national outcomes
- Providing 3-year grant announcements
- Maintaining a local partnership framework
- Share learning through Value Improvement Projects
- Appoint regional champions
- Support the voluntary and community sector
- Develop "eSupporting People" through developing electronic access directories for service users

These proposals, as they can be influenced at a local level, are being taken into account in the delivery of our Supporting People Action Plan for supported housing services in the coming two years.

Action Plan 2006/08

The programme of actions identified for 2006-08 is divided into two areas; high priority scheme investment opportunities and services being developed

by the Commissioning Body. The details are shown below and are described more fully in the Action Plan section (Section 6).

High priority scheme investment opportunities

Extra Care (Contract approx £50,000 + additional investment from Social Care for personal care provision.)	Timescale	Responsibility
Identify Support Provider – tender procurement process	Autumn 2006	Peter Smith / Janet Baker/ AST
Scheme building completion	April 2007	SP Team
Support Service commences	May 2007	SP & AST

Substance Misuse – Move on accommodation	Timescale	Responsibility
Explore the support needs of clients in move on accommodation (substance misuse) in partnership with Endeavour and Carr-Gomm	August 2006	Peter Smith + Project Group

Services being developed by the Commissioning Body in context of Supporting People Strategy and revision to priorities

Services that are commissioned will be expected to:

- Reduce the number of personal crises caused by housing related problems and, as a result, avoid increasing the pressure on homelessness, advice, health, social care, criminal justice and other services;
- Be well managed by suitable, professional and viable providers;
- Demonstrate good value for money, by providing quality services at a reasonable cost.

Service	Resources	Timescale	Responsibility
Electronic Assistive Technology (Telecare)	Unlikely to receive SP funding in first instance. AST taking a lead role in commissioning through the DoH two year telecare grant pilot of £258,000	By March 2008	CESC Adult Strategy Team
Homelessness F/S Scheme – strategic review	To be identified	By March 2007	SP Team & Housing Options
Rent Guarantee Bond Scheme	£20,000 (may not be SP funded and may need additional funding from homelessness resources)	By December 06	SP Team & Housing Options

Learning Disability – new services to meet growing demand	Unknown but may be funded from CESC community care budgets based on new services representing increased VFM	In line with LD Housing Strategy	SP Team & AST LD commissioners
Home Improvement Agency	No current resources identified. Current work ongoing to benchmark costs and a business case being developed to identify additional funding sources with possible implementation in 2007/08	March 2007	Urban Renewal & SP Team
Community Alarm (Strategic Review)	Existing resources to be used to remodel service	August 2007	SP Team
Older Persons Housing: <ul style="list-style-type: none"> • SBC Sheltered Housing (strategic review) • Remaining older people's services 	Existing resources to be used to remodel service	April 2007 December 2007	SP Team & Housing Strategy Team
* Development of generic floating support services i.e HIV/Aids; Homelessness, Teenage Parents; Offenders; Mental Health	To be identified following receipt of 3 Year funding settlement from DCLG and review of existing services.	December 2007	SP Team; Housing Options Team

Work Priorities

There are a number of priority pieces of work the Supporting People Team will be concentrating on to enable the further development of the programme. These are linked to six key objectives:

Objective 1: Ensure appropriate planning & management of SP Team

Objective 2: Manage the SP contracts & provider involvement in the SP programme

Objective 3: Manage the “Supporting People” 5-year strategy and development of new services

Objective 4: Review services and monitor performance of all SP services

Objective 5: Ensure the effective functioning of the SP Commissioning Body and Planning & Strategy Group

Objective 6: Ensure the effective involvement of service users

The revised Strategy cannot be developed in isolation – a joined up approach with the emphasis upon partnership working is the way forward to success. Therefore the Supporting People programme in Stockton-on-Tees will:

- Continue to link in with other relevant strategies such as the Housing Strategy, Homelessness Strategy, Probation and Health and other key partner agencies;
- Provide clear routes for services providers, service users and stakeholders to make their contribution to commenting upon local needs, plans and services;
- Use the Supporting People budget to its full advantage. This will be done by placing an emphasis upon linking in with other funding streams where appropriate to target those people who have a range of support and other needs;
- Work with other Authorities where possible to develop services accessible to residents across Borough boundaries;
- Operate within sound financial principles. Services will only be commissioned where needs and resources are clearly identified and agreement has been reached by the Commissioning Body
- Continue to judge the relevance of services by their strategic value, cost effectiveness and their quality by putting in place a rigorous performance monitoring and contract compliance system;
- Work within the ethos of Supporting People to drive forward continuous improvement as means of delivering high quality services to all residents within the Borough.

The revised Supporting People 5-year Strategy for Stockton-on-Tees continues to clearly sets out the key objectives for the Commissioning Body, the Supporting People Team and Providers of Supported Housing services.

Introduction

Background to the 5-Year Strategy

The development of a local Supporting People 5-year Strategy is a requirement of the Government. It enables each local authority to plan, commission and provide support services that help vulnerable people live independently. The aim of the programme is to establish a strategic, integrated policy and funding framework, delivered locally in response to identified local needs, replacing the previous complex and uncoordinated arrangements for providing housing related support services for vulnerable people.

The purpose of the 5-year Strategy is to examine critically the services inherited from the previous funding streams, and focus them on local need and strategic priorities. The Strategy sets out in detail the plans developed in partnership with the key Supporting People stakeholders. It provides a framework for how the Stockton-on-Tees Supporting People Commissioning Body will meet the identified needs and priorities and considers both how to fill the identified gaps in service provision and how to fill the gaps in knowledge and understanding of needs.

This update to the five-year Strategy comes just 12 months after the original document was published. It has been necessary to review the strategy because of a number of changes within the programme both on a national and local level. These include a national review of the government's approach to the programme, changes to the approach to capital funding of accommodation based support services at a regional level and the local situation with limited funding and the known outcomes of service reviews.

The first section (pg 18) of the revised Strategy document commences with background information relating to the Borough of Stockton-on-Tees, introduces the role of the Supporting People programme within the Borough and goes on to make links with the Borough's Strategic Partnership and Council's corporate plans and strategies. Finally the section considers all the planning groups associated with the programme.

The second section (pg 32) details how the Strategy was developed, the learning taken from the initial Shadow Strategy and earlier 5 year Strategy, the updated supply information for each of the 12 key client groups and an analysis of each client group to determine supply, needs and gaps in services. For each client group there is detailed information setting out current supply, their costs, information on research, strategic analysis and connections with other strategies. The analysis draws conclusions and identifies current gaps in provision and the action to be taken to close that gap and any required service development.

The third section (pg 60) is titled Value for Money. It provides details of both the service review process and the Supporting People Team's progress with

reviews for each of the 12 key client groups. The section goes on to describe how we determined value for money locally. In addition there is information on how service performance is monitored, the approach being taken in commissioning new services and the process of procurement of those services. Finally it looks at the approach to capacity building and the efficiency gains already achieved by the programme locally.

The fourth section (pg 68) provides details on charging and finance. It gives details of the funding arrangements, the budget allocation and contracted expenditure over the first three years of the programme. This section provides details of the financial link to other statutory services and details the arrangements for contracting with providers, the payment arrangements for providers and the system of charging and subsidy payments for individual service users.

The fifth and final section (pg 77) provides details of the 2006/07 Annual Plan and sets out the key actions to be undertaken to meet the commissioning and work priorities of the Supporting People programme in 2006/07. The Annual Plan is broken down into six key objectives. Each objective provides a list of actions that need to be taken by the Supporting People Team to meet the specific objective. The plan gives an indication of the timescale for carrying out each action and identifies the person responsible for ensuring the work is undertaken.

Section 1

1.0 Background to Stockton-on-Tees

1.1 The Borough Profile

The Borough of Stockton-on-Tees is located in the North East of England and is one of five local authorities within the Tees Valley region. The Borough is one of wide contrasts with a mixture of busy town centres, urban residential areas and rural villages. There are three main townships in the Borough; Stockton, Billingham, and Thornaby.

1.2 Population projections

The population of the Borough is 187,100¹. This is a rise of 1.8% since 2001, an increase of 1.8%. Trends suggest that over the next decade Stockton's population is set to remain fairly stable. However the number of projected households is set to increase from 72,953 to 81,900 by 2011. This trend can be attributed to the increasing proportion of younger people setting up households, changes in the fabric of society (i.e. fewer marriages and more separation and divorce) and decreases in mortality rates leading to greater numbers of older people, an increasing number of whom live alone.

Just over half of the population are women (51%), with 26% of all residents being under the age of 20. In contrast to this, 15% are over the age of 65 and 40% of all residents are over the age of 45.

The economically active population (17 – 44 years) and the number of households with children are set to decline. In contrast, there will be an increase in the elderly population, resulting in an increasingly ageing population. *For example over a fifth of the population in Stockton is projected to be over retirement age by 2016.*

1.3 The local black and minority ethnic (BME) population

The population of Stockton-on-Tees is largely white with less than 3% of the population (some 4,924 residents) from black and minority ethnic (BME) communities. The largest resident ethnic minority groups are Pakistani (1,980) and Indian (785)¹. The BME community while only 4,924 of the total population have increased by 57% since the 1991 census. This increase to some extent can be attributed to the number of asylum seekers who once given a positive determination to remain in the country, choose to remain in the Borough. We have BME residents all over the Borough with Parkfield and Mill Lane area having a high concentration of Pakistani Muslims (18%). The area with the next largest BME residence is Ingleby Barwick.

¹ Data Source: Tees Valley Joint Strategy Unit Data, 2006.

In addition to the established BME community there are approximately 277 individuals living in the borough who are asylum seekers and are awaiting a decision regarding their immigration status. About 45 – 50% of all asylum seekers are single people. Stockton's refugee communities comprise of in excess of 50 countries of origin. There are now (December 2005) very few people who are the sole representative from a particular country as the refugee community have now established bringing greater diversity to the Borough, especially in the Portrack and Victoria wards.

1.4 Social and economic factors

The Borough has a unique social and economic mix, with areas of alarming disadvantage situated alongside areas of affluence. For example, measuring disadvantage against the Government's Index of Multiple Deprivation, 14 of the Boroughs thirty wards (where 45% of the population reside), fall within the worst 20% of deprived wards nationally, 11 of which are actually amongst the worst 10%. In stark contrast, 4 wards fall within the top 20% of most affluent wards nationally. Stockton-on-Tees is ranked as the 107th most deprived council area out of 354 in England.

In terms of health care the standardised mortality ratios (SMR) show mortality rates in Stockton to be above the national average in a number of areas including coronary heart disease, cancers and respiratory diseases.

Unemployment in the Borough is 4.1%, compared to a national average of 2.6% and the North East average of 3.4%.

1.5 Positive Developments

The Council and its partner agencies are working hard to attract additional investment into the Borough in order to further regenerate it. Neighbourhood Plans are being drawn up for the most deprived neighbourhoods in the Borough, which will bring the public, private, community and voluntary sectors together in delivering positive regeneration at a recognisable local level.

Map of Stockton-on-Tees (showing main townships and areas)



1.6 The Council Structure

Stockton Borough Council is one of 44 top performing local authorities ranked as “Excellent” by the Audit Commission under the Comprehensive Performance Assessment programme². It is considered to be “forward thinking” and have a “confident grasp of its own agenda to meet the needs of the community”. The council is currently (April 2005) under Labour control and in October 2000 adopted the new Executive Structure introducing the cabinet style of corporate governance. In 2004 the Council reorganised to adopt a new management structure with three corporate directorates; (Children, Education and Social Care); (Neighbourhoods and Partnerships) and (Resources). In 2003/04 the council employed over 8,000 staff and its budget was £200.77 million.

1.7 Supporting People in Stockton

The Supporting People programme introduced a new strategic planning framework for housing related support services. For the first time Stockton Borough Council is now in a position to identify the true cost of existing provision and plan future support services.

In developing the vision further the Supporting People partnership³ identified the key outcomes to focus on.

² CPA 2004 – there are 150 Local Authorities in England

³ Provider Forum - 2002

Stockton-on-Tees Supporting People Vision Statement

We will deliver a diverse range of high quality housing related support services to vulnerable people living in the Borough by ensuring:

- ***Best use of available resources,***
- ***Delivery of services to meet peoples needs,***
- ***New services are integrated with existing services and strategic plans,***
- ***Account is taken of the views of service users, partners and Stakeholders in developing services***

The Vision will be achieved by:

- Offering choice
- Ensuring affordability
- Promoting holistic services through a joined up approach
- Ensuring services are user friendly
- Measuring our services against the highest standards in each sector
- Having clear aims and objectives

Evidence is beginning to emerge of the tangible benefits of Supporting People in relation to independent living, improved health, reduced homelessness and reduced offending by some client groups.⁴ It is however difficult to assess and value the cost benefits of the programme. Independent living and improved health status are core benefits of the programme and key Government objectives, however it is difficult to measure for example the potential value in relation to crime reduction (in terms of increased public reassurance, reduced victimisation, and reduced criminal activity of service users), independent living and improved outcomes for related health and social care services.

A Needs Based Strategy

The data on existing services was taken from the supply mapping exercise undertaken in 2002. Supported housing services had grown over the preceding years being developed as the need identified itself and provided by organisations in the statutory, voluntary and charitable sectors. The current supported housing market grew out of an identified need to support vulnerable people. However in recent years the Government has become more concerned about the lack of control and rising costs associated with these services.

In the period of the Transitional Housing Benefit Scheme⁵ there was a move away from developing accommodation based support services, mainly as a result of pressure on the capital building programme, to a new way of ensuring vulnerable people got their support whilst

⁴ Supporting People – Benefits Realisation of the Supporting People programme (Matrix Research, ODPM, Nov 2004).

⁵ THBS 1st April 2000 – 31st March 2003

maintaining their own tenancy. This became known as floating support, being delivered to individuals in their own home.

It is intended that the Supporting People grant allocation will be used to support the implementation of a Borough-wide strategy enabling the provision of needs driven services i.e. funds will be directed to commission services to support clients in greatest need regardless of where they reside across the Borough.

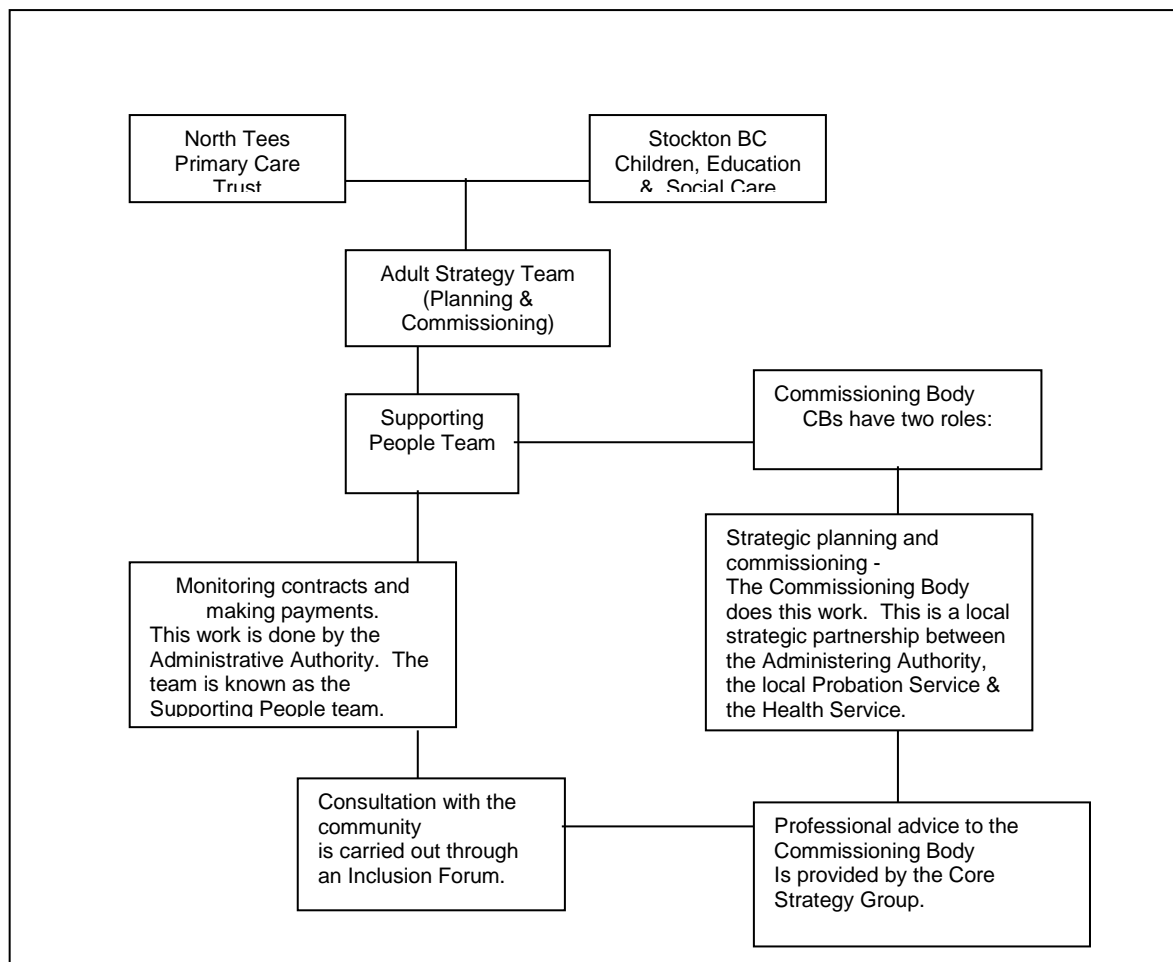
In developing the Strategy we work closely with a range of partners. This enables us to achieve:

- Improved client outcomes;
- Delivery across a range of Government targets and policy objectives;
- The identification of value for money benefits, such as cost savings in other public services, for example by reducing the use of acute services such as prisons and hospitals; and
- Contributing to the benefits of other related health and social care interventions e.g. drug treatment services.

The participating partners in the programme include Stockton Borough Council (the Administering Authority), North Tees Primary Care Trust and The National Probation Service (Teesside). Operating the programme in partnership opens up opportunities to develop strategically relevant services and gain from the synergy and cost effectiveness of preventative services.

Stockton Borough Council acts as the Administering Authority for the programme and plays a key role in its administration and financial control. Diagram 1 below shows the relationships between the key planning groups. The Supporting People team is located and managed within the Adult Strategy Team (AST) with ultimate responsibility to the Supporting People Commissioning Body. The relationship between the Administering Authority, Commissioning Body and Planning and Strategy Group and other strategic and management aspects of the Supporting People programme are set out in the diagram below.

The Adult Strategy Team works across North Tees Primary Care Trust and Stockton-on-Tees Borough Council Children, Education and Social Care Directorate. The AST undertakes the planning, commissioning and monitoring function of most NHS and Social Care services along with housing related support services.



1.8 Linking Supporting People with the wider corporate agendas

The Supporting People Commissioning Body and Planning and Strategy Group have specific responsibilities which link into the Adult Strategy Team. These include:

- Ensuring contracts and service level agreements are in place with all support providers
- Contract compliance and provider assurance
- Contributing to performance management / improvement
- Contributing to modernisation activity through service and Best Value reviews.

The Adult Strategy Team focuses its' work around six portfolios:

- Adult care (including care homes, domiciliary care & direct payments)
- Drugs and Social Inclusion
- Learning Disabilities
- Mental Health
- Independent Living (including Supporting People, older people and physical disability, carers, assistive technology, Extra Care, etc.)

- Performance Monitoring (*not Supporting People*)

1.9 Links to other Plans and Strategies

Many of our Supporting People objectives are Council corporate objectives delivered in conjunction with partner agencies through the **Community Strategy**, the overarching plan for the Borough. In addition there is the **Council Plan** that sets out the key priorities for the Local Authority to be achieved over the next three years.

Various internal plans are produced by the Council that support both the Community Strategy and Council Plan, all of which set out the key objectives, targets, and outcomes for the coming year.

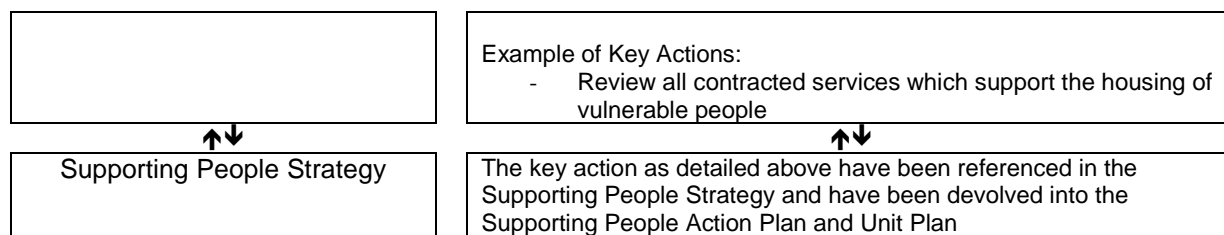
They cover such plans and strategies as:

- Performance Improvement Plans (PIP)
- Service and Unit Delivery Plans
- Financial Plans
- Housing Strategy
- BME Housing Strategy
- North East Housing Strategy⁶
- Corporate Equality Plan
- Homelessness Strategy
- Community Safety Plan 2002 – 2005
- Children & Young People Strategy 2004 - 2008
- Teenage Pregnancy and Parenthood Strategy
- Drug Prevention Strategy

A practical example how Supporting People contributes and adds value to the achievement of the Community Strategy Objectives is detailed below: -

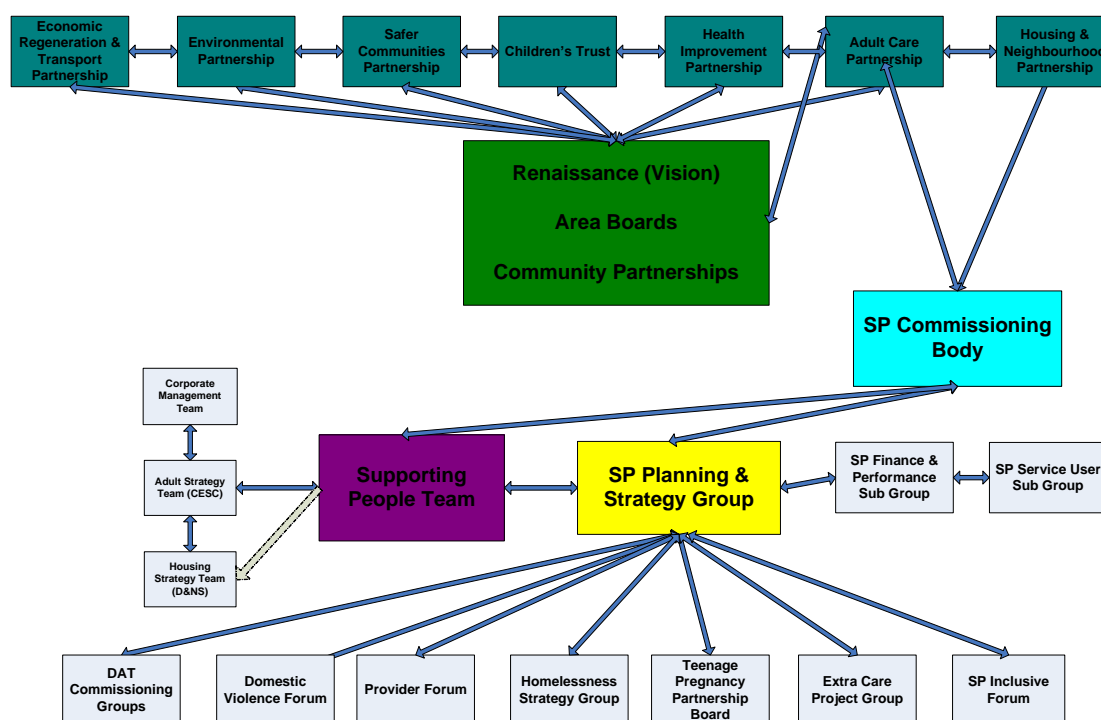
Plan	How the Supporting People service contributes
Community Strategy 2003 - 2006	<p>Policy Platform: Promote the Safety and Well Being of the Community.</p> <p>Objective: Meet the housing needs of those that are vulnerable or have special housing requirements.</p> <p>Example Outcomes:</p> <ul style="list-style-type: none"> - Review all service that support the housing of vulnerable people by March 2006
<p style="text-align: center;">↑↓</p> Performance Improvement Plans 2003/04 (PIP)	<p style="text-align: center;">↑↓</p> Objective: Meet the Housing needs of those who are vulnerable or have special housing requirements <p>Key measure:</p> <ul style="list-style-type: none"> - Review all contracted services that support the housing of vulnerable people
<p style="text-align: center;">↑↓</p> Service Delivery Plans 2003/04 (SDP)	<p style="text-align: center;">↑↓</p> Objective: Meet the Housing needs of those who are vulnerable or have special housing requirements

⁶ North East Housing Board – Updating the North East Regional Housing Strategy – consultation Document; December 2004.



Governance Structure

The following diagram shows how the Supporting People team links through the Planning and Strategy Group and the Commissioning Body to the Local Strategic Partnership (Renaissance) and its seven themed partnerships. In addition links are made to the various groups and forums (client and service related), which in turn feed into the Planning and Strategy Group.



1.10 Financing the Supporting People team

The administration grant provided by the Department of Communities and Local Government (DCLG), which goes towards paying for the work of the Supporting People team, has reduced year on year.

Year	Amount
2003/04	£188,908
2004/05	£161,296
2005/06	£129,038
2006/07	£129,038

At present budget expenditure outweighs income. The AST and Housing

Strategy team have provided additional funding for 2006/07 to meet the budget deficit.

1.11 Key Supporting People unit objectives are:

1. Ensure appropriate planning & management of SP Team
2. Manage the SP contracts & provider involvement in the SP programme
3. Manage the "Supporting People" 5-year strategy and development of new services
4. Commission services, ensure contract compliance and monitor performance of all SP services
5. Ensure the effective functioning of the Commissioning Body and Planning and Strategy Group
6. Ensure the effective involvement of service users
7. Ensure the effective involvement of providers and other stakeholders

The Supporting People team consists of 4.8 full time equivalent (FTE) officers employed by Stockton Borough Council. There is a SP Manager, a Modernisation Manager, a Commissioning Manager, a Project Officer and Payments Officer (0.8 FTE). Additional administrative support is being provided on a temporary basis for six months until January 2007 as part of the Audit Commission inspection preparation.

The Supporting People team's success is monitored on a regular basis. The team measures their success by ensuring:

- 100% of supported housing service providers improving their 'quality of service' score (Community Strategy Objective 31) by 2007/08
- 100% of providers achieving at least level C in all QAF objectives (SIP 5.2) by 2007/08
- Percentage of letters answered within target time of 10 working days
- Percentage of service complaints actioned within prescribed timescales
- % acknowledged within 5 working days
- % replied to within 10 working days
- Number of training days per FTE
- Training expenditure per FTE
- Days lost to sickness absence per FTE
- % of staff appraisals completed
- % of emails
 - acknowledged within 1 working day
 - answered within 10 working days

1.12 Planning Groups

In support of the Supporting People team, a number of planning groups have been established including:

The Commissioning Body

The Commissioning Body has responsibility to ensure that the planning and commissioning of local Supporting People services are taken forward in the context of a strategic vision. The Commissioning Body ensures a structured framework for delivering change across the programme with clear decision making, budget setting and commissioning processes. They have responsibility for ensuring the Supporting People strategy and annual plan are developed, approved and reviewed with the maximum participation of all stakeholders. Membership is as follows:

- One representative from Stockton Borough Council – (Head of Housing)
- One representative from North Tees Primary Care Trust – (Head of Adult Strategy)
- One representative from National Probation Service (Teesside)
- One elected representative of the Council – Non Voting
- Support from the Lead Officer

The Planning & Strategy Group

The Planning and Strategy Group is a partnership of key organisations and stakeholders responsible for and concerned with commissioning housing related supported housing services. The key organisations and stakeholders include health, social care, housing and community safety services for vulnerable people in Stockton-on-Tees, together with representative Supporting People service providers. Consideration is currently being given to involving service users on this group.

The Planning and Strategy Group is accountable to the Commissioning Body.

The relationship between the Planning and Strategy Group, the Commissioning Body and Stockton Borough Council is set out in a Memorandum of Understanding.

The Planning and Strategy Group's key responsibility is to drive the development and implementation of the SP Strategy and service programme. The main aims are as follows:

- Oversee the development of the SP service programme locally
- Monitor work of the SP Team
- Assist the Commissioning Body on the continuing development of the SP Strategy for their approval
- Monitor implementation of the SP programme and recommend action to obtain best value from resources
- Promote synergy between the SP strategy and other relevant strategies
- Identify opportunities for programme development and new investment
- Ensure comprehensive consultation on strategy and delivery
- Contribute to cross authority and sub-regional planning and commissioning
- Build the capacity of the SP service sector to deliver partnership

objectives

The Provider Forum

The Provider Forum brings all local service providers together to discuss and inform the changing strategic requirements of the Supporting People agenda. This group is self managing and meets at least four times per year as part of the planning, performance review and consultation process. In addition providers have been involved (through a questionnaire⁷ and individual discussions) in providing information about current supply, identifying areas of unmet need and future priorities. The Forum also provide opportunities to comment on service developments in general.

The Inclusive Forum

The Inclusive Forum is a group designed to bring together all local service providers, service users, elected members and other key stakeholders to give the opportunity to discuss and inform strategic thinking about developing services. This forum is responsible for driving forward the development of the Supporting People strategy. The group has met on a number of occasions and is currently being reformed to ensure more involvement from service users.

The Supporting People Inspection Steering Group – this is a short term group developed to scrutinise and challenge the SP team in preparation for the Audit Commission's inspection of SP services within the Borough. The group meets on a monthly basis and has the role of monitoring and developing the work programme and Action Plan.

The Finance & Performance Sub-Group

This sub-group has recently been formed (June 2006) and provides a focus on management of the core and administration budgets alongside the performance monitoring of services.

The Service User Involvement Sub-Group

The Service User Involvement sub-group was recently formed (June 2006) and provides a focus on developing arrangements for closure involvement of service users in the programme.

Housing and Neighbourhood Partnership Board

In addition to these established planning groups representatives from each of the provider organisations are invited to the bi-monthly **Housing and Neighbourhood Partnership Board** meetings. The Housing and Neighbourhood Partnership is one of a number of thematic partnerships within the Council's Local Strategic Partnership (LSP), Stockton Renaissance. The Partnership brings together different organisations from the public, private and voluntary and community sector that deliver housing related services in the Borough. The partnership is a forum where the strategic view of housing and neighbourhood related challenges, opportunities, best practice and local information can be shared in Stockton-on-Tees.

⁷ Batch 2 Questionnaires ODPM 2003/04

The Durham & Tees Valley Cross Authority Group

This is a group of neighbouring authorities consisting of the County of Durham and the five unitary local authorities, Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees. These are authorities designated by the DCLG considered to have cross-boundary needs and issues. Cross Authority Groups are expected to work together to address common issues relating to the movement of service users across authority boundaries. In addition the DCLG have “designated” certain support services as cross authority services as they are deemed to be “of national importance or extremely specialist”. In the main, this includes services for women fleeing domestic violence, high- risk offenders, mentally disordered offenders, people with drug or alcohol problems or rough sleepers.

The aim of the group is to address strategic objectives and the planning and funding of future joint service provision that is needed across the sub-region that could not be achieved without working in collaboration. It will also take on board issues arising in the North East Region and nationally in accordance with identified demand for future services.

1.13 Role of Elected Members

Elected Members play an important role in developing the Supporting People programme. There are four lead Members (Cabinet Members for Adult Services & Health, Housing, Community Safety and Social Inclusion) who have an input into the Supporting People programme. Elected Members are consulted and informed on the development of the strategy and annual plan and have been involved in listening and participating in discussions regarding the development of the programme. Formal Cabinet reports are submitted on a regular basis as appropriate.

1.14 User Involvement

One of the key objectives of the Supporting People programme locally is to ensure the effective involvement of service users (see Action Plan). The Commissioning Body expect the Supporting People team to focus on service user views as part of the broader service contract compliance and strategy development processes. The Supporting People team have consulted with a number of user groups including people with learning disabilities through the LD Partnership Board; older people through “Are you Being Served.....Well” workshops; drug users through DAT focus groups; young homeless people during the development of their accommodation strategy; homeless families through the development of the homelessness strategy; teenage parents as part of the teenage pregnancy strategy; and all client groups through the review process. In some reviews the SP team spoke with all tenants receiving support and in other, larger services, selections of tenants have been interviewed.

In all of the above consultation processes, significant effort has been made to engage both minority and marginalised groups. We intend to take this consultation forward with BME groups through the recently formed Viewpoint

BME Focus Group.

All service users have the opportunity to express and have their views heard at key stages of the Supporting People process.

1.15 Consultation

The Supporting People team are committed to effective and meaningful consultation. The Supporting People Team are in the process of developing processes and procedures, which will form part of an overall consultation policy. This will allow service users to give their views on:

- Identifying gaps in existing service provision to directly influence strategy development
 - Identifying their housing and support needs including what they would like services to look like in the future
 - The quality and suitability of existing services
- This will include ensuring that the view of traditionally 'hard to reach' groups such as BME, offenders, young people, women fleeing domestic violence and the homeless are given opportunity to contribute to the Supporting People Programme.

The Supporting People Team will do this by:

- Integrating directly with the consultation strategy currently being developed by Stockton Borough Council. This system provides a structured, co-ordinated route for all consultation including the Supporting People programme. This co-ordinated approach facilitates partnership working in the consultation process and reduces duplication, which is often undertaken with the same people over similar issues.

Networking with local community agencies and groups to facilitate consultation with hard to reach groups where appropriate, or where specific consultation cannot be accomplished in traditional ways.

The Supporting People Team hold discussions with service users to:

- Find out about the quality and appropriateness of their housing and support services
- Consult on proposed changes to services.
- Evidence providers involvement with services users.

The Supporting People Team are recording and evaluating consultation by:

- A database of organisations involved in consultation
- A directory of consultation undertaken
- Asking for feedback about how consultation has worked

The Supporting People Team are developing a range of methods of providing information to service users including:

- Use of large print, pictures / symbols where appropriate
- Use of plain English and other languages where appropriate

- Internet
- Leaflets
- Presentations
- Forums
- Focus groups
- 1:1 discussions.

1.15 Translation and Interpretation Services

Consultation with residents via the 2002 BME survey, Parkfield Pathfinder Project and Community Cohesion and Diversity Group has indicated that there is little benefit in having documents translated into alternative languages, as few people from BME communities can read their spoken language well. They have advised that in the main they prefer information to be available in English, so wholesale translation of SP documents has not been considered as value for money. There are, of course, exceptions to this rule, and therefore the Supporting People team are developing their information leaflet documents electronically so they are available in a range of different languages. Paper copies of these documents will be made available on request. On those occasions when specific advice and interpretation on housing related support issues is needed the Supporting People team will use either Everyday Language Solutions, a local translation and interpretation service or Language Line, a translation service provided within the Council to enable quick interpretation for people speaking languages other than English.

1.16 Complaints and Comments

Dealing with comments, commendations and complaints efficiently and effectively is an important aspect of our service user involvement strategy. The Supporting People team welcomes complaints, comments and commendations as an important aspect of feedback from providers, service users and stakeholders and utilises it to improve our services and culture. We are committed to responding to comments, commendations and complaints within the Children, Education and Social Care division's Complaints procedure which has been communicated to providers and service users and ensuring Complaints result in improvements to service delivery.

Section 2

2.0 Strategy Development

2.1 Background

This 4-year strategy has been developed with the involvement of all local partners including local providers. In specific areas, including older people, young people at risk, people with learning disabilities and women fleeing domestic violence the views of service users have also been taken into account. The revised version has taken account of information provided in 2005 and updated by strategic commissioners and other stakeholders in July 2006.

2.2 Learning from our Shadow and 5-Year Strategies

Since the Shadow Strategy was published in September 2002 we made significant progress by reviewing the recommendations made following comments from the ODPM. At the time the following issues were identified that needed to be considered further:

- Focus in more detail on Cross Authority issues;
- Set a robust service review programme methodology;
- Undertake more thorough contingency planning.

Each of these areas of work was incorporated into the 5-Year Strategy and evidence will be found within this updated strategy of the work undertaken.

The development of the revised strategies has been led by the Supporting People team who have reviewed the strategic planning process looking at needs and supply analysis, the identification of service gaps / development of priority areas and the intended consultation process.

The strategy has been developed to ensure it links into the Community Plan, Housing Strategy, Homelessness Strategy, and Service Improvement Plans. In addition Supporting People has been included in discussions about the young persons accommodation strategy, learning disabilities housing strategy, older people's accommodation strategy and the development of Extra Care services, accommodation services for drug users, and supported tenancies for young people.

The 5-year strategy is a long-term, ambitious but achievable plan of how supported housing will develop within the Borough.

This Strategy focuses on the following vulnerable clients groups in

Stockton-on-Tees:

- Older people
- People with learning disabilities
- People with physical and sensory disability
- People with mental health problems
- Teenage parents
- Young offenders
- Families with support needs
- Young people leaving care
- Travellers
- Asylum seekers and refugees
- People at risk of homelessness
- People with drug and alcohol dependency
- Women fleeing domestic violence
- People previously imprisoned or at risk of offending
- HIV/Aids

Delivering support services to vulnerable people requires strategic thinking at all levels. A number of national, regional and local factors are driving forward change, influencing the way we deliver services.

2.3 Supply Analysis

Mapping the supply of support services funded through the Supporting People programme provides the essential data required to be matched against both the current and future demand, the findings of which underpin this strategy. Supply mapping needs to be more than just a building count; it needs to audit current provision and any planned schemes currently in development.

The Charts below detail the position within the Borough of Stockton-on-Tees, by client group as at 31.03.2004 and focuses on the number of SP funded services provided, the number of households receiving SP funded support services, and the average gross unit costs.

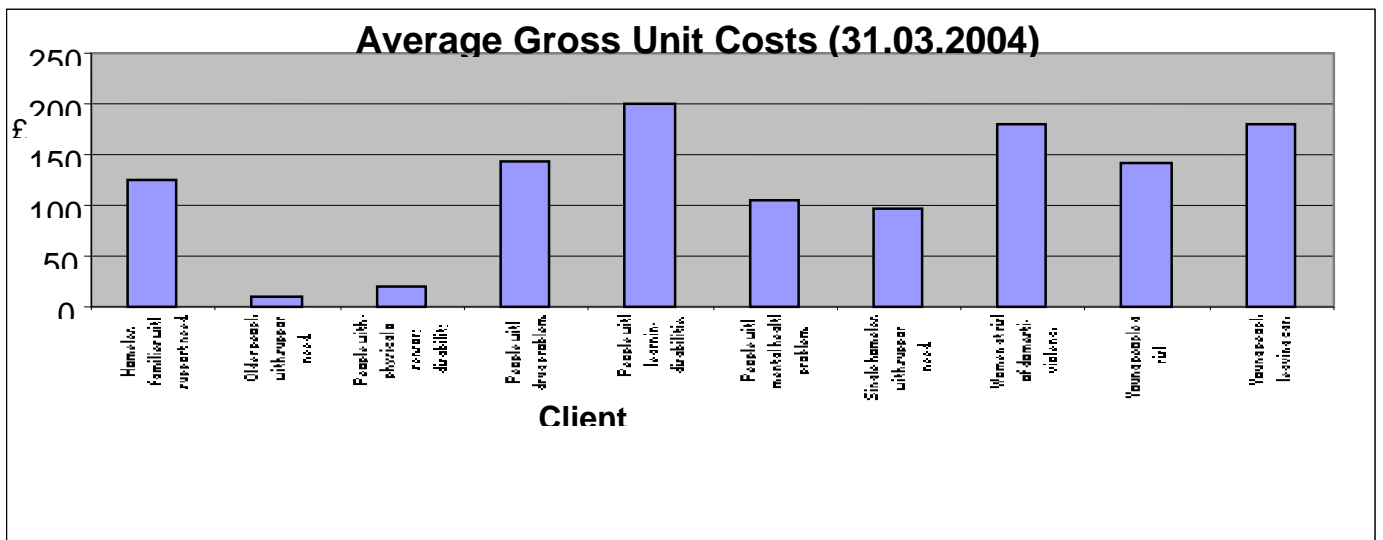
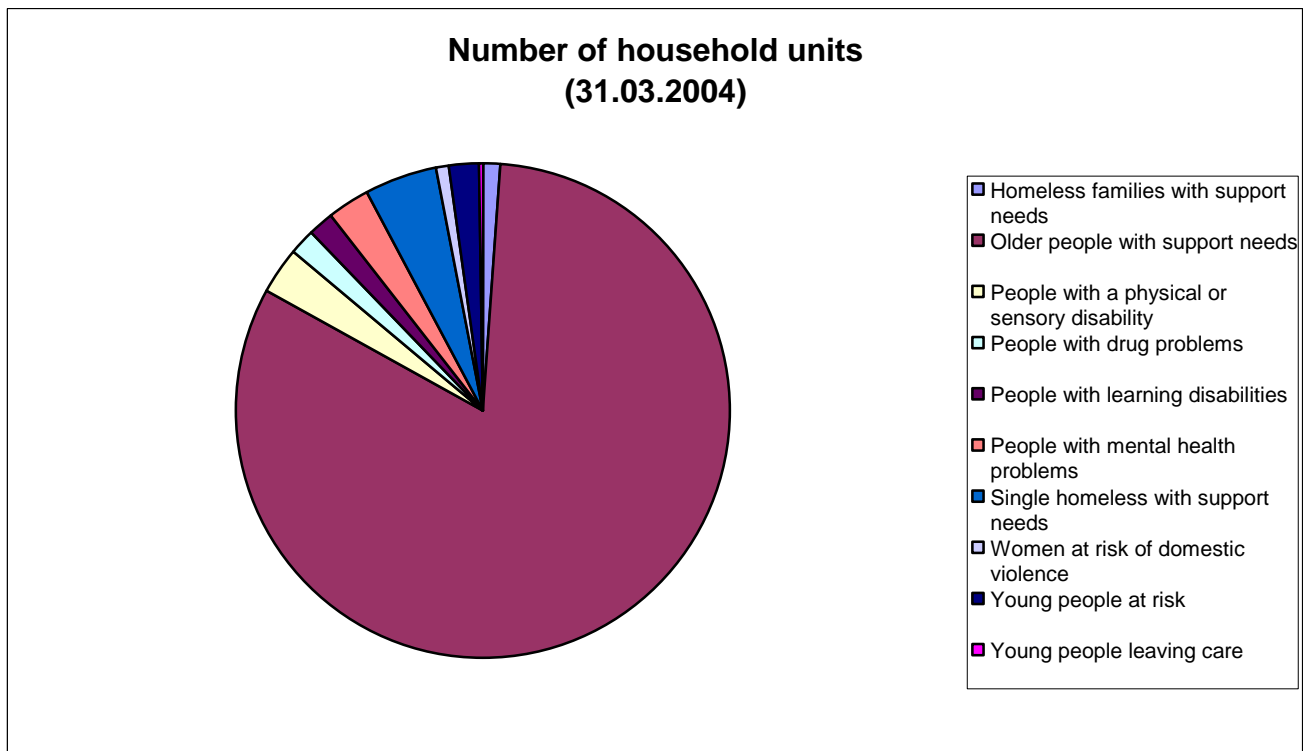
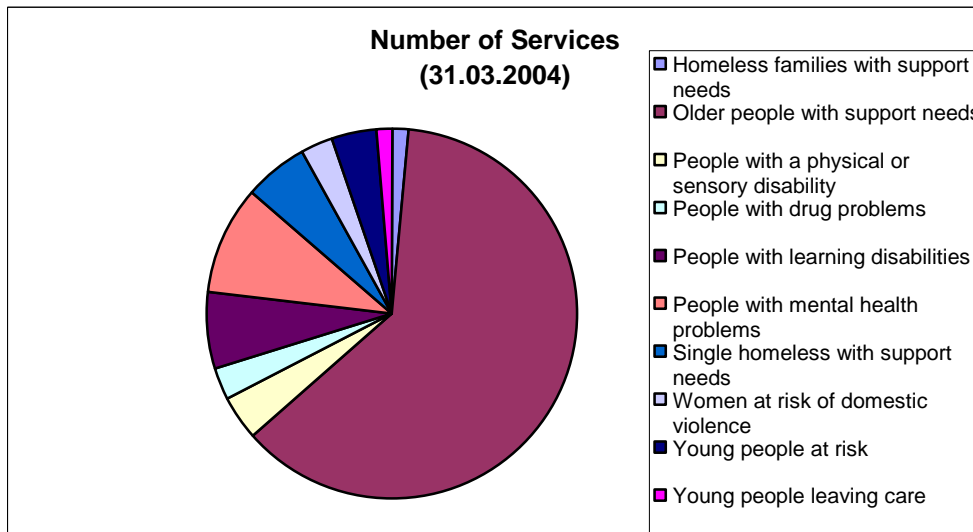
2.4 Client Group Summary

This first chart shows the relative proportion of services within each client group for both accommodation based and floating support services but excluding community alarm services. By far the largest number of services are for older people, followed by people with a mental health problem and people with learning disabilities.

The second chart shows the relative proportion of household units, again showing that the largest group of clients is older people but this time followed by single homeless people.

The final chart shows the average unit costs for each of the client groups. Here we can see that older people cost the least amount per unit, whilst people with a learning disability have the highest unit cost, followed by women fleeing domestic violence and young people leaving

care. The position has not changed significantly during the 2004/05 year.



2.5 Gap Analysis

A supply analysis has been undertaken in order to determine supply, needs and gaps in service. Research has been undertaken on the needs and demands of all client groups using census 2001 data, national information and local data identifying housing support needs from the Supporting People team, Adult Strategy Team (a joint PCT & social services commissioning team), housing systems, Probation Service, criminal justice intervention programme, Community Safety Team and Drug Action Team. Where possible information has been analysed to develop a profile of current and potential service users, over five years. Existing research data⁸ on housing support needs has been used to identify gaps.

The development of this needs analysis has involved discussion with commissioning managers, key stakeholders and desk based research.

Detailed mapping of existing housing support in Stockton-on-Tees has been carried out in 2003. This identified 36 support providers, providing 74 support services through 1,686 units of accommodation and 3,500 community alarms units. The current position has not changed significantly but there are now 32 support providers, providing 68 support services through 1,499 units of accommodation. The reduced number of units is based on establishment closures and not including Cat 1 alarm only services which were included in the 2003 figures.

The outcomes of this mapping are detailed below (Sections 2.6 – 2.17). We have taken each of the main client groups and looked specifically at current supply, costs, and the research available to us along with strategic analysis and connections with other strategies, gaps in current provision and the Closing the Gap/Required Service Development.

2.6 Older People With Support Needs

2.6.1 Current Supply

There are 1,348 units of supported accommodation for older people in 45 separate services within the Borough. This is broken down into 28 sheltered housing schemes for older people (Cat 2 – accommodation with a warden & alarm service) (1012 units) and 14 schemes of supported housing (shared or self contained, Cat 1 – alarm service only) (283 units) and three almshouses (53 units). There is also one floating support service for older people providing 34 units of support. In addition there are a small but significant number of older homeless men (50+) living in hostel accommodation classed as short stay.

2.6.2 Costs

Older People's services	Average weekly unit cost
-------------------------	--------------------------

⁸ Needs Analysis Report, Centre for Social and Policy Research, University of Teesside 2003

Sheltered housing	£10.87
Supported housing (shared or self contained)	£3.32
Almshouses	£6.20
Floating support service	£63.55.

2.6.3 Research, strategic analysis and connections

Older people are the biggest group requiring support. *The population projections of older people aged 75+ show a steady increase in numbers with the 60 - 75 age group also expecting to rise over the next 16 years. These projections mean that in 2021 the national population over 60 years of age could stand at 25.5%.* The current total older population in Stockton-on-Tees stands at 69,449 (38.9%) showing a higher than average older population within the Borough. There is a very low BME older population in the Borough.

A key action for this client group is to re-focus independent sector provision away from residential and nursing care and towards care at home (including links to Supporting People)⁹.

Independent research and detailed consultation has recognised that the quality of existing older persons' stock does not meet the housing needs, demands or aspirations of both current and future generations of older people. The provision of practical support and financial resources to assist with maintaining properties needs to be expanded to meet the anticipated increase in demand. Practical support through Home Improvement Agencies will be needed to meet this agenda. Work in this area will need to be explored as part of the future work programme.

The Council has completed a stock options appraisal of their sheltered housing within the Borough, following this exercise the Council in detailed consultation with sheltered housing residents is pursuing a small scale voluntary stock transfer of six sheltered housing schemes. This exercise is intended to improve the standards of existing sustainable sheltered housing stock and through a programme of significant investment provide the opportunity for the re-provision of older peoples thereby allowing the opportunity for tenure diversification.

In addition independent research has recently been undertaken on behalf of the Council, the findings of this study are being used to the longer term development of older peoples housing and support services.

2.6.4 Gaps in Provision

The Older Persons research (Accommodation Strategy for older people)¹⁰ has identified a shortage of suitable accommodation for older people with dementia; extra care and floating support. Commissioning of new Extra Care housing, as an alternative to residential care is already a top priority, currently two services have been commissioned providing 98 units of accommodation. We are also developing our thinking on

⁹ North Tees Primary Care Trust and Stockton Health and Social Care – Draft Joint Commissioning Strategy; 2004

¹⁰ Older People's Accommodation Strategy, Peter Fletcher Associates, Feb 2005

assistive electronic technology and the development of an independent Home Improvement Agency to complement the statutory service provided by Stockton Borough Council, developing opportunities for owner-occupiers to access loans and equity release products. In addition the Older Person’s research into Community Alarm services has identified a need to review and remodel these services in line with good practice and a needs led approach.

2.6.5 Closing the Gap / Required Service Development

- Additional Extra Care services in existing sheltered housing schemes – up to 220 units of rented accommodation along with an additional 100 units for outright sale or shared ownership.
 - The development of 200 units of floating support over a 3-year period.
 - Review and remodel Community Alarm Services in the Borough.
 - The potential development of a Home Improvement Agency.
 - Explore advances in electronic assistive technology in partnership with the Community Safety agenda in order to enhance service provision across all tenures and types of stock.
 - Undertake further needs mapping for older people within BME groups
 - Address the needs of older homeless men by exploring the possibility of long-stay supported housing.
-

2.7 Homeless Families And Single Homeless With Support Needs

2.7.1 Current Supply

There are four hostels for homeless people within the Borough, providing a total of 98 units of accommodation. One Registered Housing Association (RSL) hostel provides accommodation for homeless families (18 units) and another hostel in the voluntary sector provides accommodation for single men (32 units). Stockton Borough Council has recently opened new hostel accommodation in partnership with the private sector and currently manages two hostels (48 units).

2.7.2 Costs

Homeless services	Average weekly unit cost
Homeless families with support needs	£125.50
Homeless single people with support needs	£51.11

2.7.3 Research, strategic analysis and connections

The Government set guidelines for local authorities dictating that no households with children (or pregnant women) are to be placed in bed and breakfast accommodation unless it is an emergency and even then, not for more than 6 weeks.

There are current housing shortages within the Borough due to:

- Stock rationalisation – decanting of major housing regeneration schemes at Mandale, Hardwick and Parkfield has led to shortage of suitable council properties for homeless people.
- Right to Buy take up 300% increase in 2003/04.
- Modernisation works have increased tenant satisfaction and therefore reduced tenancy turnover.
- Private landlords are selling up to release equity – making families homeless.
- Healthy property market has restricted access to owner-occupiership and those who would have aspired to buy are now privately renting which in turn has reduced accommodation available to low income households.

The lack of opportunities for permanent housing can ‘block’ supported housing units with people who have nowhere to move onto, which may in turn result in others being denied access to the accommodation. The lack of incentive for people to move onto alternative accommodation is an identified problem within the homeless service for single men.

The Homelessness Strategy 2003-2008 recognised the current facilities available to accommodate homeless people on a temporary basis are inadequate and inappropriate in responding to the complex needs of the majority of the people accessing services. Recent data from the Council’s Homelessness section for 2005/2006 shows that 653 people were accepted as having a priority need by the Local Authority. Of these 161 were classified as fleeing domestic violence and 48 identified as having a mental health problem. 4.9% of accepted homeless households were from a BME group. Local research into cases of repeat homelessness indicated a cost of £135k covering 50 cases (£2,700 / case).

The Probation service has indicated that in 2004/05 there are up to 650 people within the Borough known to be offenders. Of this a small minority are in custody, however the majority are living in the community. Of this group 70% (455) have problems retaining their accommodation.

There is a need for different types of support services to be made available in response to the wide spectrum of support needed by many homeless people. Often the needs of those presenting as homeless are complicated by drug and alcohol problems, mental health problems or a combination of these factors. There is recognition of the need to address the issues surrounding the provision of support in temporary accommodation for priority need groups (women and families experiencing domestic violence, vulnerable young people, ex-offenders & pregnant teenagers) developing further preventative floating support services and also the need to develop Homeless intervention initiatives

2.7.4 Gaps in Provision

- Lack of permanent housing options for single homeless people

currently in short term supported housing schemes.

- Lack of opportunities for low-income households to access settled accommodation in the private rented sector.
- Lack of preventative floating support services for families at risk before they become homeless.
- Lack of specialist and appropriate mediation services to prevent homelessness – particularly in respect of relationship breakdown between families.
- Lack of a resettlement service linked to the homeless hostel for single men.
- No specific services for BME groups that are homeless.
- Lack of specialist services for homeless people, (including offenders) with substance misuse and mental health problems.
- Lack of ‘sanctuary scheme’ for survivors of domestic violence.

2.7.5 Closing the Gap / Required Service Development

- Develop a resettlement service linked to the homeless hostel for single men.
- Develop permanent housing options for single people and families currently in short term supported housing schemes.
- Develop Tenure blind generic floating support to all vulnerable tenants for at least the first six months of their tenancies subject to resources.
- Develop floating support service to households who are vulnerable whilst they are placed in temporary accommodation subject to resources.

2.8 People With Substance Misuse Problems

2.8.1 Current Supply

In the Borough there are two accommodation based services for people with a primary drug problem offering a total of 27 units. They provide 24-hour support cover with one waking member of staff at night. In addition there is a 20-place intensive floating support service with additional places (6) funded by Community Safety.

2.8.2 Costs

Substance misuse	Average weekly unit cost
Accommodation based service	£258.88
Intensive floating support service	£215.16

2.8.3 Research, strategic analysis and connections

There are a number of expected benefits for the Government in enabling housing related support to people who misuse drugs especially in the areas of homelessness and crime reduction. Other benefits that are

more difficult to quantify or value are:

- Improved quality of life
- Decreased anti-social behaviour
- Improved prospects for employment
- Increased likelihood of completing treatment programme
- Decreased suicide levels.

It is acknowledged by the Drug Action Team that the process of seeking help reaches the most chaotic, the youngest and most excluded last. The current policies focus on both vulnerable “at risk” young people and adults but this may need broadening slightly to take account of those at risk who are from more affluent backgrounds but are no longer able to remain independent or maintain their life style.

Alcohol abuse is an increasing problem especially among young people and women and is known to be a bigger problem than drug use among homeless people. This is especially so in the North East where alcohol consumption in both men and women is higher than the national average and male consumption exceeded the national average by 15%. It was also noted that nearly half the people being treated in drug services are also drinking at excessive levels; 50% of rough sleepers are alcohol reliant (as opposed to 20% who are drug users) and between 30% and 50% of rough sleepers have serious mental health problems. There is also a problem with older people (65+) with 15% of men and 5% of women drinking alcohol over the recommended limits. This late onset drinking is often associated with retirement, bereavement and/or mental illness. There is also a relationship with mental illness as heavy drinking is closely linked with psychiatric morbidity including clinical depression.

2.8.4 Gaps in Provision

The findings of the University of Teesside needs analysis recommend that a minimum of 43 units of supported accommodation / floating support places are needed locally. We have recently jointly commissioned (SP & DAT) an additional 12 units of accommodation based specialised support for recovering drug users. The procurement of this service has been identified as good practice by the Housing Learning Improvement Network (LIN) who were impressed with the partnership approach to commissioning. Now this facility is operational (May 2006) Stockton is achieving the recommended level of supported housing provision. We also have in development a six unit move-on scheme being built next door to the new specialist scheme and this will be operational from November 2006. However recent 2001 census data indicates that during the next five years Stockton-on-Tees will see an increase of 13.5% in the population aged between 16-24 years, this is almost three times the national average. This may have a follow on effect in terms of drug user numbers rising and homelessness amongst young people at risk.

2.8.5 Closing the Gap / Required Service Development

- Develop a monitoring system with the Council's Homelessness Department to identify number of homeless people with drug and alcohol problems (enabling robust housing need monitoring)
- Work with DAT to review the number of drug users entering housing support (as measured through Client Record Forms).
- Develop systems for longer term monitoring of existing schemes to assess the success rate of differing housing provision.
- Develop close links with key agencies i.e. DAT, Community Safety, etc. to monitor future need. (partially achieved through membership on DAT commissioning groups)
- Ensure all services have in place a fair access policy regarding Black and Minority Ethnic Groups.

2.9 People With Learning Disabilities

2.9.1 Current Supply

There are currently four accommodation schemes providing 22 units of support for people with learning disabilities. Supporting People funding has been withdrawn from one scheme, which was a registered Care Home, and initially got Supporting People funding paid as legacy funding. The four schemes are supported housing schemes provided by three different providers. There are no floating support services funded by Supporting People for people with a learning disability. However there are services such as Stockton Supported Living Service and Community Support which provide a service to people with complex needs and challenging behaviour. There is also a service provided by the Assertive Outreach Team which helps to support people with challenging and complex behaviour and stabilize otherwise critical situations from occurring.

2.9.2 Costs

Learning disability	Average weekly unit cost
Supported housing	£339

2.9.3 Research, strategic analysis and connections

In Stockton it is estimated that there could be between 422-563 adults with a severe disability and 2,814 adults with a mild disability. As at 31st March 2006 there were 450 people with a learning disability who were receiving a service from the Council.

In Stockton 133 people live in residential care. 61 people are placed outside of the borough and 72 people live in the Stockton area.

The closure of Aycliffe Hospital, Earls House in County Durham and Northgate and Prudhoe Hospital in Northumberland and the subsequent

resettlement of long stay residents back into Stockton-on-Tees will result in more people with a learning disability needing specialist accommodation and support.

The White Paper 2001 'Valuing People' emphasizes the need to assist older family carers to help them plan ahead and to consider supported living options. As at March 2005 the council knew of 41 carers of learning disabled people who were aged 65 or over.

People with a learning disability often need mainstream accommodation but there is a limited supply of affordable homes that are suitably adapted to also meet the needs of people with a physical disability. There is also a need for more specialist accommodation to meet their needs.

2.9.4 Gaps in provision

- Current indications are showing that when given a choice most people with learning disabilities would prefer not to go into a residential care home but would choose to live independently with support, either in their own home or living within the parental home.
- Young people who are living out of borough in residential college placements must be given the opportunity to plan ahead to access suitable housing and support options back within the Stockton area. Currently Care managers from the Learning Disability Team have identified 5 young people for whom housing and support options must be put in place.
- As per the general population, the overall population projections for older people show an increase across all the older age groups:
- Life expectancy for people with learning disabilities has been improving greatly; about half can expect to live as long as the general population.
- People with Downs Syndrome make up 15% of all people with learning disabilities. Life expectancy has improved dramatically from less than 10 years in the early 1900's to the present when more than half will live into their 50s or beyond.
- People with mild learning disabilities can expect to live almost as long as the general population.
- Many people with a learning disability also have other difficulties which impact on health care. This includes:
 - 48% have some sensory impairment
 - 20-30% have a physical disability
 - Epilepsy is common affecting 20-30%

2.9.5 Closing the Gap / Required Service Development

As with the general population the task is to develop care and support options that meet individual needs – ideally at home in line with government policy and the preferences of the majority of people with learning disabilities. The Learning Disability Housing and Support Strategy 2006-2010 has identified the need to address housing and support issues through:

- Extra care housing – need to scope out provision for future

- needs
 - Supported housing schemes – currently under provision as an alternative to residential care.
 - Floating support solutions – need to be able to help people to live within their own homes and maintain independence.
-

2.10 People With Mental Health Problems

2.10.1 Current Supply

There are four services for people up to 65 years of age with mental health problems providing 31 units of support in accommodation-based services and one service providing 12 units of floating support.

2.10.2 Costs

Mental health problems	Average weekly unit cost
Accommodation-based	£98.29
Floating support	£82.14

2.10.3 Research, strategic analysis and connections

Mental health problems can be devastating, destroying an individual's effective functioning in life, as well as affecting their families and the people surrounding them. People with mental health problems can be of any age and any social background; although a high prevalence of mental health problems is also associated with the following groups:

- People who misuse alcohol or drugs.
- Asylum seekers and refugees.
- Carers.
- Offenders/ex-offenders.
- Military Personnel.
- War veterans.
- People who are or have been homeless.

Some of the major disorders common today include dementia, bipolar disorder, schizophrenia and eating disorders. The majority of people with mental health problems live independently in the community.

The Stockton-on-Tees Joint Investment Plan for 2000-2003 sets out in accordance with the National Service Framework for Mental Health, the key service requirements and strategic goals for improving mental health services in Stockton-on-Tees over the next three years. The Joint Planning system identifies the need for the right accommodation with the right support and flexibility being important in order to cater for service users' individual support requirements, within the community. The need for an "in between" resource between hospital and returning to the community was identified where people could be 'safe' and where they

could prepare for moving on into their own home.

Supporting People research¹¹ identified that given the strong link between deprivation and mental health problems, and Stockton's position in the lower end of the third quartile of the ranking of unitary authorities on the index of multiple deprivation the required supported accommodation is likely to be:

- 218 units of supported accommodation, and
- 60 units of floating support.

However this level of need has since been challenged, based on the definitions of mental health i.e. the continuum from mental illness to a mental health problem, where problems tend to be managed effectively within the home situation. It is often only necessary to provide support in situations of homelessness or where the individual is unable to receive support from elsewhere. Additionally it is not necessary to define everyone with a mental health problem as vulnerable. In discussion with the Service Development team it is now thought that the number of required units of supported accommodation is much less, probably around 50, with a need for 30 units of floating support.

Mainstream accommodation, with floating support, is thought to be the most appropriate form of intervention, including low-level support during the transition from specialist accommodation or following treatment. Higher level supported accommodation is however advocated in the case of more severe problems and dual diagnosis situations. Specialist accommodation for those in crisis situations, would prevent unnecessary hospitalisation and there are specific gaps in provision identified for people with personality disorders.

Homeless people with mental health problems (particularly those in 25-29 age range) are also very likely to have problems with alcohol misuse, followed by drug problems and offending as common secondary issues. However, 96% of homeless clients with mental health problems leaving homeless sector services go on to situations in which they receive no additional support.

2.10.4 Gaps in provision

Stockton's provision of supported accommodation and floating support falls short of current demand. It is likely that a number of people currently in homelessness/drug and alcohol provision have a secondary diagnosis of mental illness. The Supporting People Team will need to work collaboratively in order to facilitate a joint approach to further needs analysis and service commissioning in partnership with the Mental Health Local Implementation Team, and the Drug Action Team.

¹¹ Needs Analysis Report, Centre for Social and Policy Research, University of Teesside 2003

2.10.5 Closing the Gap / Required Service Development

- Develop new services to cater for young people aged 16-25 years with mental health problems that are also able to support young people with dual diagnoses.
- Develop a new intensive support service to cater for people leaving long-term rehabilitation units. (The lack of bed spaces within the rehabilitation unit delays discharge from acute hospital beds.) Independent living with intensive support would alleviate this bed blocking.
- Develop services to meet the need for culturally sensitive provision for people from BME communities.
- Develop new partnerships between private landlords and specialist support agencies (including landlords agreeing to provide and maintain accommodation in return for rent guarantees and management of support).

2.11 People With A Physical Or Sensory Disability

2.11.1 Current Supply

There are 50 units of supported accommodation specifically identified for people with a physical disability, provided within three services. Two of the schemes provide a warden service on site (44 units) whilst the physical disability scheme in Hardwick (6 units) developed in 2003 provides floating support. It is important to note however, the vast majority of sheltered housing schemes for older people have wheelchair accessible units within them and also provide support in the form of a warden or manager and alarm system.

2.11.2 Costs

People With A Physical Or Sensory Disability	Average weekly unit cost
Accommodation-based	£19.30

2.11.3 Research, strategic analysis and connections

35,250 people (19.9% of the population) have a 'limiting long term illness', although this may not be a disability, ranking Stockton on Tees 98th out of the total 354 Local Authorities, putting it in the worst 3rd quartile nationally ¹²; 1,977 adults aged 18-65 (1.1% of the population) are known to receive services from the Council in relation to their disability or impairment.

The Best Value Review of Services for Physical Disability and Sensory Losses – Stockton-on-Tees Borough Council Improvement Plan 2003-06 identified the need to:

- Develop support to enable people to live at home, including respite care and leisure/education/employment opportunities as well as care at home

¹² Management Information Unit - SBC

- Create more choice in residential care, by developing more supported tenancies
- Develop a planning forum for people with a physical disability, building on the consultation process to date.

In addition the Best Value Review Improvement Plan 2003-06 (2.2 – Needs Identified page 4) achieved its target to develop a supported housing scheme; with the development of the six supported tenancies developed to enable people to move out from, or prevent admission to, long-term residential care.

The growth in use of Disabled Facilities Grant and adaptations to Local Authority stock has increased the numbers of adapted properties in the Borough.

Disabled people face high levels of discrimination - the impact of the built environment on people including housing and housing services is particularly highlighted.

There is a need for accessible housing for a growing population with restricted mobility and physical disability. The provision of “lifetime homes” and the design and accessibility of all new and replacement homes, should allow for easy adaptation for people with physical disabilities.

There is a need to develop services, which empower people with a disability to achieve maximum independence. This could be achieved through additional accommodation based or floating support services.

There is a need to strengthen work with existing service user groups to ensure greater involvement in service review and development.

Some individuals with physical and sensory disabilities need housing support to provide support which specifically relates to overcoming their disability (addressing difficulties presented by their disability). This can range from relatively low level support, probably on a long term basis, for example the provision of a community alarm through to Home Care services funded by the statutory services.

Further investigation is needed to find out more about the specific housing related support needs of people within this client group, which are wider than the need for physical adaptations to property.

Not every person with a physical or sensory disability requires housing related support, many people are able to sustain tenancies and own their homes. Therefore not everyone with a physical disability can be described as vulnerable.

The County Durham and Tees Valley Strategic Health Authority (SHA)

have carried out a review of services for people with some form of acquired brain injury and has made recommendations as to how gaps can be filled. It is acknowledged that supported living can be cost effective in maintaining people in their community, but as there are few such services available and few long-term placements locally, individuals are normally placed outside their home area. To address this, PCTs are expected to explore supported living options for people with brain injury at a local level.

2.11.4 Gaps in provision

The actual extent of unmet needs is difficult to ascertain as the true figure for the number of adults who have a physical disability or sensory loss living in the Borough is unclear. Using the University of Teesside Needs Analysis data¹³ there is currently an under provision of supported housing of 70 places for people with a physical disability, however it could be met in a range of ways, not necessarily additional supported housing. New technology is available which will enable people to live independently in the community although more research is needed. Within Council services we are aware of three people currently living in a residential care home for people with physical disabilities waiting for supported housing accommodation.

With a significant disabled population there is a need for well signposted services to meet the varying needs of people with a physical disability, and adequate provision planned for changing and growing needs in the future.

2.11.5 Closing the Gap / Required Service Development

- Develop assistive technology
- Develop a tenure blind adaptation advice service able to access funding resources in order to carry out required works (linked to Home Improvement Agency?).
- Undertake detailed investigation into whether there is a need for additional specific supported accommodation / floating support and the level of provision that is required, around people with:
 - Newly acquired disabilities
 - Short term disabilities
 - Young people with disabilities living at home, that would like to live independently
 - Children with disabilities for indications of future provision
 - People inappropriately accommodated in care homes with disabilities
- Audit all supported housing schemes to determine their capacity to accommodate people with physical and sensory disabilities

¹³ Needs Analysis Report, Centre for Social and Policy Research, University of Teesside 2003

2.12 Women At Risk Of Domestic Violence

2.12.1 Current Supply

There are two services for women fleeing domestic violence, one accommodation based refuge (8 units) and one floating resettlement support service (11 units). The overall units were increased in 2005 as an outcome to the review process.

2.12.2 Costs

Women At Risk Of Domestic Violence	Average weekly unit cost
Accommodation-based refuge	£297.82
floating support	£45.03

2.12.3 Research, strategic analysis and connections

The Home Office defines domestic violence as:

'Any violence between current and former partners in an intimate relationship, wherever and whenever the violence occurs. The violence may include physical, sexual, emotional and financial abuse.'

One in 4 women will experience domestic violence at some point in their lives, it accounts for 25 per cent of violent crime and an average of 2 women per week are killed by a current or former partner. Twenty three per cent of women are at risk of domestic violence during pregnancy.

Many women fleeing domestic violence or in violent relationships may have additional support needs, or require specialised support services these can include women who:

- Are from BME communities.
- Have a disability: physical, learning, mental health, sensory impairment or chronic ill health.
- Are either very young or old.
- Have worked in the sex industry.
- Have support needs associated with alcohol and drug misuse.
- Partners are in the armed forces.
- Belong to the travelling community.
- Are lesbian / trans-gender.
- Have been evicted due to problems linked to Domestic Violence.

“Quality of domestic violence services” (BV176 now changed to BV225) states that, “One refuge bed space per ten thousand population represents the provision recommended by the Government Select Committee (1997) on domestic violence. All local authorities should be aiming to maximize the number of refuge spaces to meet local needs”. This means Stockton-on-Tees should have 18 units.

Stockton's Homelessness Review 2003 identified that:

- Over the last 3 years relationship breakdown relating to violent incidents has been the main reason for applicant households being eligible for assistance, unintentionally homeless and in priority need.
- In 2002/03 this accounted for 21% of those eligible for assistance.

2005 – 2006 homelessness figures

- 13% of applicants applying as homeless stated their main reason for homelessness was domestic violence
- Domestic violence equated for 25% of applicants which we accepted a full duty towards

The SP Client Records data (April 2003 to March 2004) which collates information on new clients entering supporting people services has identified that, out of 125 service users entering the Women's Refuge, 12 users identified themselves from BME groups (9.7%). This is a higher proportion than the BME population in Stockton, which is 3.8%.

- Pakistani – 4 clients
- Chinese – 3 clients
- White Irish – 2 clients
- Indian – 1 client
- Other Ethnic Group – 2 clients

Refuge figures for 2005 – 2006

Cultural Group	Delete as appropriate		Number of People
	Yes	No	
Asian-Other Background	Yes		5
Bangladeshi		No	
Black-African		No	
Black-Caribbean		No	
Chinese		No	
Indian		No	
Mixed-Other Background		No	
Not Stated		No	
Other Ethnic Origin		No	
Pakistani		No	
White and Asian		No	
White and Black African	Yes		2
White and Black Caribbean	Yes		1
White British	Yes		70
White Irish		No	
White-Other Background	Yes		3
Total Assisted			81

2.12.4 Gaps in Provision

The current overall provision of accommodation and floating support (19 units) meets the Government target for Stockton-on-Tees (18 units). However there is a shortage of suitable housing for women wanting to move out of the Refuge, if they are not returning home. This is caused by factors such as decanting for major regeneration schemes of local authority provision, the lack of low cost ownership and the buoyant market encouraging private landlords to sell properties.

2.12.5 Closing the Gap / Required Service Development

- Develop a range of permanent housing options for women leaving a refuge.
- Link in with Domestic Violence Forum and identify current issues (linked into Homeless Strategy).

2.13 Young People At Risk Including Teenage Parents

2.13.1 Current Supply

There are 36 units of supported accommodation for young people at risk delivered by two services. In addition there are floating support services for 43 young people (including 10 units for teenage parents).

2.13.2 Costs

Young People At Risk Including Teenage Parents	Average weekly unit cost
Accommodation-based	£114.08
Floating support	£63.96

2.13.3 Research, strategic analysis and connections

Young people who have left care or are at risk often have a range of needs that can include drug problems, mental ill health and offending. They have often had traumatic childhoods, chaotic family backgrounds and may have experienced abuse or homelessness. Housing related support services for this client group are important because they enable young people to succeed in tenancies; settled housing often has a positive impact on the other aspects of a young person's life.

Young people are prone to the problem of homelessness, especially amongst those asked to leave home by their parents, often as a result of conflict. These problems are often exacerbated by mental health problems and drug and alcohol use.

Recent census data (2001) indicates that during the next five years Stockton-on-Tees will see an increase of 13.5% of the population aged between 16 – 24 years old, almost three times the national average.

This may have a follow on effect in terms of homelessness

In response to the requirements of the Children (Leaving Care) Act 2000 Stockton's Health & Social Care Leaving Care Team ensures that all young people leaving care have their needs identified and assessed and are given advice and support up to the age of 21. Financial support is provided to those classed as 'relevant children'. (These people are not normally eligible for Supporting People Funding until they are 18 years of age though they can access supported accommodation through alternative funding routes.

'Research tells us that the average age for a child to leave the family home for good is 25, and possibly as late as 29 for young males. And yet we still expect our most vulnerable and least prepared young people to make this huge transition to adult life at the age of 16, 17 or 18, in many cases without the safety net of a family to fall back on'
Bryn Melyn Group Foundation

The absence of support around issues such as substance abuse, relationship breakdown and moving home can mean young people are unable to remain in employment, training or education. Security is of paramount importance rather than location, with sheltered housing being a potential model for future service development for young people. The ability to exercise choice in where young people live (in order to be accommodated in familiar areas, near family and friends) is seen as essential.

Having a system that requires people to wait for accommodation is prohibitive to securing long-term accommodation for young people, as alternative accommodation is often not available. As an alternative, direct access accommodation may be necessary. More information needs to be made available for young people as they prepare for independence. Support is needed to develop life skills such as budgeting and managing a home.

An existing floating support / resettlement service for young people in the Stockton area, operated by Community Campus, closed in 2005 due to the end of single regeneration funding.

In June 2006 Stockton Borough Council had 119 young people in its care, with twenty of these children living outside the Borough. Of all Looked After Children, there were 16 care leavers (in 2004/05 this figure was 18 and in 2003/04 this was only 14). In addition there are 21 Looked After Children aged 16 and 17 years old -10 males and 11 females, (29 in 2004/05) of which six are currently living independently.

Information from the Leaving Care team suggests the average number of care leavers will rise in future years to 25 each year, with currently 27 over the age of 15 for whom the authority will need to assist to

secure suitable accommodation and support when they reach 18.

Lone Teenage Parents

The incidence of conceptions and pregnancies in teenagers in the borough is high compared to the national average. There are some wards where rates are significantly higher than for the Borough as a whole, these wards are linked to areas of deprivation (the worst being three times higher than the national rate).

The majority of teenage births within the Borough are in the 16-19 years age group. The birth rate to under 16 year olds is low and compares well with other local authorities in the Tees Valley. The conception rate was 48.3 per 1000 (1998 base rate), which reduced significantly to 37.2 per 1000 in 2001, but then increased again to 43.3 per 1000 in 2002, 51.3 per 1000 in 2003 and then reduced slightly in 2004 to 49.0 per 1000 (41.5 per 1000 national average)

The majority of teenage parents remain within their family home situation however, during 2005 – 2006, 17 pregnant under 18-years old girls have presented themselves as homeless, a small increase over previous years. There is no specialist supported accommodation specifically for this client group therefore lone teenage parents, who are unable to live at home with family are treated as a priority within the housing service. It was not considered appropriate by the Cross Authority Group to develop a sub-regional supported housing scheme due to the preference from lone teenage mothers to be near to family support links in their own borough. The Stockton-on-Tees Teenage Pregnancy and Parenthood Strategy¹⁴ and Action Plan¹⁵ has identified the need for floating support rather than supported accommodation as a gap in service provision at this time. Discussions with local providers are now taking place regarding the provision of specialist floating support.

Since April 2003 the Supporting People Team have reviewed all the floating support services for young people and have been able to identify additional floating support units specifically providing support to teenage parents. In April 2005 the Supporting People Team concluded negotiations with Tees Valley Housing Association to increase their floating support service with 10 units being specifically identified for teenage parents. The negotiations have created efficiency savings of £39.5k. This increases the number of primary floating support units for teenage parents from two in 2003 to 10 in 2005 (500% increase). In addition other support organisations provide accommodation and support for teenage parents within their services for vulnerable young people.

2.13.4 Gaps in provision

¹⁴ The Teenage Pregnancy & Parenthood Strategy. Stockton Borough Council - 2004.

¹⁵ The Teenage Pregnancy & Parenthood Action Plan, Stockton Borough Council - 2005-06

The Children and Young Peoples Joint Commissioning Unit are currently mapping local provision of all services for children and young people the aim of which is to clearly determine levels of need based on existing and historic service user data. When this is completed there will be a clearer picture of gaps in service provision to Young People at Risk or Leaving Care and the levels of need and types of services required will be much more evident.

In particular it will be necessary to ensure that care leavers and those currently coming through the care system, as well as other young people at risk are being monitored.

The Supporting People Team continues to work in partnership to identify need and improve access to a range of suitable housing for this group of young people. The vision is, that at some point in the near future, alternative housing provisions will be available which will deliver a range of models of support, relative to the needs of the Young People as they move through the various stages of their lives. These options would include services such as Supported Lodgings with families, 24 hour Supported Tenancies and a range of low level floating supported tenancy schemes.

The work that is being undertaken by the Joint Commissioning Unit, Supporting People and Housing Options to identify levels of need will result in a plan of action being formulated to deliver these services.

2.13.5 Closing the Gap / Required Service Development

- Re-modelling of existing services to accurately reflect the needs of teenage parents living in supported housing or receiving floating support.
- Develop a wider range of permanent housing options for young people at risk / leaving care currently in short term supported housing schemes.
- Develop further, the existing supported lodgings scheme to incorporate young people at risk as well as care leavers.
- Develop provision of supported housing for young BME groups.

2.14 Offenders Or People At Risk Of Offending

Currently there are no Supporting People funded services primarily for this client group in Stockton-on-Tees, although there is a commitment from existing services to assist in meeting their support needs.

2.14.1 Research, strategic analysis and connections

Those at risk of offending or re-offending following a period in prison are defined as:

“All those aged between 16 and 60 whose primary reason for support is related to offending behaviour or a risk of re-offending”.

This could include: people who are currently probation clients including

those with multiple needs (mental health problems, drug/alcohol misuse) people who are homeless on release from prison or other offender institutions; people moving to supported housing or general needs housing with support/resettlement services; people currently in supported housing through probation; and offenders who are unable to leave NHS secure units or special hospitals due to a lack of suitable facilities.

Reducing Re-offending – The National Action Plan¹⁶ identified that “appropriate and accessible accommodation is the foundation of successful rehabilitation and management of risk of harm to others. Research suggests that addressing severe accommodation problems can make a difference of up to 20% in terms of a reduction in re-offending”.

Currently there is no specialist housing provision primarily for offenders in Stockton-on-Tees although one supported housing organisation who provide support to people with drug problems have included offenders as their secondary target client group. The homeless hostels also provide support to offenders within their remit of providing housing support. The Homelessness Strategy 2003-08 identified in Strategic Objective 5 the need to:

- Improve and develop services for homeless people leaving prison and offender institutions and people leaving hospital who have mental health issues.

The Homelessness Strategy long-term goals were to support:

- Young Offenders, Ex-offenders and people with mental health problems
- Temporary accommodation facilities for substance/drug misusers (often with a secondary need to support offending behaviour).

Working towards the goal of meeting the needs of offenders the Supporting Team have, since 2003, commissioned three new schemes; a 20 place intensive floating support service for drug users (3 of which are for people with alcohol problems as their primary problem) and a floating support service for 12 young people at risk. The new substance misuse supported housing scheme has the secondary client group as offenders.

The National Probation Service, Teesside (Stockton Reintegration data) conducted a Housing Needs analysis of a seven-month period, June 2004 to December 2004 and on that basis projected figures for 2005/06 showing:

- 52 clients would be homeless.
- 84 clients would require support
- 72 clients would have a drug/alcohol problem.

¹⁶ Rehabilitation of Offenders Policy Team, Home Office, 2005

- 92 clients would have a mental health problem.

A research based assessment tool, Offender Assessment System (OASys) developed by the prison and probation services has also compiled data which suggests that out of 98 offenders whom were assessed as having an accommodation need at the start of an Order, 28 were still assessed as having an accommodation need on termination of the Order.

The Homelessness service within the Council actively engage in the HARP protocol and have a referral form for any offenders due to leave the local Holme House prison. A steering group made up of representatives of NACRO, CARAT, DIP and the Probation service agreed appropriate procedures. One week prior to release a Council officer visits the client in the prison, a homeless application is taken and temporary accommodation arranged so a place is available on release. The officer also arranges the Accommodation Release Grant.

2.14.2 Young Offenders

Young offenders up to the age of 18 are the responsibility of Stockton Youth Offending Service. In May 2005, the YOS Management Board agreed to work towards the goals of the Youth Justice Board Sustainable Accommodation Strategy, which are to:

- Work with other partners to reduce homelessness and so reduce the demand for alternative accommodation
- Champion the inclusion of appropriate housing representatives on Youth Offending Team Management Boards
- Phasing out the use of unsupported bed and breakfast accommodation for all 16-17 year olds in five years (from 2005 to target 2010)
- Ensure that within three years, there are no remands to custody as a result of lack of suitable accommodation, given responsibilities of social services and housing in legislation
- Housing advice, delivered by YOTs and local housing partners, should be available to all young people in custody to assist with resettlement
- Increase the ability of YOTs to work with local partners and influence their local housing policies by development of YOT accommodation strategies and supported by a re-defining of the role of the YOT accommodation officer to be more strategic.

Stockton YOS Management Board has a Housing Representative from the Local Authority, currently the Strategy & Renewal Manager. The Youth Justice Board Regional Manager has led the development of an YJB Reducing Reoffending and YJB Resettlement strategies pertinent to the conditions in the North East. As part of this, the Head of Stockton YOS sits on the "Accommodation Strategic Pathway" for the regional Reducing Re-offending strategy.

2.14.3 Gaps in provision

At the local level, a Floating Support scheme is run by DISC. Supporting People, Tees Valley Intensive Supervision and Surveillance Project and the YOS Resettlement and Aftercare Project jointly fund the scheme. It is recognized that additional Supporting People funding is required in this area subject to resources being available.

2.14.4 Closing the Gap / Required Service Development

- Although numbers will always fluctuate, Supporting People needs to invest more money to replace the grants diverted from ISSP and YOS funding; which could be used for other front-line delivery.
- At the Borough level, it is more productive to talk about the needs of "vulnerable young people", which for this purpose would include young offenders, care leavers and substance misusers, but not include those with physical and major learning disabilities - on the basis that these two groups are well catered for in terms of accommodation in comparison to other forms of vulnerability.
- A re-occurring problem lies in accurately researching demand. Various one-off pieces of research have been conducted locally, including one sponsored by the YOS and Drug Action Team in September 2002.
- Information gathered to date suggests that service provision for vulnerable young people should not tie them to one particular type of accommodation but should be of sufficient length and frequency to enable the young person to progress from shared or group accommodation, through independent/private single person accommodation, to Council tenancy wherever possible.

2.15 Gypsies and Travellers

Currently there are no Supporting People funded services for this client group in Stockton-on-Tees, however there is a traveller site managed by Stockton Borough Council.

2.15.1 Research, strategic analysis and connections

Gypsies and other Travellers make up a small proportion of the population and have distinctive cultures, characteristics and accommodation needs. A legal definition is 'persons who wander or travel for the purpose of making or seeking their livelihood (not persons who move from place to place without any connection between their movements and their means of livelihood)¹⁷. The legal definition is concerned with habitual lifestyle rather than ethnicity but we also need to consider an ethnic definition of a gypsy or traveller. Ethnic gypsies include English Romany Gypsies and members of the Welsh Kale and Scottish Travellers groups. Romany Gypsies were accepted as an ethnic group for race relations legislation in 1989. It is also accepted that Irish Travellers have a distinct indigenous origin. Irish Travellers

¹⁷ Local Authority Gypsy / Traveller Sites in England, Pat Niner, Centre for Urban and Regional Studies, University of Manchester, ODPM, July 2003.

were accepted as an ethnic group for British race relations legislation in August 2000.

Stockton Borough Council manage the Gypsy and Travellers site on Bowesfield Lane. A snap shot survey in 2006 identified 27 plots of which 26 were in use. Most of the residents stay on the site on a permanent basis. To assist with this a bid has recently been made to the ODPM for the stabling of 12 horses. Unfortunately it has just been announced that this bid was unsuccessful but the bid for a Transit Site will be submitted for the next bidding round in 2007/08

Residents on the site are not from one specific ethnic group. The older residents tend to refer to themselves as Romany Gypsies whereas the younger people tend to call themselves Travellers. Currently Sure Start staff have contact with some residents of the site in connection with the younger children and parents. There is a regular Gypsy and Traveller Network Meeting with the focus being on home education related issues.

We are endeavouring to join the sub-regional gypsies and travellers strategy group, which will assist in our development of a housing strategy for this client group.

2.15.2 Gaps in provision

There are no Supporting People funded floating or accommodation based supported housing services specifically for gypsies or travellers in the Borough.

2.15.3 Closing the Gap / Required Service Development

Undertake further research into the housing needs of travellers within the borough.

2.16 Asylum Seekers and Refugees

Currently there are no Supporting People funded services for this client group in Stockton-on-Tees.

2.16.1 Research, strategic analysis and connections

An asylum seeker is somebody waiting for their application for 'refugee status' to be assessed by the Government. A refugee¹⁸ is defined as somebody who:

- Has a well-grounded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion;
- Is outside the country they belong to or normally live in;
- Is unable or unwilling to return home through fear of persecution

It is known¹⁹ that these people are affected by:

¹⁸ 1951 Convention on Refugees

¹⁹ Reflecting the Needs and Concerns of Black and Minority Ethnic Communities in Supporting People, ODPM, 2002

- Isolation, insecurity and fear
- Reluctance to approach service providers
- Poor access to language support
- Lack of acknowledgement of physical and emotional scars

Approximately 177 people were seeking asylum and living in Stockton-on-Tees in December 2005. This figure is much reduced from the total of approximately 600 in 2004, however it is known that many asylum seekers remain in the Borough when they are given refugee status. The Council fund an asylum seeker support service employing nine people. There are four support workers, two health visitors, a community nurse and a children's officer. In addition a "Move On" officer has been appointed on a one-year contract for 2005/06. This post has been used to assist 30 people achieve independent living by assisting with benefit claims and obtaining housing. This post has now been extended for a further year with funding provided by the Housing Department following a report to the SP Commissioning Body.

2.16.2 Gaps in provision

There are no Supporting People funded floating or accommodation based supported housing services specifically for asylum seekers or refugees in the Borough. There is a changing pattern of need.

2.16.3 Closing the Gap / Required Service Development

- Undertake further needs research in cooperation with the Asylum Seekers / Refugees Forum, to identify if there is a need for continued support provision.

2.17 HIV / Aids

Currently there are no Supporting People funded services for this client group in Stockton-on-Tees

2.17.1 Research, strategic analysis and connections

People with HIV/AIDS have suffered from stigma, prejudice and ignorance since the early 1980's. This has led to many misconceptions as to cause and effect as well as morbidity²⁰. People with HIV/AIDS have been identified as one group for whom Supporting People funding to provide support should be made available, to ease the cost of providing services within health care settings. Direct treatment of the primary condition lies with health professionals. The provision of appropriate housing related support should, in most cases, sit alongside this to provide a stable platform for independent living and, through that, a supportive basis for health treatment.

Appropriate examples of housing-related support for people with HIV/AIDS might include:

²⁰ Supporting People Briefing Note: Housing Related Support for people with HIV/AIDS, ODPM

- Help with developing life skills, such as cooking or budgeting, which are an integral part of living independently in accommodation
- Floating support services – especially relevant to those just coming out from a long and intensive hospital stay.
- General support, such as provided by a warden or community alarm service, to provide confidence that assistance can be called when required. This applies in particular to those in relapse or during periods of high anti-body count.

Nationally there was a 15% increase (total of 35,428) in the number of people receiving HIV related care in 2003 compared to a year earlier²¹. Regionally in the North East there were 542 diagnosed HIV infected patients in 2003. A high percentage of new infections are acquired abroad, especially in Sub-Saharan Africa²² where a number of Stockton's asylum seekers originate. The percentage of people tested from this area is less than 50% suggesting undiagnosed cases of HIV/Aids. With the introduction of retroviral therapies, people with HIV/Aids are no longer dying, but are subject to chronic illnesses as a result of their HIV status.

Ensuring appropriate housing related support is particularly important in terms of asylum seekers and refugees who may be reluctant to access support services for fears of deportation and refusal of asylum. We also have a GP practice in the Borough (Arrival Practice) which is dedicated to the care of recently arrived refugees and asylum seekers and which addresses the medical problems of this group of patients. They also have a practice nurse offering HIV testing in the community. Teesside Positive Action offers specialist support for people living with HIV/Aids in the Teesside area. They offer emotional and practical support, advice, information and advocacy as well as promoting awareness of HIV/Aids. MESMAC North East offers information support and advocacy for Gay and Bi-sexual men and men who have sex with men. This group remains at the greatest risk of acquiring HIV. Other organizations such as CAB, Advocacy, Carers Centre and PALS offer advocacy services for the general public, including people living with HIV/Aids.

2.17.2 Gaps in provision

There are no Supporting People funded floating or accommodation based supported housing services specifically for people with HIV / AIDS in the Borough. There is an unknown pattern of need.

2.17.3 Closing the Gap / Required Service Development

Undertake further needs research in cooperation with the Adult Strategy Team, to identify if there is a need for specific housing related support provision.

²¹ Survey of Prevalent HIV Infections Diagnosed (SOPHID), 2003

²² Effective Commissioning of Sexual Health and HIV Services: A Sexual Health and HIV Commissioning Toolkit for Primary Care Trusts and Local Authorities 2003:, DoH

Section 3

3.0 Value for Money

3.1 Service reviews

One of the main aims of the Supporting People programme is to improve services for local vulnerable groups making them more responsive to the changing needs and requirements of service users whilst at the same time striving to achieve value for money and best use of limited resources.

In support of this requirement the Administering Authority (Stockton Borough Council), through the Supporting People team has been undertaking formal Service Reviews of all services in the first three-year period of the programme. Stockton's Supporting People team issued guidance²³ on the review process as they are intended to enable the Administering Authority to determine whether:

- A service is meeting the strategic objectives of the local "SP" programme
- There is continued demand for the service
- The service is performing efficiently and effectively in line with the contract
- The service is providing good quality services which meet the needs of service users and potential users
- It is cost effective.

In addition the organisation providing the service is required to be accredited²⁴ by the Administering Authority. This is a process that satisfies the authority that the company has a sound business base and operating in an acceptable fashion.

3.2 The Review process

Stockton-on-Tees Supporting People team, in line with ODPM requirements, developed a programme of reviews between July 2003 and March 2006. The timetable of reviews was planned to take into account a number of factors identified by the ODPM to decide the order of the reviews. These are:

- Services which present a higher risk of not performing to the requirements of the contract or acceptable levels of quality;
- Lack strategic relevance;
- Unlikely to comply with grant conditions i.e. should more properly be paid for from another source;
- Have had recent changes or additions to service provision or cost; or
- Appear to be high cost.

²³ Reviewing Supporting People Services in Stockton-on-Tees – The Policy; Stockton-on-Tees Supporting People Team, July 2003.

²⁴ Accreditation Guidance, Stockton-on-Tees Supporting People Team; 2003

At the start of the programme the Supporting People team were not aware of any service performing below the requirements of the contract. All services have been considered to be strategically relevant. Some services have been found to perform to a quality standard below the baseline set within the Quality Assessment Framework²⁵. However these services have developed action plans to bring the service up to a satisfactory standard within an acceptable period of time.

In developing the review programme it was decided to undertake reviews for short-term services within the first 18 months (July 2003 – September 2004) focusing on those with a high value contract and leaving the reviews of long-term services, especially those for older people, until the second half of the timetable (October 2004 – March 2006).

Programme of Reviews (2003 – 2006)

Client Group	No of Providers	No of Services	No of Reviews Started since April 2003	Outcome of Reviews
Older people – including older people with support needs and older people with mental health problems or dementia	15	36	36	36 reviews completed;
Homeless people – including single homeless people, homeless families and rough sleepers	3	4	4	4 reviews completed; SBC services remodeled and now closing down. Revised F/S service being commissioned.
Substance misusers – including people with drug problems and people with alcohol problems	2	2	2	2 reviews completed; 1 short-term contract agreed + remodeling of service
People with Learning Disabilities	4	5	5	5 reviews completed

²⁵ QAF – a tool devised by the ODPM for assessing the quality of a supported housing service. It is divided into four (subsequently six) core objectives. There are four scoring criteria D (poor), C (satisfactory), B (good), A (excellent) that identify the standard achieved against each objective.

People with Mental Health Problems	4	4	4	4 reviews completed – 1 remodeled service;
People with a physical or sensory disability	2	3	3	3 reviews completed
Women at risk of domestic violence	1	2	2	2 reviews completed; remodeled service increasing number of units (+3)
Young People – including young people at risk, young people leaving care and teenage parents	4	5	5	5 reviews completed;
Generic – community alarm service	1	1	1	1 review completed

The Supporting People Team had 62 reviews to carry out in a three-year period. All service reviews had been completed and approved by the Commissioning Body by July 2006.

3.3 Determining Value for Money

Assessing the value of a support service takes into account its contribution to meeting desirable outcomes such as:

- Contribution to relevant strategies
- Meeting identified demand
- Delivering good quality services
- Targeting people in need
- Meeting aims and objectives
- Satisfying service users and stakeholders
- Financial savings (e.g. preventing the escalation of need, reducing cost pressures for linked statutory provision)
- Meeting contractual obligations
- Intended Benefits (Outcomes) for Service Users

The relevant cost of a service is determined by the Value for Money (VFM) criteria. The process of assessing value for money in Stockton-on-Tees is set out in guidance published in December 2004, approved by the Commissioning and Strategy Group²⁶. This explains that

²⁶ Assessing Value for Money in Supporting People Services, Stockton Supporting People Team, December 2004.

Government guidance requires a basic VFM assessment as part of the review process²⁷. In Stockton, as part of the basic assessment process, we used the most recently published ODPM National and Regional data for the different user groups although this information had its limitations as it is based on data available on 31st March 2003. During the period of reviews we expanded on this data with more up to date information from benchmarking exercises carried out at a sub-regional²⁸ and within a similar LA grouping²⁹. The authorities that belong to the group have been identified as having similar populations/demographics and similar levels of Supporting People grant funding monies. Belonging to this group helps in the process of identifying funding benchmarks on a cross-regional basis. This data identifies upper and lower quartiles and allows comparison of weekly unit costs per service user for similar services.

When assessing VFM it is important that consideration is given to the holistic value of the service. VFM assessments should not be stand alone judgments, which only focus on price. Considering VFM requires looking at the quality of services as well as costs and how they contribute to the outcomes of the service. Specific budgets will be examined to determine eligibility criteria of the support service and to ensure non-support costs are appropriately allocated (covering building and tenancy management), staff costs, overheads and void levels are at an acceptable level.

In Stockton-on-Tees it has been agreed that the Supporting People programme will generally pay for no more than 16 hours of support per unit per week³⁰. This is because the aim of Supporting People is to bring about independence through providing low to medium levels of support. Any client group or scheme requiring more support hours than this should be looking to other statutory and government agencies such as the Council's Children, Education and Social Care division and the Probation Service in order to gain extra funding for their particular client group. The Stockton-on-Tees Supporting People programme is however committed to work in partnership with providers and statutory agencies in order to maximise funding for the full benefit of any schemes that are identified as requiring additional support for service users.

3.4 Outcomes of reviews

There are a number of possible outcomes to a review:

- Re-commission the service in its present form with no changes;
- Renew the contract with the same provider but make changes to the service;
- Renew the contract with the same provider and develop an action plan – possibly linked to a short term contract to achieve change;

²⁷ Part II Review Process, ODPM

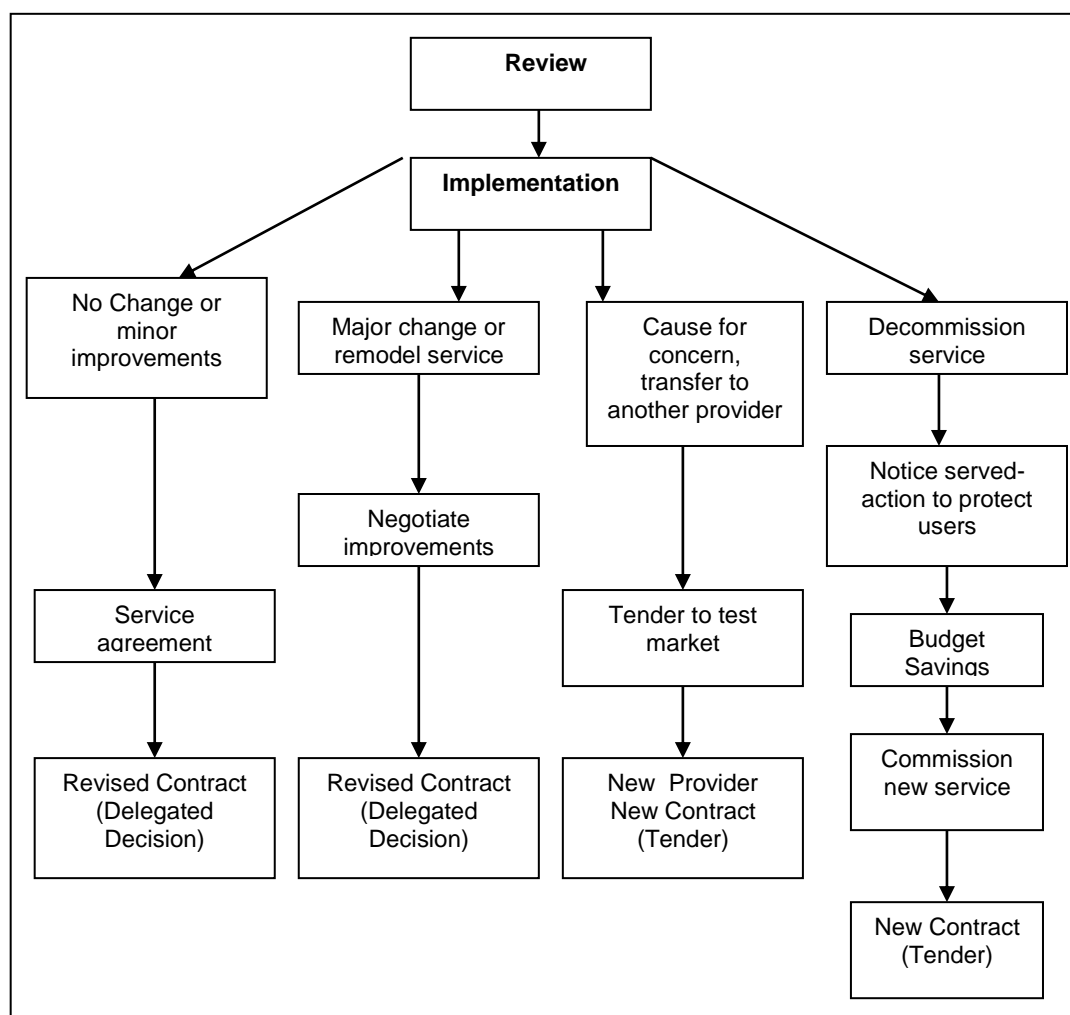
²⁸ Cross Authority level

²⁹ The Doncaster Benchmarking Group

³⁰ Assessing Value for Money in Supporting People Services, Stockton Supporting People Team, December 2004.

- Major changes or remodelling of service with the same provider;
- Transfer the service to another provider;
- Decommission the service; or
- Commission a new service using resources released from a decommissioned service.

Diagram 2 – The Review Outcomes



The outcome of the review programme was intended to create efficiency savings to meet tight budgetary targets set by the ODPM. Administering Authorities were required to make overall savings of 2.5% in both the first and second year of the programme and a further saving for Stockton-on-Tees of 0.9% in 2005/06. The reduction in SP funding has continued despite an expected increase and in 2006/07 a small 0.003% reduction was required. The reviews undertaken within Stockton-on-Tees did not identify any major monetary savings.

3.5 Performance monitoring

Based on the process of collecting quarterly performance information³¹ [Key Performance Indicators (KPI's) and Service Performance Indicators (SPI's)] from providers it is known that the majority of services have been meeting their targets. The main identified shortfall is within the staffing indicator where 11 out of 55 schemes (20%) fell short of the 90% target³². The majority were sheltered housing schemes for older people where the warden or scheme manager was not replaced when absent due to sickness. This is an area where further investigation has taken place. Availability of the service³³ was the other area where the 90% target was not achieved. Two sheltered housing schemes had accommodation out of commission for part of the six month period, one of which later closed. Sheltered housing for older people is an area identified for further re-modelling within this Strategy.

3.6 Commissioning services

The approach being taken over the next four years (2006-2010) is to develop strategically commissioned services, taking into account that the Supporting People programme is making the transition from legacy funded services towards long term contractual arrangements. However, in recognition of the pace of change within Supporting People the commissioning framework will be reviewed on an annual basis through the Annual Plan.

This Supporting People Strategy and its Commissioning Plan (within the Annual Plan) set out what services will need to be commissioned, remodelled or decommissioned. The Commissioning Guidance³⁴ sets out how this commissioning and procurement will take place.

Commissioning needs to be an evidence-based, auditable and transparent process. The process of commissioning, how commissioning decisions are made and service contracts awarded needs to be fully understood by all Supporting People stakeholders. In order to achieve this the commissioning process needs to:

- be open, transparent and fair
- be fully auditable, accountable and legal
- have the confidence of the Local Authority, Commissioning Body, service users, providers and the wider partnership.
- be well planned and managed, with a clear direction of travel
- enable participation by small as well as larger suppliers of SP services

All key stakeholders will need to be involved in the commissioning process, with the understanding that commissioning decisions rest with Stockton-on-Tees Supporting People Commissioning Body, in

³¹ Performance Indicators – availability, utilisation, throughputs, staff team input and departures (short & long term).

³² PI Staffing target –staff available at the scheme for at least 90% of time (taking into account sickness, holidays, etc.)

³³ PI Availability target – service available for at least 90% of time (measuring number of units not available to be used)

³⁴ Commissioning Guidance, Stockton Borough Council, December 2004

partnership with the local authority, which is responsible for budgetary management and financial decisions.

3.7 Procurement

Procurement is the operational activity, set within the context of commissioning, of buying services from a third party supplier under a legally binding contract. All Supporting People services are procured from providers in this manner. Supporting People funding is not used to provide grants or grant aid to organisations.

The Council's in-house Supporting People services have undergone the same rigorous process both in terms of service review and procurement options appraisal as all other services. The presumption is that all Council services must be periodically exposed to 'genuine competitive pressures' unless there are compelling reasons to recommend a different course of action. The same principle is therefore to be applied to all services, irrespective of which organisation provides them. The only exception to the approach set out in this framework is sole traders.

The procurement process has five main stages:

1. Pre-procurement
2. Invitation of tenders/quotations
3. Evaluation of tenders/quotations
4. Acceptance and award
5. Monitoring of performance

Stockton-on-Tees Commissioning Guidance³⁵ covers the first two stages outlined above and will also cover the last stage on monitoring contract performance. Stages 3 and 4 are covered within the Council's contract procedure rules and guidance.³⁶

3.8 Capacity building

Capacity building is an integral component of the modern approach to public service delivery. Central Government has challenged local government to achieve greater efficiency in the delivery of local services. The ODPM have introduced a capacity building initiative to assist Administering Authorities shape their thinking about delivering improvements to Supporting People services required by the Government³⁷. This will be achieved both nationally by raising the profile and raising awareness of the cost benefits of working alongside broader (social care, primary care and probation) initiatives, and locally through examples of how Supporting People contributes to the corporate objectives. Only in time will examples of good practice become available to assist stakeholders understand the cost benefits of providing services in partnership and challenge some of the paradigms currently in place. The nine Value Improvements Projects (VIPs) devised specifically for the Supporting People programme have been operating across each of the

³⁵ Commissioning and Procurement Guidance, Stockton Borough Council, December 2004

³⁶ Contract Standing Orders, Stockton Borough Council, 2004

³⁷ Capacity Building – What Does It Mean For Me? ODPM, December 2004.

English regions over the last 18 months. These projects have been exploring opportunities to deliver improvements in the operation of the programme, develop good practice and deliver value for money based savings.

3.9 Efficiency Gains

In the past two years the Government have introduced a new efficiency agenda³⁸ detailing expectations of local authorities in relation to delivering efficiency gains. This efficiency agenda is about improving productivity – getting more from the same resource, or achieving the same results for less resource. The Spending Review 2004 identified the need for local government to achieve considerable efficiency gains. Over the next three years (2005 – 08), each local authority is expected to achieve 2.5% per annum efficiency gains.

Since the Supporting People programme started three years ago we have had a number of opportunities to improve efficiency by applying good practice in the procurement and management of existing services. We have been able to negotiate the renewal of contracts with providers and in so doing have been able to demonstrate significant efficiency gains which are being used to assist Stockton Borough Council achieve its target.

In total £258,905 had been identified as efficiency gains by 2005/06 within the Supporting People programme. This has been achieved through the process of renegotiating contracts based on re-tendering for services (£10k saving), increasing the capacity of services by increasing the number of units of support by 50 units (£237,785 savings) and from the closure of existing services where there was low demand (66 units) to enable savings to be re-invested elsewhere (£21,120 savings).

³⁸ The National Procurement Strategy for Local Government, 2003

Section 4

4.0 Charging and Finance

Introduction

The following section sets out the background to the Supporting People programme and details the funding arrangements both before and after the programme was implemented. The section goes on to explore the contracting arrangements between providers and the Administering Authority. It details the issues relating to Stockton Borough Council being designated an "Excellent" local authority and how this is reflected in the grant conditions affecting the options available for spending the grant. There is information on the contracting arrangements with providers, arrangements for charging through the block subsidy contract and the impact of expenditure and savings over the initial three years of the programme.

4.1 Background

Prior to Supporting People, housing-related support was funded from a range of sources including housing benefit. By the end of the 1990's a series of court cases determined that mainstream housing benefit should not be used to cover the cost of housing-related support. The action taken by the Government to ensure that such support was legitimately funded and to maintain stability within the sector created the Transitional Housing Benefit scheme (THBS), which operated from the year 2000. This subsequently led, three years later, to the Supporting People programme, which commenced in April 2003.

The Government's reasons for developing the Supporting People programme was influenced by three factors:

- Belief that there was considerable unmet need in the sector,
- In the long term, funding should move to a cash-limited basis in order to manage unmet need,
- Belief that the quality of service delivery and management should be improved.

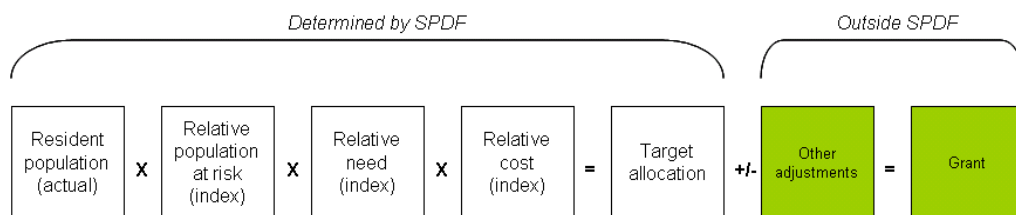
4.2 Revised Distribution of SP Grant

The ODPM have been debating³⁹ the option to fundamentally shift the means of funding housing-related support from 2006. They were developing a formula model that was to determine how the overall grant allocation will be distributed amongst the 150 local authorities in England over the next few years. The ODPM have been debating⁴⁰ the option to fundamentally shift the means of funding housing-related support for a while. Under draft proposals Stockton-on-Tees would benefit by a 177%

³⁹ Distribution Formula – November 2004 - July 2005.

⁴⁰ Distribution Formula – November 2004 - July 2005.

increase, however final decisions have yet to be taken. The proposed formula and criteria are shown below⁴¹:



It was hoped that Stockton-on-Tees would receive an increase in grant allocation based on the current low level baseline, the higher than average relative population at risk and the level of need. As we now know Stockton received an allocation of an additional £205,854 for 2007/08 (7.9%). This is below the expected level and the amount needed to fully implement the Strategy published in 2005.

The actual amount of grant given will determine the options available for growth in future support services within the Borough.

4.3 Stockton’s Supporting People budget allocations 2003 - 2008

The Supporting People grant allocation is paid to Stockton Borough Council in its role of Administering Authority. The Borough Council is therefore responsible for ensuring all grant conditions and statutory requirements associated with local implementation of the programme are met. Key statutory requirements include agreeing the local Supporting People 5-year strategy, partnership working and the formation of a local multi-agency Commissioning Body to determine how the grant is used.

Year	Grant Allocation	% Saving built in
2003/04	£2,731,096	- 2.5%
2004/05	£2,778,127 (amount includes pipeline funding)	- 2.5%
2005/06	£2,753,375	- 0.89%
2006/07	£2,744,952	- 0.003%
2007/08	£2,950,823	+ 7.9%

4.4 Actual Contracted Expenditure in Stockton-on-Tees

Year	Actual Expenditure	Additional saving achieved
2003/04	£2,676,417	£54,679 – 2.04%
2004/05	£2,426,395	
2005/06	£3,033,596	

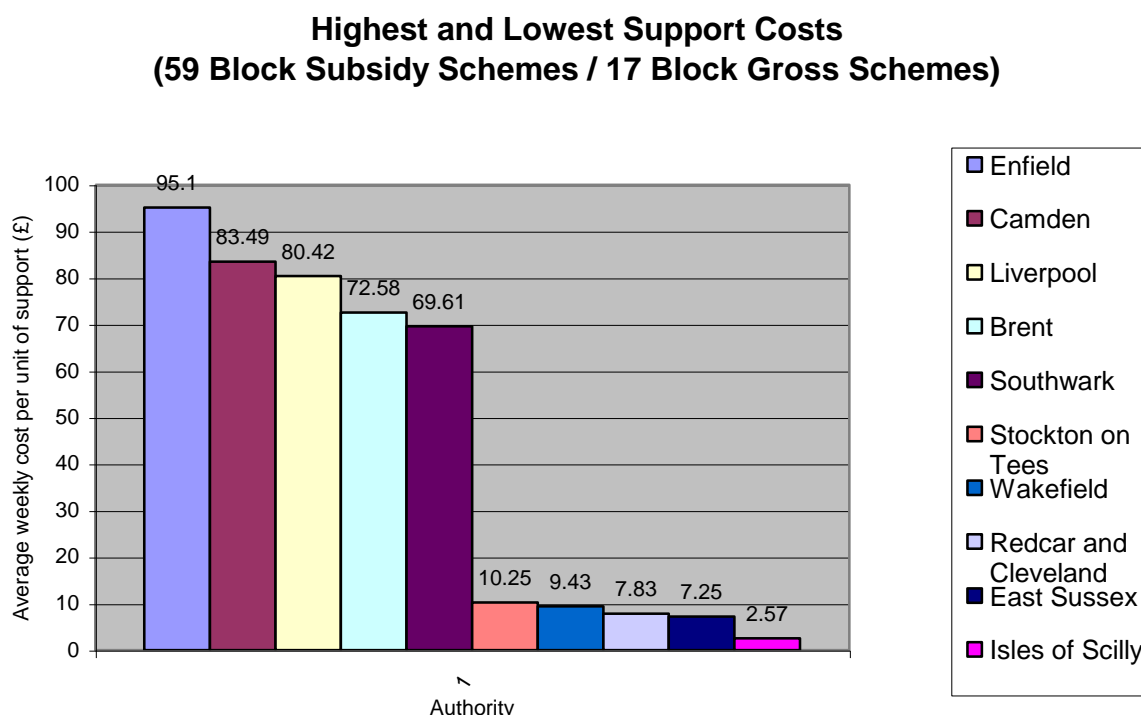
⁴¹ Briefing Paper: Proposals for developing the Distribution Formula, Matrix / ODPM – September 2004
SPDF = Supporting People Development Formula

These savings have been achieved both using the three-year programme of reviews and through establishment closure.

4.5 Comparisons with other Local Authority areas

The total grant allocation for Stockton-on-Tees is relatively low compared to other local authority areas. In fact Stockton-on-Tees has the 5th lowest average weekly support costs per unit of support (£10.25) for the 150 local authority areas in England. Only Redcar and Cleveland had a lower figure (£7.83) in NE England. In comparison the five highest local authority areas ranged from £95.10 (Enfield) to £69.61 (Southwark).

Graph 1 – Highest & Lowest support costs by LA area



4.6 Supporting People Core Budget in comparison with other LA's

From the information below, comparing the 5 Tees Valley local authorities, you can see Stockton-on-Tees has the lowest allocation of core grant per head of population.

Local Authority	Core Grant 2006/07	Population (2001 census)	£ / head of population / annum
Darlington	£3,801,677	97,800	£38.87
Hartlepool	£3,844,755	88,600	£43.39
Middlesbrough	£5,870,430	134,800	£43.55
Redcar & Cleveland	£2,242,288	139,100	£16.12
Stockton-on-Tees	£2,744,952	178,400	£15.39

Total	£18,504,102	638,800	£28.97
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Stockton-on-Tees has a low allocation of Supporting People grant for a number of reasons. Firstly as a result of the current distribution formula. Secondly it is known that the North East of England has the lowest level of grant allocation than any other part of the country (5.2%). This is thought in part to be due to the housing benefit factor. Housing Benefit teams in the region, often working together to compare and determine support costs kept Transitional Housing Benefit Scheme (THBS) payments at a lower level than in other parts of the country. In addition staffing costs tend to be lower in the North East than in other parts of the country. With staffing costing between 60 – 70% of the overall scheme costs this allows services to operate at a lower cost than elsewhere in the country.

More locally, support services in Stockton-on-Tees did not totally rely on THBS funding, often receiving funding from alternative sources. The push by some local authorities to transfer the funding of statutory services into the Supporting People programme did not happen in Stockton-on-Tees. This process, widely known as “cost-shunting” is the reason why the ODPM scrutinised a number of local authorities and is considered one of the main causes for the rapid increase in SP costs nationally.

4.7 What determines how Supporting People funding should be spent?

The Supporting People grant is paid to local authorities (Administering Authorities) under Section 93 of the Local Government Act 2000. This section of the Act allows grants to be made towards expenditure by:

“.....providing, or contributing to the provision of, such (eligible) welfare services as are determined by the Secretary of State.”

The type of service and the amount paid to each authority is outlined in the “Supporting People Grant Directions and Conditions”⁴². The conditions expect the grant to provide housing related support services for vulnerable people, for the purpose of developing that person’s capacity to live independently or sustaining their capacity to do so.

*Housing related support is about promoting independence by sustaining people in the community. This can be by helping people to avoid homelessness or an undesirable move to an institution. It can be also be about providing immediate refuge to homeless people or those at risk of violence. It entails enabling, reminding or assisting service users to live independently and maintain their accommodation.*⁴³

⁴² Supporting People Programme Grant for Excellent Authorities – ODPM, 2.4.04; Supporting People Programme Grant (for Non-Excellent Authorities), ODPM 2.4.04

⁴³ Reference to eligible welfare services in Supporting People Programme Grant (for Non-Excellent Authorities), ODPM 2.4.04

There are two variations on the grant conditions dependent on whether the local authority is defined as being an “Excellent” authority⁴⁴. Stockton-on-Tees has been assessed as one of only 27 “Excellent” local authorities and therefore has slightly different grant conditions under which the money is received from the DCLG compared to the majority of local authorities. The grant for “Excellent” local authorities can be used to fund welfare services whilst the fund for “non-excellent” authorities is to be used to fund eligible welfare services. This slight variation in the wording creates a major issue; and, dependent on the interpretation, may allow the funding of some non-eligible statutory welfare services.

Action: To determine the interpretation of eligible welfare services to be used in Stockton-on-Tees

Services not deemed to be eligible for Supporting People funding include:

- Care services which require registration under the Care Standards Act 2000
- Nursing or personal care services
- Services which fulfill a statutory duty by the Administering Authority
- Psychological therapy or programmes of therapeutic counselling
- General Housing Management services
- Services to enforce specific requirements imposed by a Court of Law.

There have been attempts, both locally and regionally to develop shared definitions for different levels of support for benchmarking purposes. In Stockton-on-Tees we have developed eligibility criteria to enable clarity for providers on eligibility with the current framework (grant conditions and the overall aims of the programme as outlined above) giving a good basis for assessing eligibility of services. It is accepted that there will occasionally be overlaps in the definitions of support and housing management. The overall aims and outcomes of the service should provide the primary criteria for assessing Supporting People eligibility.

4.8 Statutory Services

Often people require both personal care and support services to help them live independently within the community. The local authority through the Council’s Children, Education and Social Care division has statutory duties under community care legislation to provide personal care. The legal framework does not specify services that must be provided but most local authorities have a “hierarchy of needs” which they use to decide the extent to which there is a responsibility to provide services. There are four levels of need – critical, substantial, moderate

⁴⁴ Based on the local authority Comprehensive Performance Assessment (CPA) score.

and low – and the local authority has to make their policy on what level of need they will provide. Stockton-on-Tees provides services for those people with “critical”, “substantial need” and “moderate” needs, and due to resource limitations cannot for low level needs. It is accepted that Children, Education and Social Care have fulfilled their statutory duty when it has assessed all people requesting an assessment and have provided services that meet any identified critical, substantial or moderate need, in line with the local interpretation of the bands.

Providers could find themselves in a position where they are supporting people whose needs are low level so get no service funding from the Children, Education and Social Care division, but whose needs are great enough to put the tenancy at risk.

The national independent review of Supporting People⁴⁵ recommended that it should be commissioners rather than providers who determined appropriate funding for services to meet strategic objectives. Such an approach will enable the Supporting People Commissioning Body and the Council’s Children, Education and Social Care division to agree options for joint funding that would allow some flexibility for the provider to provide a range of services, the balance of which will shift from time to time. There are examples of this working in practice within Stockton-on-Tees with young people’s services, where joint agreements allow the provider to take both care leavers and other homeless young people; and for people with learning disabilities where the provider can support people with both support and personal care needs without having to constantly juggle funding or turn down people in need of a service.

4.9 Contracting and Payments

The Supporting People Team make payments to provider organisations for each of the contracted services. Payments are made on a four weekly basis. The Council contracts with providers for SP funded services and this contract takes into account the Grant Conditions stipulated by the DCLG.

Stockton-on-Tees chose to use the model template contract developed by the ODPM with some local variation on the wording. The contract has two basic alternative sets of financial clauses. Under mainstream **block gross** arrangements, which apply to short-term schemes⁴⁶ the provider is paid a certain amount whether or not the scheme is being used to full capacity. In effect, these are a form of fixed price contract. The payment is to the provider and the end user has no contractual obligation to pay for support.

⁴⁵ Independent Review into the Supporting People programme; Eugene Sullivan, Robson Rhodes, February 2004.

⁴⁶ Short-term schemes are those that provide a support service to an individual for a period of up to two years. This usually includes homeless hostels, women’s refuges, and floating support services.

4.10 Charging

Service users in Stockton-on-Tees are charged for services within a **block subsidy** contract. The system operates so that service providers are responsible for the collection of the support charges. Providers are paid a subsidy through the Supporting People programme in respect of those people receiving a Housing Benefit payment or who have been assessed under the “Fairer Charging” regime. These arrangements are enshrined in the Grant Conditions.

There have been 40 Supporting People Fairer Charging assessments requested in Stockton-on-Tees up to July 2006 of which 23 were approved for subsidy payment.

The charging arrangements for Stockton-on-Tees are detailed in the Charging Subsidy Policy and Guidance first issued in April 2003⁴⁷. The overall principles of the charging policy are that it is:

- Fair and understandable for users of services
- Administratively simple for all parties
- Balancing the risk between providers and commissioners
- Consistent with other charging and income assessment policies locally

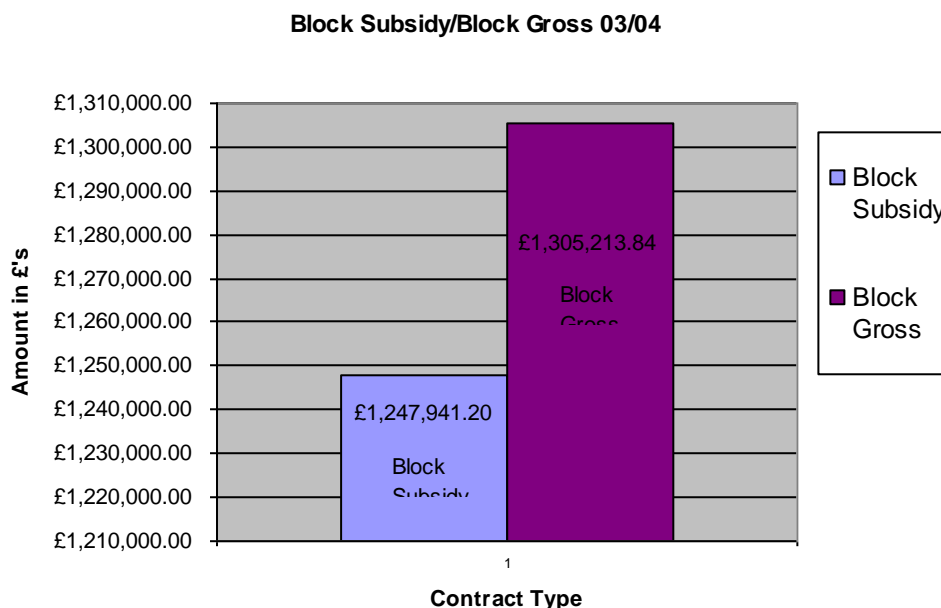
The charging policy was developed in line with guidance from the ODPM. In the three years of working within this policy there have been very few, if any, queries from providers or concerns from service users. The policy is similar to that used in other local authority areas within the Tees Valley area and is the most popular arrangement nationally.

Under **block subsidy** arrangements, which apply in most long-term schemes⁴⁸ the provider is paid the unit cost multiplied by the full capacity of the scheme, depending on how many of the users qualify for Supporting People subsidy. In principle, therefore, anything from no users (if the scheme was either empty or full of self-payers' who didn't qualify for subsidy) to all users in a fully occupied scheme. The block subsidy contracts oblige providers to regularly inform the Council of the current service recipients' subsidy eligibility, and for the Council to regularly adjust the payment to providers accordingly. In effect, block subsidy contracts are a form of variable volume contract. It is the providers' responsibility to specifically credit each payment to the accounts of individuals who qualify for subsidy. For the subsidy to be payable to the end user there is usually a clause within the tenancy agreement obliging the user to pay the support charge to the support provider. Under this arrangement the provider, not the Council, takes responsibility for bad debts and voids losses.

⁴⁷ Supporting People Charging and Subsidy Policy and Guidance, Stockton Borough Council, April 2003.

⁴⁸ Long-term schemes are those that provide support services to people living in their permanent home e.g. sheltered housing for older people

Graph 2 – showing Number & Value of Block Gross & Subsidy schemes, 2003-04 (there has been little change up to 2005/06)



4.11 Unit Costs

The unit cost of providing the support service is currently determined by the provider organisation. This is based on individual assessments carried out under the THBS, with the money being transferred into Supporting People grant and payable under the existing contract to the provider. As each year passes there is no “in principle”⁴⁹ reason why the user can’t be charged more than the available subsidy. This is of concern especially for self-funders who may find they are asked to pay a higher charge for support than those users being subsidised. It is also possible that even subsidised users may be asked by the provider to pay an additional charge out of their own pocket to meet the full unit cost.

4.12 The Effectiveness of contracting arrangements

Providers have indicated they are happy with the arrangements for both block gross and block subsidy contracts. The majority of providers signed up to their contract prior to the commencement of the Supporting People programme. By April 2005 all but one contract (73 / 74) was signed. The outstanding contract⁵⁰ is not in dispute and is considered effective as regular payments are made and received. Subsequently the provider has transferred responsibility for this service to another provider.

⁴⁹ The block subsidy contract requires a clause specifying that the provider can only charge the user a sum equivalent to the unit cost specified in the SP contract. However basic Landlord Tenant law might apply, which outside “secure” tenancies, expects service charges to be set according to the Landlord’s actual or expected costs, not the actual amount of available subsidy. If this line of argument is accepted not even the inclusion of such a clause would be sufficient to prevent providers raising their support charges above the agreed available subsidy levels.

⁵⁰ Low risk Almshouse service with 14 users

Although the contract arrangements work well the process of identifying subsidy claimants and subsequent checking with Housing Benefits to ensure a current HB payment is being made is administratively complex, time consuming and expensive. The process relies on getting acknowledged receipt of HB and written permission to allow a check with HB from every subsidy applicant. Movement in and out of properties also requires monitoring. The resource of one full time officer within the SP Team is used to track changes within schemes and each provider will use additional resources to ensure these changes are recorded and communicated back.

Action: Plan to undertake review and cost benefit analysis of current contracting arrangements during 2005 and consider alternative options

Section 5

5.0 Annual Plan 2006-07

This section sets out the immediate priorities for review and change, including a summary of intended spend & unit provision by client group and service type in 2006-07. This section contains the detail of **how** key priorities of the strategy will actually be delivered. There are also longer-term plans that the Commissioning Body would like to undertake but realises it cannot without the available resources. These are detailed at the end of this section to provide information to assist commissioners with a planning framework.

The Annual Plan sets out the key actions to be undertaken to meet the commissioning and work priorities of the Supporting People programme in 2006/07. The Annual Plan is broken down into two main areas

- Scheme Development Objectives
- Work Objectives

Each objective provides a list of actions that need to be taken by the Supporting People Team to meet the specific objectives. The plan gives an indication of the timescale for carrying out each action and identifies the person responsible for ensuring the work is undertaken.

The Annual Plan informs the Service Improvement Plans for both the Council's Housing Department and the Adult Strategy Team.

The two key headings within the Scheme Investment Objectives are:

1. Extra Care - Hardwick
2. Substance Misuse – move on accommodation

The six key headings within the Work Objectives are:

1. Ensure appropriate planning & management of the Supporting People Team
2. Manage the contracts & provider involvement within the Supporting People programme
3. Manage the Supporting People 5-year strategy and development of new services
4. Review services and monitor performance of all Supporting People services
5. Ensure the effective functioning of the Commissioning Body and Planning & Strategy Group
6. Ensure the effective involvement of service users

The Annual Plan takes a holistic view of what's required and identifies the range of actions to be carried out by the Supporting People Team to achieve the objectives.

Considering current progress with the Supporting People work

programme locally has identified these actions, the risks associated with the programme and the identified investment priorities.

The Action Plan also identifies the key performance targets of the Supporting People programme by which the DCLG will measure the performance of the Supporting People Team in 2006/07. It also identifies specific targets identified by the Supporting People Team to meet Stockton Borough Council performance targets.

Our Immediate Plans & Priorities

The Five Year strategy has identified a number of **High Priority Scheme Investment Objectives** and **Priority Service Objectives** along with a number of **Work Priorities**. The estimated overall cost of achieving these changes is a minimum of £70,000. Although this is achievable within the four-year timeframe of 2006 – 2010 based on current funding availability it does not allow for the level of growth in new services needed. The following is the detailed Supporting People Unit Action Plan showing details of the identified services requiring funding and timescales for achieving this and the work programme objectives.

Our Medium / Longer Term Plans

The 5-Year Strategy (2005-2010) developed last year identified a wider number of schemes and services required within the Borough to meet the level of identified need. These are listed below to provide the Commissioning Body and planners with information to help prioritise future service need. The overall cost to deliver the identified schemes / services is £1,325,000 although there are additional costs associated with the capital for accommodation based services.

Ref.	Scheme / Service	Client Group	Investment
LT 1	120 units of rented Extra Care in next 10 years with an additional 100 units for outright sale or shared ownership	Older people	£150,000 (will need additional investment from Social Care to cover personal care costs) + Capital building costs

LT2	Accommodation based supported housing schemes for people with learning disabilities (4 – 12 units)	Learning Disabilities	£210,000 (will need additional investment from Social Care to cover personal care costs) + Capital building costs
LT3	Accommodation based supported housing schemes for people with mental health problems (4 – 12 units)	Mental Health	£150,000 + capital building costs
LT4	200 units of low level F/S	Older People	£200,000
LT5	Additional costs for development of assistive Technology (Telecare)	Older people and disabled people	£100,000
LT6	Supported Lodgings scheme	Young people at risk	£70,000
LT7	Tenure Blind F/S service for homeless people	Generic	£200,000
LT8	Resettlement service linked to homelessness	Generic / Homelessness	£60,000
LT9	Management of Rent Guarantee Bond Scheme	Homelessness	£25,000
LT10	Investment in Night Stop scheme	Homelessness	£20,000
LT11	Floating Support Service for people with learning disabilities	Learning Disabilities	£40,000
LT12	Home Improvement Agency	Generic	£100,000
		Total	£1,325,000

<p>UNIT PLAN 2006 – 2007:</p>	<p>SERVICE DEVELOPMENT OBJECTIVES – KEY ACTIONS 2006/07</p>																		
	<p>High Priority Scheme Investment Objectives</p>																		
	<p>Extra Care (Contract approx £50,000 + additional investment from Social Care for personal care provision.)</p>																		
	<table border="1"> <thead> <tr> <th data-bbox="667 488 1476 552">Action</th> <th data-bbox="1476 488 1653 552">Timescale</th> <th data-bbox="1653 488 1771 552">Responsibility</th> <th data-bbox="1771 488 2085 552">Achieved</th> </tr> </thead> <tbody> <tr> <td data-bbox="667 552 1476 663">Identify Support Provider – tender procurement process</td> <td data-bbox="1476 552 1653 663">Autumn 2006</td> <td data-bbox="1653 552 1771 663">Peter Smith / Janet Baker</td> <td data-bbox="1771 552 2085 663"></td> </tr> <tr> <td data-bbox="667 663 1476 735">Scheme building completion</td> <td data-bbox="1476 663 1653 735">April 2007</td> <td data-bbox="1653 663 1771 735">SP Team</td> <td data-bbox="1771 663 2085 735"></td> </tr> <tr> <td data-bbox="667 735 1476 847">Support Service commences</td> <td data-bbox="1476 735 1653 847">May 2007</td> <td data-bbox="1653 735 1771 847">SP & Ind. Living Team</td> <td data-bbox="1771 735 2085 847"></td> </tr> </tbody> </table>	Action	Timescale	Responsibility	Achieved	Identify Support Provider – tender procurement process	Autumn 2006	Peter Smith / Janet Baker		Scheme building completion	April 2007	SP Team		Support Service commences	May 2007	SP & Ind. Living Team			
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Services being developed by Commissioning Body in context of Supporting People Strategy and revision to priorities

Service	Resources	Timescale	Responsibility	Achieved
Electronic Assistive Technology (Telecare)	Unlikely to receive SP funding in first instance. AST taking a lead role in commissioning through the DoH two year telecare grant pilot of £258,000	By March 2008	CESC Adult Strategy Team	
Homelessness F/S Scheme – strategic review	To be identified	By March 2007	SP Team & Housing Options	
Rent Guarantee Bond Scheme	£20,000 (may not be SP funded and may need additional funding from homelessness resources)	By December 06	SP Team & Housing Options	
Learning Disability – new services to meet growing demand	Unknown but may be funded from CESC community care budgets based on new services representing increased VFM	In line with LD Housing Strategy	SP Team & AST LD commissioners	
Home Improvement Agency	No current resources identified. Current work ongoing to benchmark costs and a business case being developed to identify additional funding sources with possible implementation in 2007/08	March 2007	Urban Renewal & SP Team	

	Community Alarm (Strategic Review)	Existing resources to be used to remodel service	August 2007	SP Team	
	<p>Older Persons Housing:</p> <ul style="list-style-type: none"> • SBC Sheltered Housing (strategic review) • Remaining older people's services 	Existing resources to be used to remodel service	<p>April 2007</p> <p>December 2007</p>	SP Team & Housing Strategy Team	
	* Development of generic floating support services i.e HIV/Aids; Homelessness, Teenage Parents; Offenders; Mental Health	To be identified following receipt of 3 Year funding settlement from DCLG and review of existing services.	December 2007	SP Team; Housing Options Team	
* Identified at SP Commissioning Body event – update on service user profile 19.5.06.					

UNIT PLAN 2006 – 2007:

PURPOSE

Supporting People Vision

We will deliver a diverse range of high quality housing related support services to vulnerable people living in the Borough by ensuring:

- **Best use of available resources,**
- **Delivery of services to meet peoples needs,**
- **New services are integrated with existing services and strategic plans, and**
- **Account is taken of the views of service users, partners and stakeholders.**

The key functions and purpose of the Supporting People Team are: -

Undertake work on behalf of the Commissioning Body and

WORK OBJECTIVES – KEY ACTIONS 2006 - 2007

Objective 1: Ensure appropriate planning & management of SP Team

Action	Timescale	Responsibility	Achieved
Prepare for SP inspection in December '06 via SP Steering Group.	December 06	PRS	
Implement the Continuous Improvement Plan for SP following Audit Commission Inspection.	As agreed	PRS/NG /CB	
Carry out annual appraisals of all SP staff.	July 06	PRS/NG	
Identify training and development needs of staff and source.	July 06 onwards	PRS/NG	
Ensure all SP team members have individual smart work plans.	June 06	PRS/NG	
Update risk register in line with developing SP Programme.	July 06	PRS	
Set up SLA with CFST, Finance, Legal and Housing Benefits Teams.	Aug 06	PRS	
Ensure staff adhere to CESC lone working policy.	Ongoing	NG	
Regularly review SP policies and procedures to ensure they remain fit for purpose.	Ongoing	NG/PRS	
Ensure that frontline customer service staff are aware of the SP programme and the services it can offer.	Ongoing	SP Team	
Update SPKweb & SBC websites to provide relevant information on Supporting People with accessible sign posting.	Ongoing	DC	
Develop Service Provider Directory / database / List of support services, providers, access and contact information, etc.	Aug 06	NG/DC	

<p>Planning and Strategy Group to plan, develop and commission housing related support services for vulnerable people.</p> <p>To support and contribute to the development of services to meet the supported housing needs of vulnerable people, ensuring effective multi-agency collaboration to achieve agreed priorities.</p> <p>OBJECTIVES</p> <p>Key unit objectives are:</p> <p>8. Ensure appropriate planning & management of SP Team</p> <p>9. Manage the SP contracts & provider involvement in the SP programme</p> <p>10. Manage the “Supporting People” 5-year</p>	<p>Identify cashable and non-cashable efficiency savings using the Gershon principles as part of the corporate commitment to overall efficiency. Keep a record detailing the savings achieved.</p>	March 07	PRS																													
	<p>Ensure CareSupport IT system is fully functional in “live” environment.</p>	Oct 06	PRS / JB																													
	<p>Identify ‘expert’ officers to assist the SP team in developing services i.e. Finance, Housing Benefit, Health and Safety, Protection of Vulnerable Adults.</p>	Ongoing	PRS																													
	<p>Participate in regional workshops to consider additional ways of improving SP efficiencies – identifying key projects</p>	March 07	PRS/NG																													
	<p>Produce an annual planner showing key actions/dates.</p>	September 06	DC																													
	<p>Explore the possibility of adding SP to the Local Area Agreement.</p>	August 06	JA/RH																													
<p>Objective 2: Manage the SP contracts & provider involvement in the SP programme</p> <table border="1"> <thead> <tr> <th>Action</th> <th>Timescale</th> <th>Responsibility</th> <th>Achieved</th> </tr> </thead> <tbody> <tr> <td>Review Charging & Subsidy Policy.</td> <td>Sep 06</td> <td>PRS</td> <td></td> </tr> <tr> <td>Undertake a review of current contracting arrangements to ensure value for money and appropriate financial risk management (i.e. block gross /subsidy contracts).</td> <td>Jan 07</td> <td>PRS</td> <td></td> </tr> <tr> <td>Ensure accurate payments to providers made on 4-weekly basis.</td> <td>Ongoing</td> <td>SP Team</td> <td></td> </tr> <tr> <td>Undertake annual provider satisfaction survey.</td> <td>Oct 06</td> <td>SP Team</td> <td></td> </tr> <tr> <td>Produce regular Supporting People newsletters.</td> <td>Sep 06 Dec 06 March 07</td> <td>SP Team</td> <td></td> </tr> <tr> <td>Attend provider forums.</td> <td>Quarterly</td> <td>PRS/NG</td> <td></td> </tr> </tbody> </table>					Action	Timescale	Responsibility	Achieved	Review Charging & Subsidy Policy.	Sep 06	PRS		Undertake a review of current contracting arrangements to ensure value for money and appropriate financial risk management (i.e. block gross /subsidy contracts).	Jan 07	PRS		Ensure accurate payments to providers made on 4-weekly basis.	Ongoing	SP Team		Undertake annual provider satisfaction survey.	Oct 06	SP Team		Produce regular Supporting People newsletters.	Sep 06 Dec 06 March 07	SP Team		Attend provider forums.	Quarterly	PRS/NG	
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strategy and development of new services 11. Commission services, ensure contract compliance and monitor performance of all SP services 12. Ensure the effective functioning of the Commissioning Body and Planning and Strategy Group 13. Ensure the effective involvement of service users 14. Ensure the effective involvement of providers and other stakeholders	Continue to ensure provider representation on Planning and Strategy Group (3 Reps)	Ongoing	NG	
	Review "eligible" welfare services for SP funding	Sept 06	PRS	
	Work with providers to update needs mapping information	May 06	PRS	
Objective 3: Manage the "Supporting People" 5-year strategy and development of new services				
<u>SUMMARY OF RESOURCES</u>	Action	Timescale	Responsibility	Achieved
	Update client group information in 5 year strategy and refresh action plan.	Aug 06	PRS	
	Use the findings from the recently commissioned research on Community Alarms and Older People Accommodation, Care and Support Strategy to decommission and commission services.	Aug 07	PRS/CB	
	Commission a support provider for the Extra Care scheme in Hardwick.	April 07	PRS	
	Explore the support needs of clients in move on accommodation (substance misuse) in partnership with Endeavour and Carr-Gomm.	Aug 06	PRS	
	Assist with development of accommodation strategy and appropriate action plan for people with learning disabilities and support the move, where there are adequate resources away from residential care.	In line with LD Housing strategy	PRS	
	Quantify the cost benefits and impact of providing housing related support alongside broader (social care, primary care & probation) initiatives in line with national policy on outcomes for SP.	Ongoing	PRS	
	Work with other local authorities in the immediate area to ensure consistency in delivering the SP programme.	Ongoing	PRS	
	Manage the SP budget and predict the level of savings / resources available for investment in new services by producing a three year financial plan and establishing a Performance and Finance Sub Group.	July 06	PRS	
	Introduce a single access point for SP related services – undertake consultation with service users and providers.	March 07	PRS/NG	

Staff:
 SP Lead Officer x 1 (**PRS**)
 SP Modernisation Manager (**NG**)
 SP Commissioning Manager x 1 (**JB**)
 SP Project Officer x 1 (**DC**)
 SP Finance Officer x 0.8 (**KR**)
 SP Administrator x 1 (temp) (**SD**)

Budget:
 SP Grant: £2.75 million
 SP Admin Grant: £129K

Assets:

- 6 PC's
- 4 printers (colour)
- 1 ODPM PC (SPINTLS)
- 1 (ODPM) printer (B&W)

Key:
 PRS = Peter Smith
 NG = Naomi Garbutt
 JB = Janet Baker
 DC = Denise Cutler

Objective 4: Review services and monitor performance of all SP services

Action	Timescale	Responsibility	Achieved
Provide Milestone Returns to DCLG on quarterly basis.	Quarterly	PRS	
Provide all key PI information to DCLG on quarterly basis.	Quarterly	JB	
Ensure contract compliance against quality assessment framework and provide regular information to Commissioning Body on performance.	Ongoing	JB	
Roll out the Quality Assessment Framework (QAF)(supplementary objectives) to raise standards with support providers. To ensure all providers achieve a level "C" in all objectives.	March 08	JB/CB	
Ensure ongoing accreditation of all housing provider organisations as part of the Supporting People programme.	Ongoing	JB	
Produce regular reports for SP Commissioning Body on performance on KP's and develop local indicators.	Ongoing	JB	

Objective 5: Ensure the effective functioning of the SP Commissioning Body and Planning & Strategy Group

Action	Timescale	Responsibility	Achieved
Separate Commissioning Body from Planning and Strategy functions to ensure improved governance arrangements.	April 06	CB	
Revise terms of reference and memorandum of understanding for Commissioning Body and Planning and Strategy Group.	April 06	CB	
Develop a formal protocol for dealing with provider disputes & rules on appeals with the Commissioning Body.	Sept 06	PRS	
Ensure the Commissioning Body meet on a regular (at least bi-monthly basis).	Ongoing	PRS	

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Where are we aiming to be?

Key service delivery and organisational performance targets for 2006/07.

PERFORMANCE TARGETS 2006/07

PERFORMANCE INDICATOR	TARGET 06/07	ACTUAL PERFORMANCE 2006-07			
Service Delivery		Q1	Q2	Q3	Q4
SP – KPI 1	Increase number of service users who are supported to establish and maintain independent living (for long term services). (ODPM key performance indicator – base line to be set by ODPM)				
SP – KPI 2	Increase number of service users who have moved on in a planned way from temporary living arrangements (for short term services) (ODPM key performance indicator – base line to be set by ODPM)				
SP – KPI 3	Ensure fair access to people who are eligible for SP services. This relates primarily to BME groups but we will look to examine this against other client groups. (ODPM key performance indicator – base line to be set by ODPM)				
Local PI	100% of supported housing service providers				

	improving their 'quality of service' score (Community Strategy Objective 31) by 2007/08				
Local PI	100% of providers achieving at least level C in all QAF objectives (SIP 5.2) by 2007/08				
Organisational Delivery (core objectives)					
PI Description	Performance Target 06/07	Responsible Officer	Outcome achieved		Comments
Percentage of letters answered within target time of 10 working days	100%	PS / DC			
Percentage of service complaints actioned within prescribed timescales - % acknowledged within 5 working days - % replied to within 10 working days	100% 100%	PS / DC			
Number of training days per FTE		PS / DC			
Training		PS / DC			

expenditure per FTE				
Days lost to sickness absence per FTE		PS / DC		Total No. of days lost divided by (No. of FTE staff x Working days available (228) = % Days per FTE lost = (total no. of days lost divided by no. of FTE).
% of staff appraisals completed	100%	PS / NG		
% of emails - acknowledged within 1 working day - answered within 10 working days	100%	SP Team		

Glossary

Accommodation based support	Support 'tied' to a specific address, for example support provided to sheltered housing, hostels, women's refuge or foyers for young people.
Accountable Officer	Senior officer of the local authority responsible for the SP programme. Is a high profile champion within the authority and in wider partnerships.
Accreditation	The process by a Commissioning Body will determine whether a provider of housing related support may tender for Supporting People services in England.
Accreditation Lite	Also known as Accreditation for Sole Traders. The Accreditation Lite guidance has been produced for accrediting sole traders (e.g. supported lodgings/adult placements), as not all the criteria used in the general accreditation guidance for larger organisations will apply to sole traders. Administering Authorities may also wish to consider applying this guidance to small partnerships, where each partner is equal and where they do not employ more than two housing related support staff.
Adult Placements	Adult placements are services provided in short- or long-term accommodation with support provided to a small number of adults (usually less than 4) in a family home. Most adult placements are part of an Adult Placement Scheme with individual service users being placed in the family home of an Adult Placement Carer approved by the Scheme. An Adult Placement Scheme is the body that an Administering Authority would enter into a contract with and hence which would be subject to a Service Review. Schemes are managed by either a local authority or independent (profit making or non-profit making) body and are responsible for recruiting, assessing, training and supporting Adult Placement Carers; for taking referrals, matching and placing service users with Adult Placement Carers; and for supporting and monitoring placements.
Anti-discriminatory practice ADP	is complementary to the practice of equal opportunities. It is specific actions which an

organisation takes in order to ensure that it is not unwittingly operating in a discriminatory way. Simple examples are attempts to create positive attitudes and behaviour to people and challenging negative attitudes and discrimination.

Advocacy	Literally, “speaking on another person’s behalf”. In the context of social care, advocacy refers to helping somebody to present their views because it is difficult for them to do it themselves, typically because of a communication difficulty or lack of confidence or experience.
AA	Administering Authority - The body, usually a local authority, which will receive Supporting People Grant and administer contracts for Supporting People Services on behalf of the Commissioning Body.
Agency, Managing Agent	A contractual arrangement whereby an agent acts on behalf of another (the principle) to provide housing management and maintenance services. Often applied to voluntary organisations undertaking housing management on behalf of a Registered Social Landlord (RSL).
ALA	Administering Local Authority
Almshouse	A house provided by a charity for a person in need.
Approved providers	Accredited providers of Supporting People services subsequently chosen by a Commissioning Body, in conjunction with an Administering Authority, as suitable organisations with which to contract for the provision of Supporting People services.
Benchmarking Clubs	Organisations working together formally to review and compare performance and processes and share good practice.
Best Value	A duty on local authorities to review the services they provide for local people and improve them by the best means available. This must be done in consultation with the people who use the services and the wider local community.
B&ME	Black and minority ethnic

Block purchasing	Block – the purchasing of support services for more than one person, usually in advance of the service being delivered.
Chaotic life style	Transient disorganised life styles often linked with anti-social or behavioural problems.
Client group	The Office of the Deputy Prime Minister has identified 21 client groups. This is on the basis that people from these groups have been identified as ‘vulnerable’ and may require support to enable them to live independently. In theory ‘classifying’ people into a group enables data to be collated and compared. However, individuals who can be ‘classified’ in a group may not have a housing related support need and can also ‘fit’ more than one client ‘group’. This strategy aims to recognise the individual’s needs.
Commissioning Body (CB)	The Commissioning Body is a partnership of local authorities, health and probation services. The Commissioning Body may not be formally constituted but will have terms of reference, which define its role and responsibilities.
Community alarm services	Community alarm services include dispersed and ‘hard wired’ services that are usually provided in sheltered and purpose built disabled person’s accommodation. Basic community alarm services enable people to call for assistance. Local authorities provide the majority of community alarm services but RSL’s and private sector firms also provide them.
Contracts - Definitions and types.	An agreement between two or more parties, that is enforceable by law. An example is the contract between an Administering Authority (acting on behalf of the Commissioning Body) and a provider of Supporting People services, whereby the provider will supply support, in return for payment from the authority.
Contract monitoring	Contract monitoring is the regular process undertaken by Administering Authorities to ensure that providers comply with the requirements of the contract and are performing effectively. Contract monitoring is an extremely important process as it provides regular information to update authorities’

understanding of the quality and effectiveness of Supporting People services. The service review process happens periodically and cannot provide Administering Authorities with a more immediate understanding about whether services are improving. The contract monitoring process enables Administering Authorities to intervene to improve performance so that less work is required at the service review stage.

CSG	Core Strategy Group (in Stockton this functions as the Planning & Strategy Group)
Cross authority issues	Matters related to services that cross local authority boundaries including assessing needs and supply for services, strategic planning, funding, monitoring, reviewing and decision-making. These are addressed in the formal relationship between the Cross-Authority Group (the CAG) and the local Commissioning Bodies.
(DAT) Drug Action Team	Drug Action Team – a local authority team including representatives from all relevant bodies.
DoH	Department of Health.
Dispersed alarm	Dispersed alarm is used to refer to community alarm equipment supplied to service users. The equipment may include specially adapted telephones. Unlike ‘hard wired’ alarms they are not provided as part of the fixtures in a building.
Diversity	Diversity refers to the need for services not to exclude particular groups within the community e.g. people of particular gender, ethnic background or age ⁵¹ . Services receiving Supporting People funds should embrace the varied and diverse nature of the populations that they seek to serve and ensure that services enable people to be open about and proud of their own identities.
DTLR	Dept. for Transport, Local Government and the Regions.
DWP	Department of Work and Pensions.

⁵¹ Unless, of course, the service is targeted at a specific group e.g. older people or women fleeing domestic violence, in which case diversity within that group is to be promoted.

Eligibility	<p>To receive funding from Supporting People, the type of support provided to the individual needs to be eligible. If a service is not provided housing related support it is not eligible. Non-housing related support – and therefore ineligible - services can include social ‘care’ services, housing management services or advice. As a provider often provides a range of support, the service review process aims to determine how much of this is housing related and therefore eligible for funding.</p>
Empowerment	<p>Empowerment may be defined as “the means by which individuals, groups and/or communities become able to take control of their own circumstances and achieve their own goals, thereby being able to work towards helping themselves and others to maximise the quality of their lives”.⁵²</p> <p>Empowerment means having increased control over your own life; having information with which to make choices; being listened to; being responded to based on what has been said; sharing appropriate power.</p> <p>Being empowered leads to the reality of having control – of actually being able to make choices, give instructions, take charge; the sense of being empowered – of feeling competent, confident, and respected; and the image of being empowered – of being seen as someone who has power and control, and is able to use it.</p>
Engagement	<p>A general term that may be translated as “involvement” or “participation”. It is used in the QAF primarily in relation to the aim of enabling, encouraging and supporting service users to live “ordinary” lives and hence participate in the same ranges of activities as the general population e.g. education, employment, using transport, health, sports and leisure services, making and maintaining friendships etc.</p> <p>The opposite of engagement is isolation – living life within the support environment and having very little contact outside of it.</p>
Evidence	<p>Tangible evidence, which must be demonstrated by a provider to justify awarding itself any given performance level. The development of evidence</p>

⁵² Adams, 1996

requirements and indeed the QAF objectives themselves, have drawn on a range of other works, which are listed at Appendix 5 of the QAF guidance.

Extra care (also known as very sheltered or extra service)	While there is no clear general understanding of this term it includes a mix of facilities and services covering a range from sheltered housing with an additional personal and domestic care services through dedicated on site teams, to purpose built facilities designed to deal with a high degree of disability. Within the context of this guidance it does not include schemes registered for residential care.
FLAP	The Financial and Legal Advisory Panel that has been convened to examine the relationship between housing associations and managing agents.
Floating Support	Support that is made available to the individual in their own accommodation; it is not tied to specific accommodation.
Hard Wired	Refers to alarm equipment that is provided as part of the fixtures in a building. For example, an intercom with one or two way speech, and a series of pull cords that activate the alarm. Alarm calls can be responded to by on-site staff and/or by control centre staff.
'Hard to reach' groups	This term is used for groups who have not been traditional easy to engage or involve in consultation on services. For example rough sleepers who tend to have a transient lifestyle.
HImP (health improvement programme)	An action programme to improve health and healthcare locally and led by the Health Authority. The programme usually involves NHS Trusts, Primary Care Groups, and other primary care professionals, working in partnership with the local authority and community groups.
Home Improvement Agency (HIA)	These agencies enable vulnerable people to maintain their independence in their chosen home for the foreseeable future. Vulnerable people may include older people, people on low incomes, people with disabilities and other groups determined by local circumstances. The homes

	would usually be in the private rented; leasehold or owner occupied sector.
Homes for life	This term is usually applied to specially designed accommodation that enables independent living despite increasing physical or mental frailty. The accommodation is designed to be able to respond to individuals changing needs.
HB	Housing Benefit.
Housing Corporation	The main agency for supporting Registered Social Landlords in England. It makes grants available to housing associations and supervises and regulates their work.
HIP	Housing Investment Programme.
Housing related support Services	These are support services which are provided to any person for the purpose of developing that person's capacity to live independently in accommodation or sustaining his capacity to do so.

Examples of housing related support are: -

- Help older people remain in their own home as long as they wish to by funding visiting support services
- Continue to provide services (e.g. wardens) in sheltered schemes
- Help young people leaving care prepare for greater independence through training in basic skills such as cooking and hygiene
- Help people leaving institutions (e.g. prison) or who have been homeless set up home
- Provide on-going support for people adjusting to more independent living, if moving into their own home after living in a special housing and support scheme

HRA	Housing Revenue Account.
Inclusive Forum	The Forum has a central role in working up the priorities of the Supporting People Strategy at a local level, and includes all stakeholder groups. Fora are likely to be a half or full day workshops or seminar events, bringing people together to exchange views and comments.
Internal Audit	A means by which an organisation examines the extent to which its policies and procedures are

implemented. Internal audit does not apply only to financial systems but to the full range of an organisations activities.

JCSHR Joint Centre for Scottish Housing Research – St Andrews University. Manages Client Record Forms.

Joint Investment Plan (JIP) Joint Investment Plans – prepared by health authorities and local authorities to support delivery of key aspects of the Health Improvement Programme.

Joint Commissioning The process of commissioning services with partners to seek greater efficiency and effective use of resources.

KPI Key Performance Indicators.

LO Lead Officer (within the Local Authority)

Local Area Agreements (LAA)
LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level.
LAAs simplify some central funding, help join up public services more effectively and allow greater flexibility for local solutions to local circumstances.

Local Strategic Partnership (LSP)
These are single non-statutory bodies that bring together local public, private, community and voluntary organisations, generally at the level of District, County and Unitary councils. They work with the local community to identify and tackle key issues such as crime, unemployment, education, health and housing in a more co-ordinated manner than has happened before.

Management agreement An agreement between a housing association and another party, which may itself be an association, whereby one party manages some of the other's properties. Such agreements exist for housing and support where the management of a particular property is given to an agency with more experience of the needs of the residents who will live in the property.

MAPPA	Multi Agency Public Protection Agreement
National Care Standards	<p>The National Care Standards Commission has been established since 1 April 2002 as a non-departmental public body to take on the regulation of social care and private and voluntary health care in England. They regulate:</p> <ul style="list-style-type: none">• Care Homes• Children's Homes• Domiciliary Care Agencies• Residential Family Centres• Voluntary Adoption Agencies• Independent Fostering Agencies• Private and Voluntary Hospitals and Clinics• Nurse Agencies• Day Centres
ODPM	Office of the Deputy Prime Minister.
PAGS	Probation Accommodation Grant Scheme is a grant paid by the Home Office to Probation services, to fund accommodation and support for ex-offenders. PAGS funding for support will transfer to Supporting People Grant from April 2003.
PCT Primary Care Trust	Are free standing, legally established, statutory bodies with new flexibilities and freedoms, responsible for delivering better health and better care to their local population. They have their own budget for local health care, are able to employ staff and develop new integrated services for patients. They undertake many of the functions previously exercised by Health Authorities, for example commissioning health services and investing in primary and community services.
Performance Indicators	Specific information used in a planned way to measure and assess performance.
Permanent Accommodation	Where a legal agreement exists for occupation that has no time restriction or where there is a time limit, it is of such length that it would be reasonable to assume that the resident could live in the property for the rest of their life if they wish.
Planning & Strategy Group (P&SG)	The core strategy group developed in Stockton-on-Tees and required to be in place by central

government to help plan for the SP programme. The P&SG reports to the SP Commissioning Body and has representatives of partner organizations.

Provider	Organisation providing housing related support services – includes RSLs, voluntary sector organisations, local authorities and the private sector.
QAF	The Quality Assessment Framework for Supporting People. The QAF defines service objectives (core and supplementary) against which providers can carry out self-assessments.
QAF Lite	<p>QAF Lite is a variation of the Quality Assessment Framework for Supporting People services. QAF Lite is to be applied where services are provided by (i) small traders employing less than one full-time equivalent member of staff; (ii) sole traders; (iii) small organisations, for low weekly rates per service user as part of small overall contracts. Typical services to which this version of QAF might apply would be (i) supported lodgings where the Supporting People contract is held by the householder rather than a placement agency. (ii) almshouses</p> <p>The QAF Lite includes fewer requirements than the QAF itself in recognition of the inappropriateness and difficulties of applying many of the requirements to more informally delivered services and services with low levels of Supporting People Grant.</p>
RSL	Registered Social Landlord.
Scheme (Contract) Review	A contract review is undertaken prior to the expiry of a fixed term contract. The purpose of the review is to decide whether the contract should be renewed, and if so, on what terms.
Service objectives	The 17 “headline” statements of good practice contained in the QAF.
Service specification	A description of the nature of the service that a supplier is expected to provide, often incorporated into a contract.
Service reviews	The process that the Supporting People team carries out in partnership with service providers,

service users and other stakeholders to ensure the service is meeting a need, is contributing to wider strategic aims and objectives, is high quality and offers value for money.

Sheltered Housing	This term is used to describe a wide range of housing that is aimed at older and or disabled people. It includes grouped housing with a resident or visiting warden; bungalows and flats that are dispersed and very sheltered or extra care provision.
Social audit	A process designed to assess the social impact of an organisation's activity on its stakeholders, community and environment.
Sole traders	Sole traders are individual support providers who are not working for a charity, housing association, limited company or other type of organisation but are working for themselves, often in their own home, and not employing any housing related support staff. Examples of sole traders are supported lodgings or adult placements where there is no overarching organisation.
Supported Housing Management Grant (SHMG)	Housing Corporation revenue funding for RSL supported housing services. From 1 April 2003 SHMG will transfer to the Supporting People Grant.
Staff	<p>The term "staff" refers to all people working to deliver the service, both paid (employees or agency staff) and unpaid (i.e. volunteers and management committee members).</p> <p>In supported lodgings (see below) the term "staff" needs to be considered and interpreted in the context of the particular service. In some cases it will refer only to employees of the placement agency, but in other cases it will refer also to the "host". The following examples from the QAF are intended to illustrate this point.</p> <p>In objective C1.1 "staff" applies to the placement agency staff: "The needs assessment procedures are covered in staff induction and/or training programmes"</p> <p>In objective S2.1 "staff" refers to both agency staff and the host: "The confidentiality and privacy policies are understood and implemented by staff".</p> <p>In Objective S4.3 the requirements for job</p>

descriptions refers to both agency staff and the host but the word “job” needs to be interpreted differently and instead of a “job description” there should be some other document which sets out the support tasks to be provided by the host.

Stakeholder	Someone who has a ‘stake’. For example, the staff, the Elected Members or Board Members, the volunteers, the service users, potential service users and neighbours or wider public.
Standards	The QAF Service Objectives comprise “high level” descriptions of required practice. In the QAF these objectives are broken down into more detailed standards putting the flesh on the bones provided by the Service Objectives.
Supported lodgings	Supported lodgings offer (usually to vulnerable young people) an opportunity to live an ordinary domestic life as part of a host’s ⁵³ own household. Families, couples or individuals who have a spare room offer it for rent, and a placement agency matches them to people who are looking for a place. Some placement agencies have a role in supporting the host and the service user. Supported lodgings are used by people who need some support and who wish to live as independently as possible but are not able or do not wish to live by themselves. Placement agencies may be local authorities, voluntary organisations or privately run.
SP	Supporting People
SPG	Supporting People Grant.
SPINTLS	Supporting People Interim Local System.
Spot purchasing	Spot—the purchasing of support services for individuals, usually on an emergency basis or on demand. Such purchases could also be paid for retrospectively, after the support service has been provided to the service user.
SU	Service User

⁵³ the term “host” is used instead of the more common term “carer” in order to differentiate between the term “carer” as used elsewhere in the guidance.

Tendering	Tendering is a process by which suppliers can bid for contracts as an open or selected group. Suppliers will be invited to tender for providing a service and the body letting the contract will consider tender documents.
Transitional Housing Benefit	The transitional system for the payment of support costs through the housing benefit system. This system ends on the introduction of Supporting People.
Validation visit (QAF validation visit)	A visit by the Administering Authority to check whether the services being provided meet the standards they are required to deliver.
Values	The beliefs which people or organisations subscribe to and which determine the ways in which they behave in general and, in the context of Supporting People, how they deliver services.
VFM	Value for Money. Guidance on value for money has been issued with appended cost tables for each type of service. The cost of the service can be benchmarked against these tables taking into account guidance on how to make comparisons.
VCS	Voluntary & Community Sector
Very short-term accommodation	Some aspects of the QAF do not apply to very short term accommodation. This applies to accommodation-based services with an intended length of stay of less than one month. Typically this applies to night shelters and some emergency accommodation such as domestic violence refuges.
Vulnerable Groups	Refers to the SP client groups identified under the programme. e.g. Older people, people with learning disabilities, women fleeing domestic violence, young people at risk, etc.
Warden Call	This is sometimes used interchangeably with the terms Community Alarm service or Central Control. It refers to the provision of a communication system as part of a hard-wired community alarm specification, to contact or alert staff.

YOT

Youth Offending Team