

LEICESTERSHIRE SUPPORTING PEOPLE

FIVE YEAR STRATEGY 2005-2010

**CONSULTATION DRAFT –
VERSION 4 (Revised).**

Leicestershire Supporting People
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15 December 2004

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EXECUTIVE SUMMARY

The Vision Statement of the Leicestershire Supporting People programme is:

‘The Supporting People Partnership in Leicestershire will aim to help vulnerable people live fulfilled and independent lives in their community through the provision of housing related support services.’

The supply of housing related support in Leicestershire reflects the traditional role of providers, in that 86% of the household units funded are in respect of sheltered housing for older people. There is also a significant level of provision for People with a Learning Disability, People with Mental Health Problems and Single Homeless People with Support Needs. There is no provision for Mentally Disordered Offenders, Older People with Mental Health Problems/Dementia, People with Alcohol Problems, People with HIV/AIDS, and Rough Sleepers.

There are also many client groups for whom there is only one type of service available – generally accommodation based, with some floating support - and also inequalities in the geographical distribution of services across the County. There are only three services directed at the specific needs of the County’s growing Black and Minority Ethnic population.

There is also evidence that a number of the services, including much sheltered housing for older people, are not closely aligned with the priorities of the Supporting People partners.

The limited supply of supported housing options available in Leicestershire is a reflection of the low level of funding in the County, which on a per capita basis is lower than adjoining shire counties and one of the lowest in the country.

The work involved in developing the Supporting People Five Year Strategy for Leicestershire has identified significant gaps, almost across the board, in the provision of support services. This has resulted in the Commissioning Body setting the following priorities:

Level A

- Generic provision for younger people – to include the following Primary Client Groups: Young People Leaving Care, Young People at Risk, including Young People at Risk of Offending or Re-Offending, Teenage Parents, younger People with Drug Problems, younger Single Homeless People with Support Needs and younger People with Mental Health Problems.
- Offenders and Mentally Disordered Offenders.
- Older People with Support Needs/Frail Elderly/Older People with Mental Health Problems/Dementia – in respect of Extra Care, floating support, assistive technology and Home Improvement Agencies.
- People with Learning Disabilities.

Level B

- Homeless Families.
- Remaining People with Mental Health Problems.

Level C

- People with HIV/AIDS.
- Women at Risk of Domestic Violence.

A number of areas have also been identified where further work is required so that the supported housing needs of all vulnerable people in the County can be better understood.

Certain of the needs identified are numerically quite small. Consequently, it may be more economic for them to be addressed on a cross boundary, cross authority or regional basis. This is one of a number of issues covered by the Cross Authority Statement, which also includes the setting up of a protocol to ensure that the financial arrangements needed to cover the cost of the referrals being accommodated in Leicestershire are put in place, and how the movements and targets will be monitored and reviewed.

There is a robust service review programme in the County, which is addressing service quality and value for money issues. The Commissioning Body is also looking at the balance between the quality and cost of different types of service, as well as looking at a number of innovative ways in which better value for money can be gained from the programme. There is also a charging policy and appropriate collection mechanisms in place to ensure that chargeable income is maximised.

Although Leicestershire Supporting People anticipate that the introduction of the proposed Distribution Formula will ultimately be positive, for the purposes of the Five Year Strategy it has been assumed that there will be no additional Grant available and that there will be cuts in the initial years. Therefore, the focus will be on making savings in the programme, and working closely with our partners to identify opportunities for bringing in additional resources, so as to balance the budget in a sustainable manner, together with the reconfiguration of existing services so as to address higher priority needs and making the most effective use of the current supply. However, the ability of the Commissioning Body to deliver against the priorities for the refocusing and expansion of services will in part be dependent upon whether it will be possible to free up and identify resources in excess of reductions in Supporting People Grant.

It is considered that this is a realistic and pragmatic approach – yet also very challenging.

Leicestershire Supporting People

Vision Statement

'The Supporting People Partnership in Leicestershire will aim to help vulnerable people live fulfilled and independent lives in their community through the provision of housing related support services.'

Aim of the Supporting People Five Year Strategy in Leicestershire

The aim of this Five Year Strategy is to critically examine the services inherited from previous funding streams and to refocus them on local priority need, and to deliver outcomes based on the preventative agenda and the promotion of independence.

Summary of Leicestershire Supporting People Values

The following values underpin the work of the Supporting People partnership in Leicestershire:

- **Needs led services:** The level and range of Supporting People services will be refocused and commissioned so as to reflect the needs profile within Leicestershire, including groups whose needs are not met by the current supply.
- **Quality:** Services will be monitored and reviewed to ensure that they are high quality and cost effective and deliver positive outcomes for vulnerable people.
- **Commissioning:** All commissioning of new services, or the reconfiguring of existing services, will be in line with the then current priorities, and support the local, regional and national strategic objectives of partners.
- **Transparent, equitable and co-ordinated provision of services:** Supporting People services will be commissioned, or reconfigured, so as to achieve a fair, equitable and transparent distribution of resources across client groups, geographical areas and tenures, based on need.
- **Independence:** Housing support services will be commissioned, or reconfigured, which promote and sustain an individual's capacity to live independently.
- **Prevention:** Services will be commissioned, and reconfigured, which have clear preventative benefits, and promote wellbeing.
- **Best Value:** Services commissioned, and reconfigured, will demonstrate value for money, operate to Best Value principles and the aspiration is that they will achieve locally and nationally defined quality standards.
- **Equality and Diversity:** Leicestershire Supporting People is firmly committed to the provision of services that meet the cultural, gender, ethnicity and disability related needs of vulnerable people throughout the County.
- **Cross tenure:** Services commissioned, or reconfigured, will be available to vulnerable people, regardless of their current tenure.
- **Flexibility:** Services will be commissioned, or reconfigured, that are flexible, and so can take into account the changing needs of service users.
- **Promotion:** Awareness of the availability of services, as well as other options, will be raised in a variety of formats.

1. INTRODUCTION

The Supporting People programme commenced on 1 April 2003 and is a national government initiative, within the overall responsibility of the Office of the Deputy Prime Minister (ODPM). The programme reflects the Government's commitment to providing a better quality of life for vulnerable people so as to enable them to live more independently in their own community.

Nationally Supporting People offers housing related support to over 1.2 million vulnerable people and helps to prevent problems that can often lead to hospitalisation, institutional care or homelessness. It can also facilitate the smooth transition to independent living for those leaving an institutionalised environment.

The Supporting People programme is delivered by 150 Administering Authorities throughout the country, of which Leicestershire is one. Nationally there are over 6,000 providers of housing related support, an estimated 37,000 individual contracts and 250,000 units of housing related support.

1.1. What is Housing Related Support?

Housing Related Support Services are services that help vulnerable people maintain a home in the community and include:

- Help in setting up and maintaining a home or tenancy
- Developing domestic/life skills
- Developing social skills/behaviour management
- Advice, advocacy and liaison
- Help in managing finances and benefit claims
- Emotional support, counselling and advice
- Help in gaining access to other services
- Help in establishing social contacts and activities
- Help in establishing personal safety and security
- Supervision and monitoring of health and well-being
- Supervising or monitoring medication
- Help finding other accommodation
- Provision of community or social alarms
- Help maintaining the safety and security of the dwelling
- Advice and support on repair work/home improvement work
- Culture-specific counselling/emotional support
- Signposting to culture specific legal services
- Signposting to culture specific health/treatment services.

The tasks listed relate to low level support needs, and do specifically exclude social care and health care.

1.2. Who can access Housing Related Support?

The ODPM have designated a series of 'Primary Client Groups' as representing people who can access housing related support, if in need of the support tasks listed above, as follows:

- Frail Elderly
- Generic
- Homeless Families with Support Needs
- Mentally Disordered Offenders
- Offenders or People At Risk of Offending
- Older People with Mental Health Problems/Dementia
- Older People with support needs
- People with a Physical or Sensory Disability
- People with Alcohol Problems
- People with Drug Problems
- People with HIV/AIDS
- People with Learning Disabilities
- People with Mental Health Problems
- Refugees
- Rough Sleepers
- Single Homeless with Support Needs
- Teenage Parents
- Travellers
- Women At Risk of Domestic Violence
- Young People at Risk
- Young People Leaving Care.

Generic refers to a service that has no particular client group, but will take all of the groups listed above.

Some of the people accessing Supporting People services have a multiplicity of support and other needs. For example, someone may be homeless and have mental health problems. It is not possible to list all the complex and varying support needs of vulnerable people, however services funded by Supporting People will address the support needs of Primary Client Groups and clients who have multiple and complex support needs.

1.3. The National Context

Although Supporting People has only been in existence since April 2003, this has been a time of uncertainty concerning the future direction of the programme nationally and the available funding. The context to this is the growth in the size of the programme nationally between December 2002 and March 2003 which led the Government to appoint consultants to carry out an Independent Review. The Independent Review was designed to look at value for money and the variation in costs and services across local authorities.

The report of the Independent Review was published in February 2004, when the Government announced the national funding for 2004/05 as being £1.8bn, which was 2.5% less than for 2003/04, with no addition for inflation. In Leicestershire this 2.5% 'efficiency saving' was passed on to the payments made to all providers.

In September 2004 the Government announced the national funding for 2005/06 as £1.715bn and for 2006/07 and 2007/08 as around £1.70bn. Individual Administering Authority allocations for 2005/06 were announced in December 2004.

The future allocation of Grant to Administering Authorities will be influenced by a Distribution Formula that ODPM appointed consultants are currently working on. Although it is hoped that ultimately the effect of the introduction of the Distribution Formula on Leicestershire will be positive, the timing and pace of change is still to be determined by the ODPM.

1.4. The Local Context

Leicestershire is a largely rural county, containing villages and a number of market towns, although there are areas with a more urban character on the outskirts of Leicester, in Loughborough and in Hinckley, together with former coal mining areas in the North West. The population at the time of the 2001 Census was 609,578, of which 92.75% were White British, 1.96% were from other White groups, with the remaining 5.29% being from the Mixed, Asian, Black, Chinese and Other groups. The National Statistics population estimate for mid 2003 shows a population for the County of nearly 619,200.

Leicestershire County Council acts as the administering authority for the Supporting People programme in its area. The Council works in partnership with Charnwood and North West Leicestershire Primary Care Trust (PCT) who represent all four PCT's within the authority area, Leicestershire & Rutland Probation Service and Blaby District Council, Charnwood Borough Council, Harborough District Council, Hinckley and Bosworth Borough Council, Melton Borough Council, North West Leicestershire District Council, and Oadby and Wigston Borough Council in commissioning Supporting People services.

The total amount of Supporting People Grant funding available to Leicestershire County Council for 2004/05 is £ 7,168,920. In 2005/06 this will be £6,807,853 a reduction of 5.04%. To this must be added the income received from the charging of certain service users.

1.5. What is the purpose of the Five Year Strategy?

A "Shadow Strategy" for Leicestershire outlining immediate priorities and plans for the Supporting People programme was agreed in October 2002. This document has provided the strategic framework for the Supporting People programme to date. However, as it had a very strong focus on managing the transition from the old funding and commissioning arrangements to the new it only offers limited guidance on how we wish to reshape services through the service review process.

The purpose of this Five Year Strategy is to build on the work started by the Shadow Strategy by critically examining the services inherited by Supporting People from the previous funding streams, and to focus them on local need and strategic priorities. This Strategy sets out how we will begin to reshape existing services to deliver our vision of well-targeted, cost effective and good quality housing related support services for the people of Leicestershire.

However, first of all we will look at an overview of the process by which the Strategy has been developed and agreed.

2. STRATEGY DEVELOPMENT

Supporting People in Leicestershire is a partnership between the seven district authorities: Blaby District Council, Charnwood Borough Council, Harborough District Council, Hinckley and Bosworth Borough Council, Melton Borough Council, North West Leicestershire District Council, and Oadby and Wigston Borough Council; Leicestershire County Council; Probation and the four Primary Care Trusts in the County.

The Supporting People Partnership in Leicestershire has agreed a structure for the development, consultation and approval of the Five Year Strategy with the roles and responsibilities being as set out below.

2.1. Roles and Responsibilities

a. The Commissioning Body

The Commissioning Body is well established and comprises a senior Director, generally with responsibility for housing, from each of the seven district authorities, representation from Leicestershire County Council, including the Director of Social Services, who acts as Chair, a representative on behalf of the four Leicestershire Primary Care Trusts (PCTs), from Charnwood and North West Leicestershire PCT, and a representative from the Leicestershire and Rutland Probation Area.

In the context of the development of the Five Year Strategy the Commissioning Body has lead responsibility for the following areas:

- Directing the Strategy development
- Agreeing the Strategy and ensuring that it sets out clear priorities and targets which take into account local needs and demonstrate Best Value
- Ensuring that the Strategy complements other key national, regional and local strategic agendas
- Ongoing review of the Strategy and Annual Plan
- Contributing to the development of the Cross Authority Commissioning Group and Cross Authority statement.

During the period when the Five Year Strategy was being developed, the Commissioning Body met at least quarterly and received reports on Strategy development and needs analysis at each meeting.

b. Core Strategy Development Group

A Core Strategy Development Group is also well established and draws its members from senior managers from the seven district authorities, representation from the four Primary Care Trusts operating within the County, Social Services and the Leicestershire and Rutland Probation Area - together with representatives of provider organisations.

The Core Strategy Group responds to the Commissioning Body's directions for developing the Strategy and is responsible for:

- Undertaking detailed assessment and analysis and making recommendations
- Ensuring that there are strong working links to related strategic agendas
- Writing the Strategy with the full involvement of the Commissioning Body
- Ensuring that Strategy proposals reflect key stakeholder and user participation.

In order to meet these responsibilities the Core Strategy Development Group has worked closely with the Supporting People Team giving guidance and actively steering the content of the Strategy.

During the period when the Five Year Strategy was being developed, the Core Strategy Development Group met monthly and received reports on Strategy development and needs analysis at each meeting.

c. Inclusive Forum

The role of the Inclusive Forum is to ensure the full and appropriate representation of views of all stakeholders in the development of the Five Year Strategy, including those of people from minority ethnic communities and other hard to reach groups.

Meetings of the Forum provide the opportunity for all stakeholders of the Supporting People programme in the County, including providers and users of services, to hear updates on and contribute to the development of the Five Year Strategy and to the implementation of the programme in the County.

During the period when the Five Year Strategy was being developed, the Inclusive Forum met six monthly and received reports on Strategy development and needs analysis, with break out sessions to enable participants to be directly involved in Strategy development.

d. Providers Forum

This group, which is formally a sub-group of the Inclusive Forum, has the responsibility for ensuring that the views of providers are represented in the development and delivery of the Supporting People programme in the County. It provides a forum for consultation, planning and discussion regarding Strategy development and more general delivery of the programme within Leicestershire and the opportunity to be consulted on policies or associated national strategies that may affect them as providers.

The group is representative of and led by service providers, with administrative support being provided by the Supporting People Team.

During the period when the Five Year Strategy was being developed, the Providers Forum met every 4-6 weeks and received reports on Strategy development and needs analysis.

e. Users & Carers Forum

The group meets every 3 months at a different location in the County and is formally a sub-group of the Inclusive Forum. It is open to users of Supporting People

services, their carer(s), advocacy groups and potential users of Supporting People services. Although at present the Forum is led by the Supporting People Team, the aspiration is for the Forum to be user & carer led.

The purpose of the Users & Carers Forum is to inform service users and their carers about the Supporting People programme in the County and to ensure that they are involved in the planning, commissioning and review of services. The meetings held during the period when the Five Year Strategy was being developed provided an opportunity for members of the Forum to receive updates, to include needs mapping, and to feed into the development of the Five Year Strategy.

f. Members Panel

The Members Panel meets at least twice a year, with the first meeting having taken place in July 2004. The purpose of the Panel is to receive regular information on progress of the Supporting People programme in Leicestershire and to provide feedback, comments and advice to the Commissioning Body on the Five Year Strategy and the programme in general. Up to three elected members or Board members from each of the partner organisations can be members of the Panel. During the period when the Five Year Strategy was being developed the Members Panel met on two occasions to receive updates and to feed into the development of the Five Year Strategy.

g. Supporting People Team

The Team is responsible for the operational management and day to day delivery of the Supporting People programme in the County. The Programme Manager is responsible for ensuring that all requirements specified by the Commissioning Body are met.

2.2. Strategy Development Process

The development of the Strategy commenced with a desktop study of a series of key references and documents, to include the following:

- Focus on the Future
- Shadow Strategy and feedback
- ODPM published requirements for the Spending Review 2004, including the Batch 1 and 2 exercise and the following documents published by the ODPM: Self Assessment Tool, Strategy Development Checklist, Strategy Delivery Responsibilities, Supply Analysis Practice Aid, Needs Assessment Practice Aid and the Risk Management Practice Aid
- Strategy Tables produced by ODPM with March 2003 data from the Platinum Cut
- A variety of local, regional and national strategies with regard to areas such as housing, homelessness, crime and disorder, teenage pregnancy, learning disabilities and mental ill health, together with the Community Strategy for each district and for the County, and an analysis of the needs information available prepared by the Council for Voluntary Services.

This was followed by a study of the management information available, to include the identification of the key strengths and weaknesses in the following areas:

- Local analysis of needs and supply
- Local growth in services since the adoption of the Shadow Strategy
- Gaps in the current provision of services
- Assessment of value for money within services
- A profile of existing service users

This enabled a Strategy development project plan to be developed, setting out the areas where further work would take place, and the resources required, with associated timeframes and lead responsibilities. The tasks identified included the following:

- The drawing up of a timetable, showing the main milestones to be achieved, up to the 31 March 2005.
- The carrying out of further needs identification work
- The development of clear processes so that the key priorities coming out of the Strategy could be shared, and discussed with a range of bodies and partners.
- Ensuring that there was time for consultation through the Inclusive Forum, Providers Forum and Users and Carers Forum and the opportunity for Core Strategy Development Group and Commissioning Body to discuss and agree the Strategy at key stages
- Drawing up the timetable to allow for the Strategy to be considered by the decision-making bodies of the County Council, the Districts, the four Primary Care Trusts and Probation prior to being submitted to the ODPM.
- The development of the Leicestershire Supporting People Communication Strategy and the Leicestershire Supporting People Strategy for the Involvement of Users and Carers. These documents are designed to ensure that all stakeholders are equally and actively engaged in all Supporting People work and in particular in the development of the Five Year Strategy, including hard to reach and Black and Minority Ethnic (BME) groups. An ancillary Consultation Plan specifically for the Five Year Strategy was also identified as being a necessary task.
- Meeting the ODPM requirements for Spending Review 2004 and the subsequent Strategy Tables.

One of the key first tasks to be implemented was the obtaining of additional needs evidence.

2.3. Needs identification

Once the gaps in the available needs information had been identified, a programme of carrying out meetings with a range of individuals and organisations was developed and carried out. This was designed to gain a balanced view concerning the provision of housing related support services in the County, so as to identify gaps and areas where there may be over-provision. Providers, users, carers, advocacy groups and voluntary groups, as well as existing working partnerships were consulted. In doing so as broad a range of views as possible was obtained, in terms of geographical

location in the county, client group and type of provider. There have been a number of organisations who when contacted have either not responded, or did not wish to contribute. However, most entered into the task with enthusiasm.

The full list of the organisations that responded is shown in Appendix 1.

The process followed involved the development of a questionnaire, asking a series of questions about the current supply of housing related support services in the County, which meant that all respondents were asked the same standard questions. The questions covered the following areas:

- Needs to be prioritised
- Timescale needs to be addressed within
- Size of provision needed
- Type of provision – accommodation based and if so shared or independent and/or floating support
- Where in the County is the provision required
- What is the source of the needs evidence and
- Was the respondent proposing to carry out any research into needs during the Five Year Strategy period?

This resulted in the collection of a significant amount of needs information, which was presented in a report to Core Strategy Development Group members and subsequently to the Commissioning Body on 11 February 2004. Based on the needs evidence available at that time the Commissioning Body decided that there would be three broad strategic priorities to cover the period up to the adoption of the Five Year Strategy, as follows:

- Frail Elderly and Older People with Support Needs in the context of the provision of extra care housing
- People with Learning Disabilities
- Teenage Parents/Young People at Risk/Young People Leaving Care

Following this review of the needs information available by Core Strategy Development Group and the Commissioning Body, the ODPM put back the deadline for the submission of the Strategy from November 2004 to March 2005. With the additional amount of time available the Core Strategy Development Group was able to review the Strategy development timetable and decided that they wanted to consider the needs evidence available for all of the Primary Client Groups during their meetings in the March 2004 to September 2004 period. In addition to the standard membership of the Core Strategy Development Group, officers with specialist knowledge and providers of services for the clients under discussion, were invited to the meetings as 'expert witnesses' to inform the debate. The outcome of these meetings gave a significant 'steer' to the development of the Strategy and identified further areas of work.

Additional items considered at the meetings were links with other strategies, cross authority issues and BME support needs. At the meeting in September 2004 the

mechanism by which priorities could be set, and the resulting priorities, were considered.

The first draft of the Five Year Strategy was written during August and September 2004.

2.4. Consultation

The Core Strategy Development Group, and the Commissioning Body have actively overseen the development, and production of the Supporting People Five Year Strategy. Both Groups are aware of the importance of this Strategy being jointly owned by all partners and stakeholders and of the value of an effective consultation process giving all partners and stakeholders the opportunity to contribute to and comment upon the Strategy.

A Consultation Plan was developed to ensure that as wide a range as possible of partners and stakeholders were consulted on the contents of the Five Year Strategy, using a variety of consultation mechanisms, to include providers and users and carers. This also included specific consultation with BME and the traditionally harder to reach groups.

2.5. Approval

Following this consultation, the draft Five Year Strategy was revised and approved by Core Strategy Development Group and Commissioning Body in December 2004. It was then approved by the Cabinet of each local authority in the County, including the County Council, by the Board of each Primary Care Trust and by the Probation Board.

3. SUPPLY ANALYSIS

Traditionally in Leicestershire supported housing has been provided in the form of sheltered housing for older people. Although the size and range of client groups supplied with housing related support services has expanded in recent years, Leicestershire still has one of the smallest Supporting People programmes in the country. Indeed on a per capita basis the level of funding received by Leicestershire is around 25-50% that of similar adjoining shire counties and is in fact the second lowest in the country.

3.1. Current supply of support services

This historical pattern of service development is still reflected in the number of household units in receipt of a housing related support service funded by Leicestershire Supporting People. As at 31 March 2004 the position was as follows:

Primary Client Group	No. of Household Units.
Frail Elderly	138
Generic	84
Homeless Families with Support Needs	29
Mentally Disordered Offenders	0
Offenders or People At Risk of Offending	21
Older People with Mental Health Problems	0
Older People with Dementia	0
Older People with Support Needs - sheltered	5455 + 4275 Community Alarms
People with a Physical or Sensory Disabilities	33
People with Alcohol Problems	0
People with Drug Problems	20
People with HIV/AIDS	0
People with Learning Disabilities	122
People with Mental Health Problems	111
Refugees	10
Rough Sleeper	0
Single Homeless with Support Needs	161
Teenage Parents	4
Traveller	20
Women at Risk of Domestic Violence	18
Young People at Risk of Offending	84
Young People Leaving Care	2
Total	6312 + 4275 Community Alarms

During 2003/04 Home Improvement Agencies working in four districts of the County, Blaby DC, Harborough DC, Hinckley & Bosworth BC, and North West Leicestershire DC, completed 704 cases.

The figures show that the vast majority of the household units funded by Leicestershire Supporting People are in respect of Older People with Support Needs – 5455 out of 6312 (86%) or 5593 (89%) if frail elderly accommodation is included. In addition, there are 4275 household units receiving a community alarm service.

There is a significant level of provision for People with a Learning Disability, People with Mental Health Problems and Single Homeless People with Support Needs. There is no provision for Mentally Disordered offenders, Older People with Mental Health Problems/Dementia, People with Alcohol Problems, People with HIV/AIDS, and Rough Sleepers. Although the figures for the Client Record Forms highlighted later in the Strategy show that people from some of these groups have been able to access support services, this does show a number of priority areas to be addressed in the Strategy.

The effect of the low level of funding on Leicestershire Supporting people can be seen when the supply of Supporting People services in Leicestershire is compared with the regional and national picture. This is shown in detail on Table 1 of Appendix 2. In essence the provision of services is below the regional and national figures for all client groups, with the exception of Travellers, where it is above the national figure and Young People Leaving Care, where it is at the regional figure.

For accommodation based services the supply in Leicestershire is at 58% of the regional figure and 69% of the national figure, with the provision for a number of Primary Client Groups – Learning Disabilities, Mental Health Problems, Single Homeless People, Women at Risk of Domestic Violence and Young People – being particularly low.

For floating support services the supply in Leicestershire is at 21% of the regional figure and 19% of the national figure, with the provision for People with Learning Disabilities and Generic being particularly low.

There are three basic types of provision funded by Supporting People in the County: accommodation based, accommodation based with floating support and floating support, together with the service provided by the Home Improvement Agencies. The following table shows the appropriate numbers:

Primary Client Group	Accommodation Based	Accommodation & Floating Support	Floating Support
Frail Elderly	138	-	-
Generic	-	-	84
Homeless Families with Support Needs	29	-	-
Offenders or People At Risk of Offending	-	-	21
Older People with Support Needs - sheltered	5454	1	-
People with a Physical or Sensory Disabilities	27	-	6
People with Drug Problems	-	-	20
People with Learning Disabilities	102	7	13
People with Mental Health Problems	104	-	7
Refugees	-	-	10
Single Homeless with Support	33	56	72

Needs			
Teenage Parents	-	-	4
Traveller	20	-	-
Women at Risk of Domestic Violence	18	-	-
Young People at Risk of Offending	58	4	22
Young People Leaving Care	2	-	-
Total	5985	68	259

This table shows that for the vast majority of the household units receiving services, the service is accommodation based - 5985 out of 6312 (95%) and for a number of the client groups there is only one option accommodation based, accommodation based with floating support or floating support. All of the provision for Older People with Support Needs is accommodation based in the form of sheltered accommodation, with one unit of accommodation with floating support. This does restrict the effectiveness of the programme in meeting the housing support needs of vulnerable people in the County. In addition, most providers of traditional sheltered accommodation are starting to experience vacancies and hard to let units/schemes – again an issue to be considered by the Strategy.

The table below shows the amount of the programme being invested in the various Primary Client Groups. Although 86% of the household units funded by Leicestershire Supporting People are in respect of Older People with Support Needs – sheltered accommodation, as the cost per unit of this accommodation is relatively small, the total amount of the programme going towards the funding of this provision is much less at 38%. The next largest areas are People with Mental Health problems at 20% People with Learning Disabilities at 14%, and Single Homeless People at 13%.

Primary Client Group	Supporting People Grant (£)	% Total Forecast Expenditure
Frail Elderly	167,457	2.1
Generic	38,014	0.5
Homeless Families with Support Needs	59,002	0.7
Offenders or People At Risk of Offending	102,024	1.3
Older People with Support Needs - HIAs	114,185	1.4
Older People with Support Needs - Sheltered	3,092,384	38.3
People with a Physical or Sensory Disabilities	133,851	1.7
People with Drug Problems	50,857	0.6
People with Learning Disabilities	1,099,860	13.6
People with Mental Health Problems	1,586,206	19.7
Refugees	81,268	1.0
Single Homeless with Support Needs	1,017,956	12.6
Teenage Parents	13,156	0.2
Traveller	7,113	0.1
Women at Risk of Domestic Violence	227,120	2.8
Young People at Risk	259,887	3.2

Young People Leaving Care	16,071	0.2
Total Forecast Expenditure 2004/05	8,066,412	100.0

The unit costs of the services funded by Leicestershire Supporting People and the regional and national comparisons are shown on Table 2 of Appendix 2. Although the majority of the figures are below the regional and national figures, there are a number that are above. This shows a number of priority areas for the service review programme.

For accommodation based services the average unit cost in Leicestershire is at 56% of the regional figure and 41% of the national figure. The average unit cost figures in respect of a number of Primary Client Groups – Frail Elderly (in respect of the regional figure), people with a Physical or Sensory Disability and Single Homeless People with a Support Need - is above the regional and/or national figures.

For floating support services the average cost in Leicestershire is at 56% of the regional figure and 95% of the national figure. The average unit cost figures in respect of a number of Primary Client Groups – Generic, People with Mental Health Problems and Refugees – is above the regional and national figures.

3.2. Cross Authority picture

Although the intention is that Administering Authorities will provide for the housing related support needs in their area, there are certain client groups for whom this may not be practicable. This includes those where the need is not sufficient, where clients may have complex needs and be very mobile, or where the need can only be met by provision other than in the home Administering Authority, e.g. women fleeing domestic violence. People may also want to move to access informal support from family, friends and community groups and these moves should be facilitated.

In order to facilitate these movements the ODPM has designated cross authority groupings of authorities, to ensure that the need for these cross authority services is identified, and they are planned and delivered. The ODPM designated cross authority group for Leicestershire, also includes Leicester and Rutland.

a. ODPM Baseline Targets

The continuing provision of services to clients from outside Administering Authority areas was a key concern of the ODPM when Supporting People was set up. To address this the ODPM carried out a cross authority baseline survey during the Autumn and Winter of 2002, to find the level of cross authority movement in each area, by client group, prior to the start of the programme. The initial Cross Authority Baseline Targets resulting from this survey for Leicestershire are set out in Table 1, Appendix 3. Only two of the figures, those relating to Offenders and Rough Sleepers, are actually based on Leicestershire figures, with that for People with Drug Problems being the East Midlands figure and the remainder being England figures. There are also Primary Client groups that do not have figures. The Baseline Targets do therefore need to be treated with a degree of caution.

The survey was also able to provide information concerning imports and exports (i.e. where people have come from when they move into an authority and where authorities have exported clients). The results of this are shown in Tables 2 and 3 of Appendix 3. The imports amounted to 43 people, with 39 from Leicester, and the exports 10. So at this time Leicestershire was a net importer of clients.

The continuous monitoring of cross authority access to services is now provided through the Client Record Forms submitted by most Supporting People provider organisations – the major exception to the requirement to complete the Form being sheltered housing providers. Each new client in supported housing has various details recorded, including whether or not they are cross authority clients. The Forms are then sent to and analysed by St Andrews University, with a quarterly report being sent to each Administering Authority. The quarterly report shows a large amount of information, including ‘host’ (from Leicestershire) or ‘non-host’ (from outside Leicestershire) admissions.

This enables a comparison to be made between the initial Baseline Targets and performance in 2003/04.

b. ‘Host’ and ‘Non-Host’ Admissions in 2003/04

In Leicestershire during 2003/04 Client Record Forms were completed in respect of 652 clients, of which 397 (60.9%) related to host clients and 255 (39.1%) related to non-host clients.

The analysis of the figures for 2003/04, showing the cross border movements by Primary Client Group, are shown on Table 4, Appendix 3. The figures show that 177 of the 255 non-host clients, (69%) related to single homeless people.

A comparison of the initial Cross Authority Baseline Targets and the results for performance in 2003/04 shows the following:

Primary Client Group	Baseline Figure %	Actual 2003/04 %	Difference +/-
Older People with Support Needs	23	27.3	+4.3
People with Mental Health Problems	26	28.1	+2.1
People with a Physical or Sensory Disability	64	33.3	-30.7
Rough Sleepers & Single Homeless	84	55.4	-28.6
People with Alcohol Problems	41	36.4	-4.6
People with Drug Problems	61	8.1	-52.9
Offenders or People at Risk of Offending	0	7.9	+7.9
Young People at Risk or Leaving Care	24	11.5	-12.5
Women at Risk Of Domestic Violence	58	41.9	-16.1
Homeless Families with Support Needs	19	6.3	-12.7
Refugees	27	75.0	+48

The comparison shows that the actual figures for 2003/04 vary from the baseline figure in the range – 52.9% to + 48%, with around half within a few percentage

points. The significant differences are around People with Drug Problems, People with a Physical or Sensory Disability, and Rough Sleepers and Single Homeless, which are all well below and Refugees, which is significantly higher.

There may be a number of reasons for this:

- The initial Cross Authority Baseline Targets are based on limited information, in many cases on small survey numbers and figures that do not directly relate to Leicestershire and should therefore be treated with extreme caution.
- There may have been changes in the pattern of performance as a result of, or incidental to, the implementation of Supporting People.
- The ODPM survey was a snapshot in time and may not have reflected the true picture at that time.

The baseline figures showed that Leicestershire was a net importer of clients. The actual figures for 2003/04 show that this is still the case, although the numbers involved are significantly greater, with 255 'imports' and 80 'exports'. The origin of the 255 non-host clients is shown on Table 5, Appendix 3.

While the pattern of imports is one that would be expected, with the majority of people coming from Leicester and cities or districts in the Midlands, the large number of people coming from Leicester at 200 out of 255 is not. Indeed the view held previously by many people working in supported housing in Leicestershire was that people moved from the County to Leicester to obtain supported housing, rather than the other way round.

An analysis of the 255 non-host referrals shows 190 relate to Single Homeless People with Support Needs, and Rough Sleepers. While 206 of the 255 non-host referrals were accommodated on an open access basis, either as a self referral or on the advice of a voluntary or non-statutory agency, and 165 relate to single Homeless People with Support Needs or Rough Sleepers.

The further analysis of the number of referrals coming from Leicester, shows that of the 200 referrals 184 had either Single Homeless Person or Rough Sleeper as their Primary or Secondary Client Group, with 175 of these being accommodated in one particular scheme. In addition, this scheme accommodated 27 of the remaining 55 non-host referrals.

Further work needs to take place with Leicester Supporting People and the provider concerned to look behind the figures. In particular, we need to identify whether people who are being referred from Leicester have a local connection with Leicester, or even elsewhere, and are being referred to the County because the accommodation is available, or do they actually have a local connection with the County and have merely been accommodated in Leicester on an emergency basis.

The high proportion of clients accommodated as a result of open access could also be a concern. There will always be some client groups for whom open access is essential, such as homeless rough sleepers and women fleeing domestic violence, so that services can respond immediately to need. However, such arrangements should be governed by a referral protocol, which is currently not in place.

The destination of the 80 'exports' from the County during 2003/04 is shown on Table 6, Appendix 3.

The pattern of exports is again one that would be expected, with the majority of people going to Leicester or other authorities in the Midlands. Exports to all other parts of the country are single clients, with the exception of Cornwall and Rotherham at two and three respectively.

These figures show that Leicestershire is a net importer of Supporting People clients. During 2003/04 we imported 255 and exported 80, giving a net balance of 175. In the case of Leicester, we imported 200 and exported 31, to give a net balance of 169, while we 'imported' one person from Rutland and did not 'export' anyone.

The figures for the first quarter of 2004/05 show that the trends identified above are continuing. In this period there were 124 Client Record Forms completed, with 67 (54%) relating to host and 57 (46%) relating to non-host clients. Single homeless people with support needs and rough sleepers accounted for 41 (72%) of the non-host clients. In total 45 of the 57 non-host clients came from Leicester, with 36 being on an open access basis, while 5 of the 8 'exports' went to Leicester.

These figures provide the background to the cross authority statement and identify a number of issues that need to be addressed.

3.3. Cross Authority Statement

Leicestershire is currently a member of a Cross-Authority Group with Leicester City Council and Rutland County Council. Contacts are maintained with the Welland Partnership, which includes Melton and Harborough Districts. An Interim Cross Authority Statement has been agreed by each Authority's Commissioning Body and this is outlined below. This will be updated annually as more reliable data is gathered and information about the likely impact of the Supporting People distribution formula is known. Discussions will also take place at a regional level to agree a regional Cross Authority Statement.

3.4. Interim Cross Authority Statement

The three authorities have agreed to develop an Action Plan by March 2005 to take forward work in the following areas:

a. Client Record Data

Having looked at a summary of our performance against the initial baseline targets, an aggregated picture of the performance within the cross authority group and explanations of significant variations between target and performance, the first issue that the Cross Authority Group needs to consider is the carrying out of research into the background of the 200 clients accommodated in Leicestershire from Leicester and in particular the 175 accommodated in one particular scheme.

Once the true extent of cross authority movements between Leicester and Leicestershire has been determined, agreed proposals for changes affecting the

targets will be formulated. This will include a consideration of the client groups that need or wish to cross Administering Authorities.

In the longer term, the three authorities are keen to commission a 'Pathways' survey, which would have the same purpose as a baseline survey in tracking movements between all client groups across local authority boundaries.

b. Protocols and Funding

On the information currently available, Leicestershire is a substantial importer of Supporting People clients, in particular from Leicester. Further research may show other patterns of movement, resulting in other authorities importing clients from Leicestershire.

The three authorities therefore intend to develop a referral protocol, to manage these cross authority movements. This will include proposals for the financial arrangements needed to cover the cost of the referrals being accommodated in Leicestershire, and how the movements and targets will be monitored and reviewed.

In addition, an ancillary protocol could cover some of the consequences of a non-host referral being accepted, such as rehousing (for example, whether or not this would be offered by the local council once the support came to end), and who would be responsible for meeting the cost of any necessary services, such as day care and education.

Once the protocol had been discussed and agreed with Leicester and Rutland, it will then be adopted to cover referrals made and received from other cities and districts in the Midlands.

However, if any other authority in England is found to be unreasonably restricting access to people needing to move from one of the CAG areas, all three CAG authorities will introduce 'spot' contract arrangements with the authority prior to a client being received into a service in Leicester, Leicestershire or Rutland

c. Joint Commissioning

All three authorities recognise that joint commissioning of services may benefit some client groups – for example those that require very specialist provision, which may not be economic to develop in only one area, or specific locations are required. Joint commissioning could also include other partners such as Health, Social Services and Probation.

The three authorities intend to explore opportunities for joint commissioning, spot purchase and the sharing of costs.

d. Interim cross authority access arrangements to housing related support services

Leicester City, Leicestershire and Rutland understand and agree that all housing related support services should be available to 'non host' client groups where there

is an assessed need for the person to move into a `non host` service. This assessment will generally be carried out by the provider of the service and should show one of the following needs

- There is a high risk of harm to the client if they were to remain in their `host` authority
- The person needs to move to the `non host` authority to take up a training or employment opportunity that would otherwise be denied them in their `host` authority
- The person needs to move to the `non host` authority to be nearer to informal support groups e.g. family and friends. This should be specifically related to their vulnerability e.g. a Teenage Parent needing to move nearer to supportive parents

It is acknowledged that where there is a high risk of harm to an individual, access levels to `non host` clients may be higher

4. STRATEGIC RELEVANCE AND NEEDS ANALYSIS

4.1. National, Regional and Local Strategic Priorities

The Supporting People Programme is regarded by the ODPM as a delivery tool for a range of strategies and programmes at the local level. In order to identify the key local strategies that the Leicestershire Supporting People programme link to a mapping exercise has been carried out, looking at the appropriate strategies in the following areas:

- Community Safety,
- Health Care,
- Social Care,
- Social Inclusion,
- Rural strategies,
- Housing and Neighbourhood Renewal,
- Criminal justice
- Homelessness strategies and
- Local Strategic Partnerships.

Once the appropriate strategies were identified, the linkages were given a degree of priority – high, medium, low – based upon the extent to which the Supporting People programme is able to deliver on key targets.

Following this the nature of the current links was identified, namely whether there are currently no links, whether links are forming, whether there are shared links or whether there are shared targets. For those where the links are inadequate, and the link is of medium or high priority, the quality and operational mechanisms of linkage will be identified and implemented, namely ‘how’ linkage will happen.

The final stage of this process is the consideration of how the integration of wider strategic links will lead to an improvement of existing services, rather than just complementing them.

The detail of the strategic links identified is shown in Appendix 4. However, the key areas are as follows:

- The Alcohol Harm Reduction Strategy for England.
- The Community Strategy prepared by the Local Strategic Partnership for the County and each district.
- Crime & Disorder Strategy, Community Safety Plan/Policy and Anti Social Behaviour Strategy.
 - at the County and district level.
- Criminal justice

- the Criminal Justice Plan and the Youth Justice Plan.
- Housing.
 - The East Midlands Regional Housing Strategy and the Regional Strategy for Housing Investment published by the East Midlands Regional Housing Board,
 - The Housing Corporation East Midlands Regional Investment Strategy,
 - The Housing Strategy prepared by each district,
 - The Homelessness Strategy prepared by each district.
- Learning Disability
 - Valuing People: A New Strategy for Learning Disability for the 21st Century.
- Leicestershire Inter-agency Strategy to Reduce Domestic Violence.
- The Local Preventative Strategy (Children and Young People).
- National Service Framework for Mental Health.
- Offenders
 - Reducing Reoffending National Action Plan,
 - Prolific and other Priority Offenders Strategy,
 - Bold Steps – National Probation Business Plan
 - Regional Resettlement Strategy.
- Older People
 - National Service Framework for Older People,
 - Choice for Older People’s Housing – A Strategic Framework,
 - National Target for Older People.
- Strategic Approach to Commissioning Services for Problem Drug Users 2002 – 2005.
- Teenage Pregnancy
 - Social Exclusion Unit Report on Teenage Pregnancy,
 - Leicestershire Teenage Pregnancy Strategy.

The extent to which current support services meet the key strategic priorities of the Supporting People partners is outlined later in this section.

4.2. Information on current service users

The Client Record Forms provide key performance indicators between and within authorities, identifying the routes by which Supporting People services are being accessed and the personal characteristics of service users. They therefore have an

important role in recording and monitoring improvement in the supply of services and assessing whether outcomes equate with real change.

Of the 652 Client Record Forms completed during 2003/04, 65% were in respect of men and 35% in respect of women.

The most common support service provided was direct access (37.1%), followed by supported housing at 30.8%, and floating support at 28.1%.

The most frequent referral route was voluntary agency (21.3%), followed by self referral/direct application at 19.8% and nominated by local housing authority at 17.2%. Further details are shown on Table 1, Appendix 5. For Single Homeless People with Support Needs, the most frequent referral route was voluntary agency (29.6%), followed by self referral/direct access at 27.1%, and nominated by local housing authority and local authority housing department, both at 14.9%.

The most common previous accommodation category for clients was as a general needs local authority tenant (22.5%), followed by staying with friends at 16.7%, direct access hostel at 13.5% and living with family at 13.2%. Further details are shown on Table 2, Appendix 5. For Single Homeless People with Support Needs, the most common previous accommodation was staying with friends (25.6%), followed by direct access hostel at 22.0% and living with family at 18.0%.

4.3. Needs Mapping

The needs analysis work carried for the Shadow Strategy and for this Five Year Strategy has informed the work undertaken to examine the current and future need for housing related support services for each client group. Other data sources have also been accessed where there is additional information on need for services.

For each service area work has been carried out to examine:

- The extent to which existing services can be reshaped to better meet the strategic priorities outlined above,
- The level of current need and demand for existing services,
- Projected future need and demand and priorities for future service development.

The commentary below summarises this information for each client group. It also uses this information to set out the aim for what services for each client group will look like by 2010.

For each client area it separates:

- The geographical distribution of existing services across the County
- The extent to which all existing services are meeting our strategic priorities and should be retained, refocused or decommissioned and
- Evidenced unmet need for services within this client group.

The evidence of need outlined in the following pages is summarised as Appendix 7.

Older People with Support Needs, including Frail Elderly and Older People with Mental Health Problems/Dementia

a. Current services for client area

No. of household units receiving support service – Frail Elderly

District	Type of Support Service		
	Accommodation	Accommodation & Floating Support	Floating Support
Blaby DC	32	-	-
Charnwood BC	38	-	-
Harborough DC	28	-	-
Hinckley & Bosworth BC	-	-	-
Melton BC	40	-	-
North West Leicestershire DC	-	-	-
Oadby & Wigston BC	-	-	-
Total	138	-	-

There is currently no service for Frail Elderly People in Hinckley and Bosworth, North West Leicestershire or Oadby and Wigston. Although the provider of the Melton area has identified their service as being for Frail Elderly, it does not currently meet the Social Services definition for such a service. However, work is currently taking place to reconfigure the service so as to meet the requirements of Social Services.

No. of household units receiving support service – Sheltered Accommodation

District	Type of Support Service		
	Accommodation	Accommodation & Floating Support	Floating Support
Blaby DC	1154	-	-
Charnwood BC	960	-	-
Harborough DC	1038	1	-
Hinckley & Bosworth BC	506	-	-
Melton BC	243	-	-
North West Leicestershire DC	1319	-	-
Oadby & Wigston BC	234	-	-
Total	5454	1	-

No. of household units receiving support service – Community Alarms

District	Number of Units
Blaby DC	268
Charnwood BC	1477
Harborough DC	62
Hinckley & Bosworth BC	1108
Melton BC	623
North West Leicestershire DC	520

Oadby & Wigston BC	217
Total	4275

Home Improvement Agencies – No. of Enquiries, Completed Cases
and Value of Work – 2003/04.

District	Enquiries	Completed Cases	Value of work (excl. VAT & fees) (£)
Blaby DC	268	64	232,714
Harborough DC	250	115	101,558
Hinckley & Bosworth BC	626	278	572,956
North West Leicestershire DC	430	247	131,446
Total	1574	704	1,038,674

There is currently no Home Improvement Agency service in Charnwood or Oadby and Wigston. A service is being developed in Melton during 2004/05.

b. To what extent do current services meet our strategic priorities?

Sheltered accommodation is by far the largest Supporting People funded service in the County, being provided to 86% of the households enjoying a support service. There is no doubt that what the providers provide - independence for older people, within a caring and secure environment, for those able to look after themselves - is greatly valued by the vast majority of residents.

Sheltered housing does also contribute towards releasing family accommodation in the Social Housing sector by providing an alternative for many older people to under-occupying their larger family home. There are, however, other mechanisms for achieving this – such as offering cash incentives to under-occupying residents.

Despite these positive outcomes, from a Supporting People perspective there are concerns about vacancies in schemes and whether the funded services are meeting the priorities of our partners.

In all Districts in the County there are sheltered housing schemes where properties are unpopular and difficult to let, due to:

- Increasing aspirations on behalf of older people, in terms of the expected quality of the accommodation, the need to share bathrooms and toilets and the standard of the facilities provided,
- Being poorly located, such as a rural location, away from residential facilities and amenities, and
- The level of support provided and required. There is a ‘conflict’ between the needs of residents who are now entering sheltered accommodation at an older age and the traditional role of the service.

This trend has become increasingly apparent in the last 5/10 years and is likely to continue into the future. Consequently, more radical solutions may need to be considered in the latter years of the Five Year Strategy and beyond.

There is currently a poor fit between the strategic priorities of the programme and the existing sheltered housing services for older people. The improvement of the targeting of existing services and the ability of existing services to support more vulnerable older people will improve this strategic fit.

Current sheltered services are less than optimally effective in meeting Social Services and Health's strategic priorities to reduce demand on acute services. Services are not targeted on those for whom support could prevent a hospital admission or ease discharge, and few sheltered services are able, for example, to assist residents who have fallen and may be inappropriately placed in hospital.

Many sheltered housing schemes/properties for older people are accessed on the basis of housing need rather than need for support. For example, eligibility criteria are being relaxed in order to increase the size of the pool of potential occupiers. In cases where the sheltered housing service is meeting a housing need, rather than a support need, this means that the money currently spent on providing the support service is not being targeted at people who require support. Many schemes have allocations policies that exclude some people who need support or are offering accommodation/support that is unsuitable for frailer older people.

Based on the current supply of housing related support for Older People with Support Needs in the County, it is not possible for older people who have a housing related support need to access this support unless they also have a housing need.

There is not a standard specification for the service being delivered across the County by sheltered housing providers. A Sheltered Housing Providers Group has been formed as a sub-group of the Providers Forum, to discuss a number of issues of mutual interest, one of which will be the development of a standard specification.

There is evidence that shows that "Extra Care" sheltered housing (also known as very sheltered housing) can provide an effective alternative to residential care, and that this sort of provision does, therefore, meet Social Services and Health's strategic priorities of enabling people to stay at home and so not need to access residential or nursing care.

During October 2004 the CCP (CVS Community Partnership) carried out a Service User Survey into the housing related support needs of older people in Leicestershire. A questionnaire was sent out to 305 individual members on their Consumer Panel and was completed by 176 people.

The results show a fairly good understanding of sheltered accommodation, residential and nursing care, but an extremely patchy understanding of other options, such as Extra Care and almost no understanding of Assistive Technology and Floating Support.

The Survey showed that although there was an overwhelming willingness to move to more suitable accommodation if the need arose, 50% had no idea where to go for advice and information. The general view being that at present luck plays a large part in someone receiving the support they need.

In November 2004 two focus groups were carried out with older people. One group was taken from the CCP Consumer Panel and the other was people who had received a Home Improvement Agency service. Both groups were resolute in their desire to remain independent and were particularly interested in the options they previously knew little about – Extra Care, floating support and assistive technology.

A further Survey was carried out by Age Concern in October 2004 into the views of 12 residents of Care Homes in Leicestershire, so as to determine what they thought may have helped them prior to becoming dependent on care, ill or disabled.

Like the CCP Survey, the Survey showed that respondents had a good understanding of the terms sheltered housing, residential care and nursing care. However, the vast majority did not know what was meant by Extra Care, assistive technology and floating support.

Of the 12 people included in the Survey, 5 thought that additional support could have helped them stay independent at home for longer, while 10 did not know where to go to get information about the alternative accommodation and support available. In total 4 would have preferred an alternative to residential care. The Survey also showed that respondents had a lack of knowledge about housing related support.

The views expressed can be summarised by the following statement:

“ I feel now I am in a care home I cannot go out – I miss the day centre attended. I like music and cannot get to concerts – life seems to stop once you are in a care home, there does not seem to be an outside world to join in anymore.”

In addition to better and more housing options information, there is also the need for wardens to receive additional training and to have better information about the range of services available, so that sheltered schemes can meet the needs of the frailer residents.

The Home Improvement Agencies in the County are playing an increasingly important role and since 1 April 2004 additional funding has been available to enable the development of a Home Improvement Agency service in Melton.

Home Improvement Agencies are not for profit, locally based organisations that assist vulnerable homeowners or private sector tenants who are older, disabled or on low income to repair, improve, maintain or adapt their home. By improving people’s living conditions, Home Improvement Agencies enhance their quality of life and enable them to remain in their home in greater comfort and security. They also play an important role in helping the homes of vulnerable people in the County meet the decent home standard. There is, therefore, a close strategic fit between their work and the priorities of Social Services and Health.

c. Evidenced unmet need for services and priorities for service development

The next 20-30 years will see a significant increase in the number of people aged 65 and over. This growth, combined with current trends in home ownership and the make-up of households, will mean that there are more older owner-occupiers and

more older people living alone, with higher support needs. The age profile of the older population in the County based on the Census 2001 is shown below:

Age Group	Blaby	Charn-wood	Harbo-rough	Hinckley	Melton	N W Leics	Oadby & Wigston	Total
60-64	4669	7113	3915	5146	2470	4329	2977	30619
65-74	7696	12398	6426	8613	4015	7175	5352	51675
75-84	4527	7671	4165	5546	2798	4995	3158	32860
85-89	973	1910	932	1280	610	1045	657	7407
90+	451	909	449	603	283	432	379	3506
60-90+ % County	14.5	23.8	12.6	16.8	8.1	14.3	9.9	100 %
65-90+ % County	14.3	24.0	12.5	16.8	8.1	14.3	10.0	100 %
85+ % County	13.0	25.8	12.7	17.3	8.2	13.5	9.5	100 %

There is an evidenced need for an increase in the supply of very sheltered housing across the county, with the aim being to have one Extra Care scheme in each district.

Currently the housing related support services available for older people in the County can only be accessed in conjunction with accommodation – in general sheltered accommodation. This excludes owner-occupiers and private rented clients from accessing the support service unless they move. It also prevents the provision of short-term services, such as intermediate care following discharge from hospital. There is a need for more flexible models of service provision that are able to offer housing related support separately from the provision of accommodation, such as floating support services and the greater use of community alarms and assistive technology. These are areas where there is seen to be considerable scope for growth, enabling people to remain in their own home – regardless of the tenure.

There is a need to assess whether existing sheltered housing services can increase their capacity to support frail and mentally infirm older people. Currently this is not within the scope of the majority of sheltered housing schemes in the County.

There is a lack of support services to support older people from BME communities. The ability of existing services to better meet the needs of BME elders should be assessed alongside whether there is a need for specialist services.

There are a substantial number of people over 65 who live in the rural parts of the County, with the associated difficulty in accessing services. Flexible models of service should be provided including floating/visiting services aimed at supporting people in their homes and localities.

There is considerable scope to expand the work of Home Improvement Agencies to enable older and disabled people to maintain their independence through the process of repair, adaptation and improvement of their homes. This will also assist swift discharge from hospital or prevent admissions taking place. Their role could include the direct provision of repair and maintenance services, other preventative initiatives and the provision of advice on accessing appropriate finance.

Currently there is not a Home Improvement Agency in every district in the County, while the standard core service offered in those districts where there is a service differs as the result of differences in the funding available, both for the provision of the service and the grants available. The aspiration would be to have a Home Improvement Agency service available in every district, offering a standard core service. We will also carry out an appraisal of the benefits of achieving some consolidation in the number of the current service providers within the County, in line with the research carried out by Foundations.

There is a need for housing options advice, specifically targeted to older people, giving information about the options available in terms of housing and support.

d. What will services look like by 2010?

Housing related support services will be available to older people who require support to enable them to remain living independently regardless of their tenure and the accommodation that they are occupying. This will include floating support services and the greater use of assistive technology. Services will meet the specific needs of older people from all ethnic groups within the community.

There will be a policy of reconfiguring (or decommissioning) existing unpopular sheltered housing schemes, or parts of, so as to meet priority needs in the programme. This could include the needs of physically frail older people and older people suffering from dementia or Downs Syndrome, as well as other client groups, so long as this did not lead to any management or other issues due to factors such as conflicting lifestyles. It is, however, recognised that the question of using a sheltered housing scheme for older people suffering from dementia will have to be closely looked at before it goes ahead. The option of introducing a standard specification for sheltered housing services will have been investigated and implemented if appropriate.

Some of the services may be provided on a cross boundary basis.

There will be a very sheltered housing scheme in each district council area.

Referral routes into services will be integrated with existing housing, Health and Social Services referral routes.

The integration of housing related support services with other services, such as Meals on Wheels, will have been investigated and implemented where appropriate, so as to streamline service delivery to service users and achieve value for money.

There will be a Home Improvement Agency service available in each district of the County offering a standard core service, which will be flexible enough to reflect local needs, such as whether the area is primarily rural or urban in nature, and the demographics of the local population.

There will be a housing options advice service, specifically targeted at meeting the needs of older people.

Homeless families with support needs and single homeless people with support needs

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	-	-	-
Charnwood BC	26	-	72
Harborough DC	-	-	-
Hinckley & Bosworth BC	21	-	-
Melton BC	15	-	-
North West Leicestershire DC	-	-	-
Oadby & Wigston BC	-	56	-
Total	62	56	72

b. To what extent do current services meet our strategic priorities?

Research published by the ODPM on 'The Support Needs of Homeless Households (November 2003)' showed that many homeless people have a wide range of needs, including mental ill-health, substance abuse, physical health problems, poor education, unemployment, poverty and debt and a history of difficulty in sustaining accommodation. The research recommends an approach based on the prevention of homelessness through assessing and meeting the support needs of homeless people and those at risk of homelessness.

Currently there is a poor alignment between commissioned services and the priorities of partner agencies. Consequently, there is a need to refocus funding on services that prevent homelessness rather than services that support people once they are homeless in order to meet partners' strategic priorities and specifically those set out in districts' homelessness strategies.

The lack of move on accommodation means that many existing high cost accommodation based services are unable to be accessed by high needs clients, and are providing long term accommodation for people who no longer require support. It also means that many residents are becoming deskilled and institutionalised, increasing the possibility of repeating the cycle of homelessness.

Access and referral routes for existing services should be streamlined and information about services improved so as to make the system more transparent.

c. Evidenced unmet need for services and priorities for service development

There is a need to refocus existing resources to provide flexible, preventative support services that aim to prevent homelessness. This is a key priority for all district councils as evidenced in their homelessness strategies.

The approach adopted would be based on the following:

- An assessment process to identify homeless people who merely need a property, and those who have additional needs,
- For those who have lower level additional needs there would be a generic short term resettlement service and floating support service,
- For those with more complex needs, particularly those with mental health issues and a dual diagnosis, there would be a longer term resettlement and floating support service, with direct referral routes into other services.
- A preventative floating support service, working with clients considered to be at risk of homelessness.

Referrals to the service should be direct from homelessness officers based on their assessment of vulnerability carried out as part of the homelessness assessment.

There are issues about the accessibility and appropriateness of existing services for BME service users. Data showing who is accessing services shows that better links with BME communities should be forged to ensure that the needs of those from BME communities are being addressed.

There is a need to think more broadly about accessing move on accommodation. One way of doing this would be to forge links with private sector landlords to increase the supply of private rented accommodation for people ready to move on. This would enable the current accommodation based schemes to be used more effectively.

d. What will services look like by 2010?

There should be a broad continuum of service provision, with low level housing support services available to prevent homelessness, accommodation based provision for those who require intensive support for a short period, and high support services, to support those with complex needs to break the cycle of homelessness. Referral routes will be established from these services to specialist provision to enable referrals to be made to long term support services when required.

Move-on accommodation should be accessed from across the public and private sectors, with individually tailored packages of short or long-term resettlement and floating support available to help people sustain accommodation regardless of tenure. This will enable more effective use of the provision to be made.

Support provision will be targeted at those who require the level of support. This will be achieved through the use of assessment officers, at the district council or in accommodation based schemes.

Referral routes will be clear and linked to current structures such as homelessness officers and those working with people at risk of homelessness. The focus of services will be on the prevention of homelessness and providing resettlement and support following homelessness.

Offenders, People at Risk of offending and Mentally Disordered Offenders

a. Current services for client area

The services currently delivered for the client area are a floating support service for 16 clients, together with a floating support service for 5 high risk clients.

b. To what extent do current services meet our strategic priorities?

An offender's ability to address their offending behaviour is severely diminished where there is the need for housing. In a Report by the Social Exclusion Unit, **Reducing Re-offending by Ex-prisoners**, (ODPM, July 2002) the importance of appropriate accommodation and housing related support is pointed out:

'Research suggests that stable accommodation can make a difference of over 20% in terms of reduction in reconviction'.

A 20% reduction in re-offending is significant when considering the impact of offending on communities and the costs to local authorities. There is, therefore, a significant community safety and crime and disorder benefit to the provision of appropriate accommodation and housing related support.

The Prolific and Other Priority Offender Strategy was released in the Spring of 2004 and the National Action Plan for Reducing Re-Offending was released in the Summer of 2004.

There is currently no accommodation based service funded by Supporting People. Although Approved Premises are not an accommodation resource, their role should be to enable an assessment of residents to be carried out, before they move on to appropriate accommodation. The Approved Premises that do exist are full and blocked, due to the lack of move on accommodation. The current floating support service is oversubscribed with long waiting lists. There are broader issues about the extent to which offenders are able to access information, advice and housing support on release from prison.

There is some evidence that following intensive work by the Leicestershire and Rutland Probation Service that the districts in the County are starting to welcome high risk offenders.

The current provision does not appear to meet the needs of older and female offenders.

c. Evidenced unmet need for services and priorities for service development

In the Autumn of 2003 the Leicestershire & Rutland Probation Area commissioned a report on the Accommodation Needs of Offenders from an Independent Consultant, Jane Tregoning.

The Report uses a variety of sources of information to provide an overview of housing provision and need across Leicester, Leicestershire and Rutland. One source is Offender Assessment Systems records (OASys), a tool for the consistent

and accurate assessment of offender risk, offence related need and offender management. A sample of reports over a 3 month period were considered, looking at the initial assessment at the pre-sentence report stage of the housing situation of offenders. There were 65 completed in respect of the districts in the County, as follows:

District.	Reports Completed.	Number where accommodation needs were identified.	% where accommodation needs were identified.
Blaby DC	7	3	43
Charnwood BC	15	7	47
Harborough DC	7	4	57
Hinckley & Bosworth BC	8	3	38
Melton BC	5	2	40
NW Leicestershire DC	14	4	20
Oadby & Wigston BC	9	3	33
Total	65	26	Av. 40

Of those who did have accommodation needs identified, 9 were actually homeless.

The accommodation needs identified in the Report were the result of a wide variety of issues, to include alcohol, drugs, and financial matters, together with education and employment.

The Report considered the impact of the housing services currently available on the housing situation of offenders. The following were seen as being key issues:

- An acute shortage of local authority housing in the County and in particular single person and move-on accommodation,
- A limited supply of supported housing, and in particular that appropriate for offenders with a multiplicity of issues, such as alcohol, drugs and mental health problems, and those with learning disabilities,
- Offenders, even with permanent housing, often require a level of support and assistance with regard to their accommodation related problems. In this regard the floating support service provided by SHARP and funded by Supporting People is highly regarded and seen as being very effective.

While the Report is very supportive of the floating support service, it argues that it should be extended to cover the needs of homeless offenders. There is an argument to be said that homeless offenders are in even greater need than people in permanent accommodation, in terms of helping them onto the housing ladder.

Staff at the current floating support service provider are of the view that the demand on the service is greater than the ability to supply the service. The period of time service users are able to receive the service is also seen as being an issue. Due to the demands on the service some service users are taken off the service before they are ready and staff are starting to see former service users coming back to the service.

The Probation Report proposes “the further development of floating support and the establishment of an accommodation outreach service (with outreach accommodation workers mirroring the work of the floating support team) for homeless and transitory offenders. A diverse and multi-faceted approach to that of meeting the local accommodation needs and related needs of offenders across the Counties of Leicestershire and Rutland could be particularly cost effective in the:

- prevention and reduction of re-offending
- avoidance and reduction of instances of anti-social behaviour
- avoidance of eviction with the costs that such action can incur for local authorities”.

Subsequently Probation have developed a Housing Strategy, which includes the development of better links to the districts, and the Housing Corporation, the development of improved nomination rights with housing associations and the further development of floating support.

The national Action Plan for Reducing Re-Offending, states that Probation are at an advanced stage in developing a strategic plan for Approved Premises and Offender Housing. Locally, cluster accommodation is seen as an attractive model, but there are issues around deliverability. The issues revolve around finding property in a suitable location and identifying a management organisation with appropriate knowledge and experience and a source for the capital funding. A group home with 3 or 4 people in a house is also an attractive model, but the same deliverability issues apply. The aspiration would be for one 3 or 4 person scheme in each County town.

There is also some support for additional Hostel accommodation in some of the County towns, although the problems associated with deliverability are recognised. Examples would be Coalville and Loughborough, for around 12 bedspaces and not direct access, with the target client group being the older offender/ex-offender who may be resistant to other forms of provision.

d. What will services look like by 2010?

Links with local prison housing advice services will be strengthened to enable more offenders who are leaving prison to access appropriate housing related support services.

The option of providing additional accommodation based schemes will have been investigated, to see if the deliverability issues can be addressed. The floating support service will have been expanded to around 10 places for the High Risk service and around 50 places for the Low/Medium Risk, enabling a more comprehensive coverage across the County to be achieved.

There is limited scope to refocus existing services to better meet identified needs. Therefore additional capital and revenue funding will need to be made available if the services identified as priorities are to be developed.

People with a Physical or Sensory Disability

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	19	-	-
Charnwood BC	1	-	-
Harborough DC	-	-	-
Hinckley & Bosworth BC	1	-	-
Melton BC	-	-	-
North West Leicestershire DC	6	-	-
Oadby & Wigston BC	-	-	-
Cross Boundary	-	-	6
Total	27	-	6

b. To what extent do current services meet our strategic priorities?

Existing services meet the strategic objectives of Social Services and Health of promoting independence and quality of life and reducing the demand on acute services. In particular the impact of the availability of supported housing on reducing hospital discharge delays from acute and rehabilitation services for people with physical and sensory disability, including people with neurological conditions, can be significant.

There are some difficulties with accessing support from other services for people once they are placed within a scheme and also to enable them to move on to more independent housing.

Existing services also support the objectives of the County Council's Physical Disability Strategy, which was agreed in March 2004 and provides a framework for service development with adults aged 18-65 with a physical disability over the 2004/06 period.

In the County many properties have been adapted for use by people with (mainly) physical disabilities, but this does not currently include a follow-up service to see if there is a need for a housing related support service. This may be because the client has no need of such a support service, but it would be unrealistic to expect that no one requires such a support service. More information is required concerning the need for housing related support services in these situations.

There is evidence that general needs units that have been adapted for a disabled person, are then re-let to a non-disabled person, with, on occasion, the adaptations being removed. This means that the benefit of the adaptations is not being fully realised.

c. Evidenced unmet need for services and priorities for service development

Nationally, good information on the number of disabled adults is difficult to ascertain and there is no clear picture of the number of people with a physical disability in the County. The main reason for this is the enormous variation in disability and how this affects people. In addition, although there is a physical disability register for the County, registering is optional.

Based on national prevalence rates, there could be approximately 12,200 people with a disabling neurological condition in Leicestershire, with 3,050 needing help with daily living. In respect of disability, national research has shown that people of Pakistani and Bangladeshi ethnic origin and older people from ethnic minority communities generally have higher disability rates than other groups.

As a priority needs research will be carried out, to include consultation with disabled people and in particular younger people.

There is evidence from one of the current accommodation based services in the County that they find it difficult to obtain referrals when they have a vacancy. The reasons for this will be investigated and appropriate action taken.

There is some evidence to suggest that existing services, both accommodation based and floating support, are currently unable to meet the specific needs of people with disabilities, in particular hearing impaired and/or visually impaired service users and those with an acquired brain injury.

In the case of brain injury there is evidence from the Core Brain Injury Team that some people with cognitive impairments are receiving expensive residential care packages funded by Health and Social Services because of difficulty accessing group sheltered/supported accommodation. In Leicestershire there are currently 4 people who would benefit from this type of support with a projected growth of one new case a year.

For people with sensory impairments the role of Supporting People in providing telecare technology needs to link in with the planning for integrated community equipment services.

Initially work will concentrate on the carrying out of the needs research and ensuring that the supply of supported housing, floating support and adapted housing is effectively utilised. For the supply of supported housing and floating support this will include promotion of the existing schemes, so as to ensure that all prospective referral agencies have full knowledge of what is available. For the supply of adapted properties, we will investigate the possibility of an adapted property database being set up to cover each district in the County.

d. What will services look like by 2010?

We will have a much better picture of the need for housing related support for people with a physical disability in the County. This will include how the needs identified are to be addressed and in particular the role of accommodation based and floating

support schemes. Once the needs research has been completed People with a Physical or Sensory Disability will have been given an appropriate level of priority within the then current Annual Plan.

There will be more effective use of the current supply of housing related support, to ensure that it is well utilised and targeted to those with the highest support needs.

There will be an adapted property database system in existence in the County, so as to make the most effective use of the supply of adapted properties.

If the work to ensure that the current supply of housing related support is fully utilised is successful, there will be limited scope to refocus existing services so as to better meet identified needs. Therefore, additional capital and revenue funding will need to be made available if the services identified as priorities as a result of the needs analysis are to be developed.

People with substance misuse problems

a. Current services for client area

The service currently delivered for the client area is a floating support service for 20 People with a Drug Problem.

We do not currently fund any services that are aimed primarily at those misusing alcohol, although many funded services are working with this client group and addressing support needs in this area. The analysis of the Client Record Forms for 2003/04 shows that 11 people with an alcohol problem and 37 with a drug problem were provided with a service during the year.

b. To what extent do current services meet our strategic priorities?

The Alcohol Harm Reduction Strategy for England (Cabinet Office, 2004) covers four areas; supply and industry; education and communication; crime and disorder; identification and treatment. In the latter area the Strategy proposes a number of measures to improve early identification and treatment of alcohol problems, including better help for the most vulnerable – such as homeless people, drug addicts, the mentally ill and young people. The Strategy makes a small reference to Supporting People in the context of partnership working with health and refers to the benefits of the programme to alcohol misusers.

The updated Drug Strategy sets out a range of policies and interventions with the aim of reducing the harm that drugs cause to society. While the Criminal Justice Intervention Programme (CJIP), which will target drug related crime, requires the availability of housing related support for drug users to be successful.

All existing services contribute towards achieving the overall objective of helping to address drug and also alcohol misuse. Many services not included in this category, specifically many homelessness services, are also contributing towards addressing these issues.

There is a very significant issue concerning the accessing move on accommodation from accommodation based services, such as those for homeless people. Imaginative use of the private sector needs to be made if accommodation based services are to be able to support those with support needs rather than those awaiting move on accommodation.

c. Evidenced unmet need for services and priorities for service development

The Leicestershire Drug and Alcohol Action Team (DAAT) carried out a housing support survey between April and May 2002. This found that alcohol service users were more likely to be owner-occupiers and also that alcohol abuse is commonly associated with homelessness.

There is evidence of people in sheltered accommodation with an alcohol abuse problem and also, from a variety of sources, of the link between substance misuse and homelessness. There is also the need to make the link between people being in treatment and the availability of support.

There are currently no services that focus primarily on supporting those with alcohol misuse issues in Leicestershire, although many existing services do support those with alcohol misuse issues. For those who abuse alcohol and are experiencing homelessness, there is some provision through the services currently supported by Supporting People. However, the main gap in services is a cross tenure floating support service delivered to those who are housed, designed to prevent homelessness occurring. This could be a joint initiative with the districts in the County and the DAAT.

In the final quarter of 2003/04 there were 658 people receiving drug treatment services in the County. However, this is likely to be an underestimate of the number in need of services because people who use illegal drugs deny they are using and help tends to reach the most chaotic, youngest and most excluded last. Based on work carried out by Addaction (a leading UK charity working solely in the field of drug and alcohol treatment), around 30% will require housing related support and of these in the region of 10 will require residential rehab, 80 will require hostel accommodation with support and 100 will require a tenancy or accommodation with floating support. Again there is a relationship between homelessness and drug abuse, with Home office research showing that levels of substance use among homeless young people is much higher than those of 'housed' young people.

The DAAT study mentioned above identified the need for a floating support service to meet the support needs of people who misuse drugs. This was reinforced by the document the **Strategic Approach to Commissioning Services for Problem Drug Users 2002 – 2005**, which gave the DAAT the priority of developing floating support services. SHARP who provide the current floating support service see the need for an extended scheme four times the size of the current service, and covering the whole of the County.

d. What will services look like by 2010?

Services will be integrated with treatment services to ensure that those accessing or completing treatment are able to access appropriate housing related support services.

Resources will be aimed at preventing accommodation loss due to substance misuse and also providing a resettlement and floating support service. Such services will be available across the county.

Referral and access routes into housing related support will be integrated with existing gateways to treatment for addiction.

There is limited scope to refocus existing services to better meet identified needs. Therefore additional capital and revenue funding will need to be made available if the services identified as priorities are to be developed.

People with HIV/AIDS

a. To what extent do current services meet our strategic priorities?

We do not currently fund any services that are aimed primarily at People with HIV/AIDS. The Client record Forms for 2003/04 show that no client entering a support service during the year had People with HIV/AIDS as either their Primary or Secondary Client Group.

b. Evidenced unmet need for services and priorities for service development

The Government introduced the **National Strategy for Sexual Health and HIV (Department of Health 2001)** in response to the growth in the number of people living with HIV in the United Kingdom in 2000. The Strategy included a 27-point implementation plan designed to provide better prevention, services and support for people with HIV.

The national pattern of increases has also been seen locally. Information provided by Leicestershire AIDS Support Services (LASS), who provide services to over 90% of people who are diagnosed as HIV+ in the County, is as follows:

Period.	HIV+ Service Users
End March 2000	29
End March 2001	35
End March 2002	40
End March 2003	53
End March 2004	47

Although the total numbers of people is small at present, LASS estimate that numbers will increase by 20% p.a. over the next five years. This means that by March 2010 there could be 140 HIV+ service users in the County.

The location of the current HIV+ service users is as follows:

District	Number of HIV+ Service Users
Blaby DC	5
Charnwood BC	22
Harborough DC	1
Hinckley & Bosworth BC	4
Melton BC	0
NW Leicestershire DC	5
Oadby & Wigston BC	10
Total	47

The concentration in Charnwood is seen as being the result of the fact that it is a University town, with a diverse population, but also somewhere where there is also a GU Clinic.

Of the current 47 HIV+ service users LASS estimate that in the region of 15-20 people in the County would benefit from housing related support. These service users are located across the county. Some have the need for housing at present, while others may need re-housing or possibly additional facilities in their own homes to ensure that they can remain where they are. It is anticipated that the number will grow, in line with the growth in the total number of service users.

Although there are anti-HIV treatments available, they merely control the rate of progression of HIV, as there is no cure. To maximise their effectiveness the anti-HIV treatments need to be taken by someone who has order and routine in their life. In this context a floating support service would help to provide the structured environment needed.

Although there is evidenced need, the districts do not have experience of people presenting as HIV+.

c. What will services look like by 2010?

There will be awareness raising with the districts in the County, concerning the needs of people who are HIV+.

There will be a protocol with the districts in place concerning how the needs of people who are HIV+ will be addressed.

It is the aspiration of Leicestershire Supporting People for a floating support service to be provided for people who are HIV+. As there is no existing service for people who are HIV+, additional revenue funding will need to be made available to enable the service to be developed. In this context a decision will have to be made as to whether the service is specific to the client group, or provided as part of a generic service by support staff who have received training concerning the needs of people who are HIV+.

People with Learning Disabilities

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	20	2	1
Charnwood BC	30	-	1
Harborough DC	16	-	-
Hinckley & Bosworth BC	15	1	8
Melton BC	8	-	-
North West Leicestershire DC	1	4	-
Oadby & Wigston BC	12	-	-
Cross Boundary	-	-	3
Total	102	7	13

b. To what extent do current services meet our strategic priorities?

Current services broadly meet our strategic priorities, in particular those with regard to Valuing People, Leicestershire's own Learning Disability Housing Strategy 2003-2005 and the hospital closure programme in the County.

c. Evidenced unmet need for services and priorities for service development

Prevalence figures published by the Government show a rate between 3.5 and 5 per 1000 for people with a moderate/high learning disability. Based on an adult population of 475,524 for the County (Census 2001), this indicates that there could be between 1,664 and 2,377 adults with moderate/high learning disabilities.

National figures suggest that the estimated shortfall in accommodation to meet the housing need of People with Learning Disabilities in England is 50 places for every 100,000 of total adult population. This would suggest that around 235 units of accommodation for People with Learning Disabilities is required in the County to meet the shortfall.

By far the vast majority of people with a learning disability have a mild/moderate learning disability. National figures show a prevalence rate of 25 per 1000, or in the region of 11,888 adults in the County. Historically people with a mild/moderate learning disability have been unknown to Social Services and have received little in the way of support services. Very little research has been carried out into the support needs of people with mild/moderate learning disabilities, many of whom could live independently with support. Nevertheless, if only 10% are in need of housing related support services, this would in the case of Leicestershire be a substantial number – 1,188.

Although the use of national prevalence figures is useful, we also have information gained from the carrying out of surveys. This has been carried out on two occasions recently, once for the Leicestershire Learning Disability Housing Strategy 2003-2005 and once for a survey to inform the development of this Strategy.

As at December 2003 the Leicestershire Learning Disability Register contained 1,789 adults with severe learning disabilities, who were aged 19 and over. The distribution across the County was as follows:

District	Age								Total
	19	20-29	30-39	40-49	50-59	60-69	70-79	80 +	
Charnwood	9	158	147	114	79	42	17	3	569
Harborough	6	49	39	47	43	20	13	1	218
Hinckley & Bosworth	9	77	53	48	27	16	8	3	241
Melton	2	35	32	34	22	3	4	0	132
NW Leicestershire	12	98	75	59	31	15	6	0	296
Oadby & Wigston*	9	87	83	62	44	30	8	10	333
Total	47	504	429	364	246	126	56	17	1789

* The Learning Disability Register includes the figures for Blaby in those for Oadby & Wigston. This is because they are treated as one locality by many of the services for People with Learning Disabilities. It is estimated that out of the 333 people on the Register, in the region of 190 are from Blaby.

In terms of ethnicity, information from the Learning Disability Register shows that 85% were White British/Irish, 3% were Asian, 1% Other, and less than 1% were Black, with the remainder not known. People with learning disabilities from ethnic minority communities tend to be located in Charnwood and Oadby & Wigston. However, it is recognised that there may be some under recording of people with learning disabilities from ethnic minority communities, and the need to ensure that services provided are appropriate to the needs of ethnic minority communities.

The Leicestershire Learning Disability Housing Strategy 2003-2005, gives a considerable amount of information concerning the housing needs of people with a learning disability. The Melton Mowbray Learning Disability Locality Group undertook a housing needs survey in the Autumn of 2003, while a housing needs survey for people with learning disabilities covering the remainder of the County, with a partial coverage of Melton, was carried out in the Summer of 2004.

For the Summer 2004 survey it is estimated that over 2000 survey forms were issued for completion, including 1270 to people on the Learning Disability Register and 612 to people in residential care, with 508 being returned. The results of the Survey were:

- 9% (47) people want to move now, with a further 31 from the Melton survey,
- 24% (122) people expressed a wish to move later, with a further 10 from the Melton survey,

- the type of accommodation requested in many respects appears to consider future mobility issues. So 30% of people wish to move to a bungalow, 26% to a house, 23% to a flat and 7% required an accessible home. The Melton survey identified a preference for shared housing for 3 or 4 people either in a house or flat or flats with common lounge areas,
- a third of the people expressing a wish to move wanted to live with people they are living with now, and over 27% of the people would like to live with more people,
- nearly 78% of people expressed that they need support to live independently,
- the need for accommodation was evenly spread across the County,
- a need for better information on the housing and support options that may be available to people with learning disabilities
- the need for Supporting People to develop an approved support provider list that would assist people requiring support to link up with an appropriate support provider.

Although the results of the Summer 2004 Survey show the need for accommodation was evenly spread across the County, the current supply of accommodation for People with Learning Disabilities is not evenly spread across the County. Taking into account residential care, the districts with the least accommodation overall are Melton and Oadby & Wigston, followed by North West Leicestershire. In Melton and Oadby & Wigston economic factors mean that many People with Learning Disabilities are excluded from the property market and so there are few options available. The priority areas for future growth will therefore be Melton and Oadby & Wigston, followed by North West Leicestershire.

The results of these surveys are very valuable in showing the current housing related support needs of people with learning disabilities in the County. There are a number of factors that suggest that the level of unmet need will increase during 2005-2010:

- information in the Learning Disability Register shows the significant role of carers who are parents of adults with learning disabilities and that many are now older persons themselves. For example, 74% of people with learning disabilities who are living in the community live with a parent, while 70% of carers are aged over 59, 40% over 60, and 22% over 70. One of the major reasons for people with learning disabilities entering care homes providing residential care is a crisis situation relating to the health of the main carer and lack of alternative support mechanisms, which shows the need for respite care to be provided. Many older carers remain to be 'won over' to the advantages of supported living, as when they can no longer look after the person they are caring for the desire is for them to be placed in a residential care setting due to the level of care provided, even though this may not be required. This 'winning over' of carers is likely to happen once there are more examples of successful independent living in existence.
- there will be a need for housing related support to be available to those who do not have an accommodation need. This applies particularly to those who are living with ageing carers, and those who may have

significant capital and be able to purchase property outright but will require support to live independently.

- younger people with learning disabilities and younger carers increasingly have the same expectations as their peers in the wider community. This means that the need for floating support for younger people is likely to grow.
- people with learning disabilities are now living longer and therefore need a range of services appropriate to their needs and age.
- there are 80 adults with learning disabilities placed outside Leicestershire.
- information provided by Health shows that the number of people with learning disabilities increases by 1% per annum, so ongoing development is required.

There is also an evidenced need for a small number of shared ownership properties.

Many people with learning disabilities will also have other disabilities, such as visual impairment, limited mobility or mental ill health.

d. What will services look like by 2010?

There should be more and a broader range of housing related support services, so that people are able to access housing related support without having to access accommodation if they do not require this. This development of services is dependent upon resources being available.

Referral routes in to all learning disability services will be clear, well communicated, and give priority to those with the greatest need for housing related support services.

People with Mental Health problems

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	24	-	-
Charnwood BC	33	-	7
Harborough DC	18	-	-
Hinckley & Bosworth BC	8	-	-
Melton BC	7	-	-
North West Leicestershire DC	12	-	-
Oadby & Wigston BC	2	-	-
Total	104	-	7

b. To what extent do current services meet our strategic priorities?

Current services broadly meet our strategic priorities, in particular the **National Service Framework (NSF) for Mental Health (DOH,1999)**.

c. Evidenced unmet need for services and priorities for service development

Prevalence figures published by the Department of Health show a rate of around 4 per 1000 for people with a psychotic illness. Based on an adult population of 475,524 for the County (Census 2001), this indicates that there could be around 1,900 adults in the County with a psychotic illness.

In the Summer of 2004 a survey was carried out to identify the housing and support needs of people experiencing mental ill health, which updated the information obtained from a similar survey in 2002. A questionnaire was circulated to all staff in Community Mental Health Teams (CMHTs) to complete in relation to any service user on their current caseload with an identified housing need. In total 96 completed questionnaires were returned, covering all districts in the County, except for Harborough. The most responses were received in respect of people currently living in Charnwood, followed by Hinckley and Bosworth, North West Leicestershire and Blaby.

National research shows that there is a greater incidence of mental health problems amongst BME communities. Current services may not take account of cultural diversity and BME communities have persistent difficulty accessing mainstream services. Nevertheless, 5% of the people for whom a response was received were Asian.

The results of the 2004 survey show that the majority of the people within the sample live alone, with 86% of identified accommodation being for single people. For those who have a housing need, the current tenure for 39% was as a tenant, followed by

people living in the parental home and those in hospital, with smaller numbers being owner occupiers or being in a residential setting. Nearly 40% are currently living in a house, and 25% in a flat, with small numbers either in a hostel, care home, hospital or who are homeless. This is significant because mental health problems may be 4 times higher amongst homeless people as in the general population.

In terms of the preferred area where the housing need would be addressed, Charnwood was the most popular area, followed by Hinckley and Bosworth, Oadby and Wigston and North West Leicestershire and Blaby. Although the pattern of the expressed location preference was similar to that of the current location of the respondent, there were more people expressing a desire to be in Charnwood than are currently living there in the sample, while the numbers in respect of the other areas were slightly less. The main identified need (at 49%) was for single person accommodation with varying levels of support, with a further 29% needing single person accommodation without support.

Overall the current need would appear to be for at least five single person homes in each district, apart from Harborough, together with at least two family homes in Blaby, Charnwood, Hinckley and Bosworth and North West Leicestershire, with floating support. There will also be provision required to meet new demand arising during the 2005-10 period.

Given the potential levels of mental illness amongst the population, it is unlikely that all housing needs are identified within the survey. For example, no questionnaires were received back in respect of Harborough and the reason for this needs to be identified, while there will be many people known only to hospitals or to other specialist parts of secondary mental health services, and there will also be many people with mental illness living in the community with others, some of whom may have a housing related support need. This highlights the areas for further work in the future.

To enable a comprehensive coverage of the identification of the needs of people with mental ill health, the Child and Adolescent Mental Health Service (CAMHS) was contacted to identify the young people aged 16 plus who had an identified housing need. Five people were identified, 3 being County residents and 2 from the city. Four of the young people are in temporary accommodation, with county residents currently accommodated in the city. Most people preferred to be housed in the city, with Blaby as the only County location being noted. Four people require a single person tenancy with support, while two require some adaptations in their home.

Based on this small sample there would appear to be a need to develop cross authority services to enable young people from the County, who may be placed in the city to access services, and develop the preference to live in the city, to be accommodated.

The surveys also identified the need to develop crisis accommodation as a cross authority provision. Together with the need for protocols with housing authorities for referrals for people with mental ill health, including cross authority arrangements for young people and a review of the way information is collected as part of the Care

Programme Approach, so as to ensure that appropriate information is collected to enable housing and support needs to be identified.

The results of these surveys are very valuable in showing the current housing related support needs of people with mental ill health in the County. Other evidenced need is as follows:

- Some evidence for supported housing in the County towns,
- Some evidence of support being required for the 400 people in the County who are displaying signs of the early onset of dementia,
- A small number of shared ownership properties.

d. What will services look like by 2010?

There should be more and a broader range of housing related support services, so that people are able to access housing related support without having to access accommodation if they do not require this. This will include cross authority arrangements for young people and crisis provision. The development of these services is dependent upon resources being available.

A protocol with housing authorities and with members of the cross authority group, will be in place to enable referrals for people with mental ill health to be made.

The Care Planning Approach will have been reviewed so that the quality of information obtained about housing and support needs is of a higher quality.

Autism. Autism spectrum disorders are estimated to touch the lives of over 500,000 families throughout the UK. People with autism can often have accompanying learning disabilities, although all share the difficulty in making sense of the world.

In a national survey carried out by the National Autistic Society, 70% of parents felt that their son or daughter would be unable to live independently in the community without support. Less than 10% of adults with autism can manage the most basic household tasks without help.

The age profile of people diagnosed with autism is quite young, due to non-diagnosis in the past.

There is evidenced need for 2 bed spaces per year for supported living, and 2 places per year for floating support, which could be County wide, although based on the County towns.

Asperger Syndrome. This is an autistic spectrum disorder and so people suffering from the condition experience the triad of impairments associated with autism. Although some people with learning disabilities have a diagnosis of Asperger Syndrome, most people who have been diagnosed with the condition are of average or above average intelligence. People with Asperger Syndrome may also experience other mental health problems, some of which may be associated with a lack of support.

Without appropriate support people with Asperger Syndrome may become socially isolated, unable to work, experience psychological breakdown and become subject to police involvement. People may also have difficulty in maintaining their housing situation and keep referring to agencies when in crisis. All these can be overcome or reduced by a relatively low level of ongoing support, averting the need for more costly interventions.

Recent work by the National Autistic Society has identified a prevalence rate of 71 per 10,000 population. This would give over 4,000 in the County.

There is evidenced need for a range of supported housing options, to include self-contained accommodation based schemes and floating support, in a variety of locations around the County, with the support provider being sensitive to the needs of people with the Syndrome.

Refugees

a. Current services for client area

The service currently delivered for the client area is a floating support service for 10 clients in the Charnwood BC district.

b. To what extent do current services meet our strategic priorities?

The current service is meeting our strategic priorities.

c. Evidenced unmet need for services and priorities for service development

The Asylum and Immigration Act 1999 resulted in Leicester and Loughborough being designated by the Home Office as cluster areas for receiving dispersed asylum seekers. If an Asylum Seeker is given exceptional leave to remain, thus becoming a refugee, they are given 28 days to leave the accommodation they have been living in and make their own arrangements for resettlement. At this stage they can decide to live in any part of the country and so an accurate figure for the number of refugees living in the County is not known. However, it is considered that most asylum seekers receiving a positive decision and deciding to remain in the area will settle in Leicester, the suburban part of Leicester in the County or Loughborough where there are already communities, rather than in the County towns.

Most of the clients of the current service are from Africa, in particular Zimbabwe and Cameroon, or Iraq, together with Turkish Kurds and Somalis. Many have been educated, and may have had good employment in their country of origin, but do not have the language or budgeting skills to live independently at present. Many are also experiencing depression, or other mental health problems, due to their life experiences and so need links to other services.

Other than Charnwood, the districts do not have experience of people presenting as being refugees.

d. What will services look like by 2010?

There will be awareness raising with the districts in the County concerning the needs of refugees.

We will have a much better picture of the need for housing related support for refugees in the County, which will have been given an appropriate level of priority.

A floating support service, using the current model of service delivery, will be available for those who require support when granted leave to remain.

There is limited scope to refocus the existing service to better meet the housing related support needs of refugees. Therefore additional revenue funding will need to be made available if further services are to be developed.

Rough sleepers

a. To what extent do current services meet our strategic priorities?

We do not currently fund any services that are aimed primarily at rough sleepers. However, the Client Record Forms show that 15 rough sleepers were accommodated in the County during 2003/04.

b. Evidenced unmet need for services and priorities for service development

Rough sleeping is not perceived as being a major issue in the County. Counts or estimates prepared by the districts indicate numbers in each district at less than 10 and in most cases at less than 5. However, estimates prepared by voluntary sector organisations are higher.

However, the remaining rough sleepers are likely to have a complex range of needs, including mental ill health and substance abuse problems, and therefore present severe challenges to being re-integrated back into the community. These issues could be addressed by outreach workers who would enable rough sleepers to access the available hostel accommodation and resettlement and tenancy sustainment workers to enable former rough sleepers to move on to more permanent accommodation.

Due to the small numbers involved in each district any such service could be cross boundary or alternatively developed as part of a wider service to homeless people.

c. What will services look like by 2010?

There will be a more consistent approach to the determining of the number of rough sleepers in districts across the County, including rural areas.

The number of rough sleepers in the County will have been determined, appropriate services will be delivered.

Opportunities for joint working with the districts and Health will have been investigated.

Opportunities will be identified as part of the refocusing of homelessness services to include work with rough sleepers.

Teenage Parents

a. Current services for client area

The service currently delivered for the client area is a floating support service for 4 clients in the Charnwood BC area.

b. To what extent do current services meet our strategic priorities?

The Social Exclusion Unit **Report on Teenage Pregnancy (1999)** set the national agenda for Health and local authorities to co-ordinate local action to reduce levels of teenage pregnancy and provide support for young parents. The Report identified two main goals:

- To halve teenage pregnancy rates for the under 18s by 2010, and
- To reduce teenage parents' risk of social exclusion by supporting their participation into education, training and employment.

One of the key objectives of the Report was " by 2003, all under 18 lone teenage parents who cannot live with their family or partner should be placed in supervised semi-independent housing with support, not in an independent tenancy". The young person should not normally be allocated an independent tenancy without floating support.

The current service meets the strategic priorities of our partners.

c. Evidenced unmet need for services and priorities for service development

There is a requirement for Health and local authority partnerships to develop and implement a ten-year strategy to achieve the aims and objectives of the national teenage pregnancy agenda. In Leicestershire the base line for conception rates per 1000 girls aged under 18 years is the 1998 figure of 37.6. The target is for a reduction in the conception rate to 31.9 in 2004 and 20.7 in 2010.

The figures for 1998 and the subsequent years are:

Year	No. of under 18 conceptions	Conception rate/1000
1998	408	37.6
1999	326	30.1
2000	313	29.0
2001	315	29.2

The distribution of the teenage conceptions throughout the districts in the County, during 2000, was:

District	No. of under 18 conceptions	Ward with highest no. of under 18 conceptions
Blaby DC	35	Ravenhurst & Fosse (5)

Charnwood BC	87	Mountsorrel (8)
Harborough DC	35	Lutterworth Orchard (4)
Hinckley & Bosworth BC	56	Barwell (12)
Melton BC	28	Melton Sysonby (7)
N W Leicestershire DC	45	Greenhill (11)
Oadby & Wigston BC	27	Wigston Fields (6)
Total	313	-

There is currently no detailed information available concerning how many of these conceptions result in live births, how many of the teenage parents keep the baby, nor how many of the teenage parents require housing related support. There may also be the issue of hidden need.

However, it is possible to provide an estimate based on information from Regional Trends for the East Midlands. The figures for 2000 show that 60% of conceptions to women aged under 18 led to a maternity. Applied to Leicestershire this will give approximately 189 maternities during 2001. However, this only includes births to young women in one year, to which would have to be added those women who gave birth in previous years, but who are still teenagers. On this basis it is estimated that there could be in the region of 300 mothers aged under 18 in the County. Although not all of these teenage parents will require support, if only 10% do then the need would be significantly greater than the supply.

Work carried out with teenage parents by the County's Teenage Pregnancy Strategy Co-Ordinator and the University Hospitals of Leicester NHS Trust shows that:

- The short term preference for many teenage parents is sharing with other young mothers in self-contained units with communal areas
- For those who are ready to move on good quality and safe independent accommodation, with floating support, is the preferred option
- In the region of 100 young people a year need supported housing,
- The areas of greatest need are Charnwood, Hinckley & Bosworth and North West Leicestershire, and
- There needs to be a range of move-on accommodation available to which the young people can move to as their needs change.

A project on Housing Teenage Pregnancy in Leicestershire is currently taking place. The aim of the project is to improve access and choice to appropriate housing in appropriate areas for pregnant teenagers and teenage parents with a countywide focus. The project will include gap analysis, through the identification of the housing and support currently available.

d. What will services look like by 2010?

We will have better knowledge about the need for housing related support for teenage parents.

There will be better housing options advice for pregnant teenagers and teenage parents.

There will also be closer working between Health and housing.

This is an area of service provision where there is minimal scope to improve services without additional resources. If additional resources are available the priority will be to extend floating support services, based on the model of the current service, to cover areas of the County where there are currently no or inadequate services available, and in particular the areas with the highest number of under 18 conceptions – Charnwood, Hinckley & Bosworth and North West Leicestershire, followed by Blaby, Harborough and Melton.

This is recognised as being a pragmatic approach due to the difficulties associated with developing new accommodation based schemes and that to be viable they would have to be provided on a cross boundary basis, which would result in some teenage parents being located away from family and other support mechanisms.

Travellers

a. Current services for client area

The service currently delivered for the client area is an accommodation based support service for 20 clients in the Blaby DC area.

b. To what extent do current services meet our strategic priorities?

The current service meets the strategic priorities of our partners.

c. Evidenced unmet need for services and priorities for service development

There are around 50 unauthorised encampments on Leicestershire County Council land each year, with the majority being in North West Leicestershire, with smaller numbers throughout the remainder of the County. There are around 5 unauthorised encampments each year on private land, with a concentration in Charnwood and Hinckley & Bosworth.

There is need for the service to link into other services, for example, support services for travellers dealing with drug and alcohol problems and mental health problems. In addition, there is the need for links into the education service as many older travellers can not read or write, and traveller children often do not attend school after the age of 11.

The Government have a policy of increasing the number of residential pitches, as well as transit sites or stopping places. The County Council have recently agreed to be involved in and lead a joint initiative, with the district councils, Leicester City Council and Rutland County Council, to produce proposals for the provision of Transit and Stopping Place Sites for Gypsies and other Travellers. However, due to the time required for planning, identifying sites, etc it is unlikely that there will be any new facilities in use until the latter years of the Five Year Strategy at the earliest.

d. What will services look like by 2010?

This is an area of service provision where there is minimal scope to improve services without additional resources. If additional resources are available then additional provision could form part of a more comprehensive service addressing the wider needs of travellers.

Women at risk of domestic violence

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	-	-	-
Charnwood BC	5	-	-
Harborough DC	-	-	-
Hinckley & Bosworth BC	7	-	-
Melton BC	-	-	-
North West Leicestershire DC	6	-	-
Oadby & Wigston BC	-	-	-
Total	18	-	-

b. To what extent do current services meet our strategic priorities?

The current service meets the strategic priorities of our partners.

c. Evidenced unmet need for services and priorities for service development.

It is difficult to gain an accurate picture of the number of women in the County who experience domestic violence because it is an under-reported crime. However, the following statistics are available for 2003/04:

1.1 District	Number of domestic Violence incidents
Blaby DC	502
Charnwood BC	1509
Harborough DC	437
Hinckley & Bosworth BC	781
Melton BC	368
North West Leicestershire DC	1005
Oadby & Wigston BC	543
Total	5145

Many women experiencing domestic violence require, in the short term, a safe haven, such as a refuge or hostel, which is confidential. This is the type of provision funded by Supporting People in the County, although the effectiveness has been reduced due to the lack of move-on accommodation available.

There is evidenced need for outreach workers to work with women in a preventative role and for resettlement/floating support workers to enable women to move out of refuge accommodation. The intention would be to support women in their own home and for the perpetrator of the violence to move away. There are a number of

outreach workers in place in the County, funded by Health, Crime and Disorder Partnership funding and by ODPM Homelessness Act money.

There is evidenced need for refuge accommodation and outreach for women who abuse substances, with links into appropriate specialist services.

There is also evidence of domestic violence within BME communities in the County, in particular Loughborough and Oadby and Wigston and the need for refuge accommodation and outreach workers with knowledge of the communities, languages, etc.

The priority would be outreach workers with specialisms around BME communities, and substance abuse.

There is also a need to have a protocol to manage cross authority movements.

d. What will services look like by 2010?

Move-on accommodation should be accessed from across the public and private sectors.

Working with a range of partners there will be outreach workers in place in each of the districts in the County, including staff with specialised knowledge about BME communities and substance abuse issues.

There will be a protocol in place to manage cross authority movements.

This is an area of service provision where there is limited scope to improve services without additional resources. If additional resources are available then they will be used to deliver the priorities outlined above.

Young people at risk, including at risk of offending/reoffending and leaving care

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	2	-	-
Charnwood BC	42	-	19
Harborough DC	-	-	-
Hinckley & Bosworth BC	-	4	-
Melton BC	10	-	-
North West Leicestershire DC	6	-	3
Oadby & Wigston BC	-	-	-
Total	60	4	22

b. To what extent do current services meet our strategic priorities?

Under the Children Act 1989 and the Children (Leaving Care) Act 2000, local authorities have a duty towards care leavers until they reach the age of 21, or 24 in certain circumstances. The Homelessness Act 2002 has extended the groups of vulnerable homeless people who have a priority need for housing, to include:

- Care Leavers and others with an institutionalised background, and
- 16 & 17 year olds.

A recent report by the Social Exclusion Unit, '**Preventing Social Exclusion**' (National Action Plan on Social Exclusion 2003-2005) highlights particular times when people are vulnerable, such as when leaving home...'

There is currently a limited alignment between commissioned services for young people and the strategic priorities of our partners.

c. Evidenced unmet need for services and priorities for service development.

Many people working with vulnerable people in the County see the needs of younger people as being a key issue that will have to be addressed, recognising that the needs of a young person can be greatly increased and made more complex by a period of being homeless or inappropriately housed.

There is a small but particularly hard to reach group of young offenders who are, at any one time, without satisfactory accommodation to go to – currently this applies to 31 out of 391 who are receiving an intervention from the Youth Offending Service. During 2003/04 94 referrals were received, with the majority of cases being from Loughborough, Coalville, or Market Harborough, with a particular concentration on

cases from Hinckley. Family breakdown related issues trigger the vast majority of referrals.

The priority would be for cluster type units, in clusters of 5/6, although groups of clusters would give better economies of scale. For those with accommodation a floating support service would be appropriate.

The position with young people leaving care shows a number of similarities. Again the numbers involved are quite small, around 36 in 2003/04, with a focus on the County towns, in particular Hinckley and Coalville. Many of the young people concerned have been poorly educated and may have low level learning disabilities or mental ill health.

Once again the priority provision would be for cluster type units and floating support.

An inter-agency meeting was held in the County during October 2004, which looked at the housing and support needs of homeless 16/17 year olds. The key conclusions of this meeting were:

- More accommodation, of a variety of types, with support is required. This would include emergency 'cooling off' accommodation, particularly where young people need time for mediation to assess their situation and from a practical point of view may have to be looked at on a Countywide basis,
- Better information is required about what housing and support is available – for both 16/17 year olds and professionals,
- Better co-ordination needed between agencies both in strategic planning and around the needs of individuals.

Recognising the impact homelessness can have on this age group, to include the effect on mental and physical health, the priority of the services would be to prevent homelessness occurring.

d. What will services look like by 2010?

Move-on accommodation should be accessed from across the public and private sectors.

The provision of services should be more closely aligned to the needs of young people, with an emphasis on a homelessness prevention role.

Emergency 'cooling off' accommodation will be available, on a cross boundary basis.

There will be better information about what housing and support is available and better co-ordination between agencies working in this area.

This is an area of service provision where there is limited scope to improve services without additional resources. If additional resources are available then they will be used to deliver the priorities outlined above.

Generic services

a. Current services for client area

No. of household units receiving support service

District	Type of Support Service		
	Accommodation Based	Accommodation & Floating Support	Floating Support
Blaby DC	-	-	-
Charnwood BC	-	-	33
Harborough DC	-	-	10
Hinckley & Bosworth BC	-	-	10
Melton BC	-	-	18
North West Leicestershire DC	-	-	13
Oadby & Wigston BC	-	-	-
Total	-	-	84

It is not possible to make statements about generic provision that apply across all services. This service classification covers specialist services that provide intensive support for many people with multiple and complex needs and also low level, often landlord specific, floating support services that support tenants who are referred by their landlord because of identified support needs or problems managing their tenancies.

b. To what extent do current services meet our strategic priorities?

Throughout the Five Year Strategy there are many examples of gaps in service provision that could be addressed through targeted support from generic support services.

It is clear that existing referral routes and service levels need examining individually for all generic services to ascertain whether individual services could be refocused to help address identified gaps in service provision and therefore align more closely with the commissioning priorities of partner agencies.

There are however strong arguments in favour of preserving generic floating support services that are able to intervene and prevent accommodation breakdown. Currently these are accessed via referrals from landlords or self-referrals by individuals who require support. These services contribute directly to preventing homelessness, which is a key priority for all partners.

c. Evidenced unmet need for services and priorities for service development

Generic services have an important contribution to make to meeting many of the identified needs set out in relation to the specific client groups considered above. In particular this relates to clients who have a complexity of inter-related needs, such as young people.

There is, however, a need for low-level generic floating support services for people who are not tenants of a social landlord.

d. What will services look like by 2010?

Generic support services will take referrals from a wider variety of routes at present to enable them to contribute towards meeting the priority needs set out in this Five Year Strategy.

Floating support services will be commissioned so as to address the housing support needs of people from a variety of accommodation and tenure types in line with their need for service.

Black and Minority Ethnic Supported Housing Needs

The supported housing needs of the Black and Minority Ethnic population in the County is not an ODPM designated Primary Client Group. However, we do need to ensure that diverse services are provided that meet the cultural, gender, ethnicity and disability related needs of vulnerable people so as to achieve equality of opportunity and access.

a. Current services for Black and Minority Ethnic communities in the County

There are currently two services in the County targeted to meet the needs of the County's Black and Minority Ethnic (BME) population. These are the site for Travellers at Aston Firs in Blaby and the Vrudha Nivas project in Loughborough, which is an accommodation based scheme comprising 15 units for Older People with Support Needs.

b. To what extent do current services meet our strategic priorities?

The current services do meet our strategic priorities, however they are obviously unable to meet all the needs of the BME population in the County.

c. The size of the Black and Minority Ethnic population in the County

There are growing BME communities in Leicestershire, in particular in the urban part of the County surrounding Leicester and Loughborough. At the time of the 1991 Census 3.4% of the County's population were from BME groups, and this had increased to 5.29% at the time of the 2001 Census in respect of the Mixed, Asian, Black, Chinese and Other groups, while 92.75% were White British, and 1.96% were from other White groups. The 2001 Census shows the following:

District	Total Pop	White	Mixed	Asian	Black	Chinese	Other
Blaby	90 252	85 113	831	3 411	452	348	97
Ch'wood	153 462	140 674	1 374	9 207	615	1 071	521
Harb	76 559	74 921	492	798	147	122	79
H&B	100 141	98 066	588	1 062	115	210	100
Melton	47 866	47 271	226	246	39	57	27
NWL	85 503	84 458	420	351	79	109	86
O & W	55 795	46 857	606	7 431	502	292	107
Total	609 578	577 360	4 537	22 506	1 949	2 209	1 017

The Asian communities tend to be concentrated in the urban part of the County surrounding Leicester, such as Birstall, Braunstone Town, Leicester Forest East, Oadby and Thurmaston, while there is a substantial Bangladeshi community in Loughborough, together with a number of Punjabi Hindus and Sikhs. Estimates by community organisations in Loughborough of the size of the Bangladeshi community vary, from 2 000 to 4 000, with around 400 over 60, and around 300 in need due to age or other reason. There is a small Chinese population (0.36%) scattered across the County, with a concentration in Charnwood and a small Eastern European population, such as Polish former prisoners of war in the Melton area. There are also

small Somali populations and French speaking people from African countries who have settled in Leicestershire in recent years as a result of being given refugee status.

The section on Travellers above gives information on the number of unauthorised encampments in the County.

d. Evidenced unmet need for services and priorities for service development

The unmet needs of travellers is outlined above. Initial work carried out with other BME communities in the County has identified the following unmet needs:

- The need for sheltered accommodation and floating support for Asian elders in the urban part of the County surrounding Leicester, in particular Oadby. This has been raised at a number of lunch clubs for Asian elders and may be achieved, at least in part, by the re-orientation of existing services.
- The need for a floating support service for members of the Bangladeshi community in Loughborough. The EKOTA Project in Loughborough provides a welfare rights, advice and information service to the Bangladeshi and other communities in the area. In 2001/02 66% and in 2002/03 58% of the cases they dealt with concerned welfare rights, benefits, health, housing and accommodation matters. A similar service is also provided by the Bangladeshi Social Association in Loughborough.
- The Chung Pak Project was an innovative interagency 6-month pilot project designed to identify the hidden needs of the Chinese elder community in Leicester and Leicestershire, including housing issues.

The results of the Project show that almost all of the people interviewed expressed a desire to move into sheltered accommodation. Several of the elderly people felt they could not move into existing sheltered housing facilities in Leicester because they would feel isolated due to language and cultural barriers. However, as long as the Chinese elderly were housed in sheltered accommodation together they were flexible about the location and were happy to consider sheltered housing located within the County.

- The Leicestershire Learning Disability Housing Strategy has identified that appropriate service provision may have to be developed to meet the needs of BME communities.
- Providers have identified the need for:
 - an accommodation based scheme in Loughborough for people from BME communities with Mental Health Problems.
 - provision due to the higher than average prevalence of visual impairment within the Asian communities in the County.
 - support relating to domestic abuse within BME communities, which may be hidden, and that Loughborough and Oadby & Wigston were likely to have proportionally more people in need of support.

- support due to the higher than average prevalence of dementia within the Eastern European population in the Melton area.

It is likely that the support needs for BME communities in the County will be more extensive than those identified because one of the features of rural areas is that the needs of some groups can be very difficult to determine and even 'invisible'. This is the result of the small size, diverse and scattered nature of households. However, it is this dispersed nature of the population that can also lead to social exclusion for members of BME communities in rural areas.

e. What will services look like by 2010?

Further work will have been carried out concerning the support needs of BME communities in the County, so that the cultural, gender, ethnicity and disability related needs of all vulnerable people in the County are fully recognised.

Once these needs have been identified, they will be addressed by services that meet the specific cultural and religious needs of individual BME communities, with the support provided by providers with knowledge of the culture and language.

This is an area of service provision where due to the small size of the current provision, there is limited scope to improve services without additional resources.

f. Ethnic origin of new Supporting People clients during 2003/04

A comparison of the information from the Census 2001 and the Client Records for 2003/04 shows the following:

Ethnicity	Census 2001 %	Client Records 2003/04 (%)	Difference +/-
White	94.71	85.20	- 9.51
Mixed	0.74	2.40	+ 1.66
Asian	3.70	4.90	+ 1.20
Black	0.32	4.50	+ 4.18
Chinese	0.36	0.20	- 0.16
Other Ethnic Group	0.17	1.40	+ 1.23
Refused	-	1.50	-

In terms of Primary Client Groups, the most ethnically diverse is Single Homeless People with Support Needs where 79.8% were White, 6.1% Asian, 6.1% Black and 3.9% Mixed.

This comparison does show that even though the supply of services for people from BME communities in the County is very limited, the recipients of Supporting People services in the County are more ethnically diverse than the population for the County as a whole. However, these figures may be misleading as a Client Record Form does not have to be completed in respect of all clients, and in particular this applies to people living in sheltered housing for older people, and 39.1% of the people accommodated in schemes during 2003/04 were from outside Leicestershire.

5. VALUE FOR MONEY

The purpose of this Section is to outline the approach Leicestershire Supporting People is adopting with regard to assessing value for money. This will include an outline of the rationale behind the service review programme, the procedure being adopted for service reviews in Leicestershire, a summary of the review outcomes that have been reported to Commissioning Body so far and the role of users and stakeholders. Areas where improvements have been identified in the assessment of value for money will also be outlined.

5.1. The service review programme in Leicestershire

The service review programme was considered by Leicestershire Supporting People Commissioning Body in April 2003. The basis for the programme of reviews was taken from the Administrative Guidance published in October 2001. This Guidance stated that:

- all support service providers subject to an Interim Contract must be reviewed by 1st April 2006 and
- the programme of reviews must be prioritised based on the carrying out of a risk assessment. Supporting People teams must give a higher priority in the service review programme to services defined as higher risk.

The Guidance gave a number of criteria one or more of which, if fulfilled, would indicate a higher risk service. These included services for high-risk client groups, services less cost beneficial than others, and services where there were performance concerns. The Guidance also stated that sheltered schemes are considered to be homes for life, and should therefore not be given high priority for service reviews.

Few of the services within Leicestershire fit into the higher risk category as defined in the Guidance. The larger providers generally fit into the 'homes for life' services, whilst many of the providers of smaller support schemes are well established housing associations working over a much wider geographical area than Leicestershire.

Although there was a variation in the costs of support services within a client group, it was difficult to identify services that were less cost beneficial than others. Nevertheless, consideration was given to reviewing higher cost schemes earlier in the programme.

Consequently, the factors taken into account in the drafting of the service review programme for Leicestershire were as follows:

- Leicestershire County Council was asked to participate in the pilot of reviewing support services, commencing in April 2003. This pilot was reviewing a cross section of services, and in view of this, the first services scheduled for review within Leicestershire were 2 Abbeyfield providers and 2 Almshouses.

- As at 1 April 2003 Leicestershire had identified 2 'sole traders' within its provision, that is, services provided on a one to one basis and not linked to Social Services Adult Placement Teams. The sole traders were prioritised for review very early in the process not only due to the cost of the service but also in order to put in place a more appropriate steady state contract than the Interim Contract. Ultimately one of them chose not to proceed with a contract.
- It was a requirement that Home Improvement Agencies were reviewed within the first year of the review process.
- Where schemes are new there is an acknowledgement that a 'settling in' period is required to allow any teething problems to be ironed out and the processes to be established before a review takes place.
- The Leicestershire Supporting People Team liaised with the Leicester Supporting People Team and endeavoured to co-ordinate reviews where possible to avoid duplication of work.
- Other than the above factors, the review programme was developed to give a cross section of service providers being reviewed at all stages of the programme. However, for benchmarking purposes, at least 2 similar types of provision were been grouped together where possible.

The draft review programme was considered by Commissioning Body on 4 April 2003. Commissioning Body asked for the District Councils to be distributed throughout the programme, rather than be located at the end in line with their status as providers of homes for life and so lower risk. The revised programme was agreed by Commissioning Body on 6 June 2003.

Since that time the review programme has been revised and agreed by Commissioning Body on two occasions. The first change was so as to:

- allow for joint reviews to be carried out with neighbouring Supporting People Teams,
- allow for management changes within certain provider organisations and
- reflect the changing priorities of the Supporting People programme.

On the second occasion the change was due to:

- temporary staff shortages in the Contracts and Review Team,
- some minor changes being made to accommodate joint reviews with other Supporting People Teams and
- any provider who only provides an alarm service has had their review moved to the end of the programme, in the January 2006 quarter. This is because the reviews are relatively light touch and any savings to be made are likely to be minimal.

The current service review programme is shown in Appendix 6.

5.2. The service review process adopted in Leicestershire

There are 4 stages to the service review process:

- Strategic relevance, present and future demand for funding and utilisation of Supporting People Grant.
- Desktop review of quality, performance and value for money.
- Further investigation of any issues raised in stage 1 and 2.
- Outcomes.

Running alongside the review process, but separate to it, are the accreditation of the provider and the carrying out of validation visits, which may or may not coincide with the review.

a. Strategic relevance, demand and grant utilisation

Guidance for the elements of stage 1 of the review process has been issued by the ODPM, along with a workbook for providers to complete. Leicestershire Supporting People is following this guidance. This stage of the review process will normally be a desktop exercise, but may involve speaking to stakeholders and/or visiting the service.

The first element of the review is to ensure that services fulfil a strategic need. This not only includes identification as a relevant service in the Supporting People Shadow Strategy (and later the Supporting People Five Year Strategy), but also in national and local strategies such as Valuing People. Opinions regarding strategic relevance are also sought from stakeholders at this stage.

Current and future demand for the service is assessed by looking at the provider's waiting lists, the Key Performance Indicators and the results of the Client Record Forms collated by the Joint Centre for Scottish Housing Research at the University of St. Andrews. The Supporting People Five Year Strategy will also indicate local underprovision of service and possible demographic changes affecting demand.

The third element of stage 1 of the review is to ensure Supporting People Grant is funding only Supporting People eligible services. Providers are asked as part of the workbook to clarify which services are provided as part of the contract, and whether any statutory duties form part of the contract. Where services provided do not comply with grant conditions, the Supporting People funding may be renegotiated or withdrawn.

If the service fails to meet the criteria for stage 1 of the review, then the process moves forward to stage 4 of the review (outcomes) without considering stages 2 or 3. Failure to meet the current and future demand element of stage 1 will lead to stage 3 of the review (further investigation).

b. Quality, performance, and value for money

The ODPM has provided a tool for the assessment of quality, known as the Quality Assessment Framework (QAF). This element of the review does not apply to alarm

only services, but Leicestershire Supporting People are applying it to all other services.

The QAF has 17 elements, which consists of 4 core standards (6 from 1 October 2004) and with the remainder being supplementary. In the first instance, Leicestershire Supporting People are assessing on the 4 (or 6) core elements of the QAF only, but providers will be expected to be working towards minimum standards for all 17 elements of the QAF.

The 6 core elements are: needs assessment; support planning; security, health and safety; protection from abuse; fair access, diversity and inclusion and complaints.

Providers are asked to assess each of their services and grade each of the core elements of the service from A to D. Grade D is below the acceptable level and indicates that work needs to be carried out to bring the service up to level C.

The provider's self-assessment of quality may be validated by a visit from a Contracts and Review Officer. Further investigation (stage 3) of the review will commence if a provider self assesses at level D in the QAF.

The interim contract requires providers to submit performance information. For 2003/04 ODPM Guidance required quarterly returns on 3 Service Performance Indicators: service availability, service utilisation, and staffing levels. Since 1 April 2004 providers have had to submit quarterly returns for a fourth Service Performance Indicator: throughputs and in respect of a Key Performance Indicator: service users who are maintaining independent living or planned move on, dependent upon the type of service being delivered.

Monitoring of the Performance Indicators is carried out by the Leicestershire Supporting People team on a regular basis and further action may be taken where:

- Void levels are greater than 10% over 2 consecutive quarters, or in 2 out of 4 quarters on a rolling programme;
- Staffing levels fall below 85% over 2 consecutive quarters or 2 out of any 4 quarters on a rolling programme;
- Availability of service falls below 90% of contracted capacity over 2 consecutive quarters or 2 out of any 4 quarters on a rolling programme.

Where any of these triggers are hit during ongoing monitoring, investigations will be made which may lead to a breach of contract notice being issued.

The ODPM has issued guidance for assessing value for money, along with charts for comparisons of service costs. These give upper and lower quartile figures for the cost of services for different client groups and different types of provision, at both the national and East Midlands level. In addition, the Contracts and Review Team carries out further benchmarking:

- With similar services within the county
- With similar services within the cross authority group (Leicester City and Rutland)

- With similar services within neighbouring 2 tier authorities (Nottinghamshire and Derbyshire).

Further investigation will be instigated if the cost of the service seems particularly high or low, and may take into account more detailed examination of the service, client group, type and amount of support given. Following this, cost savings may be discussed and agreed with the provider.

c. Further investigation

Further investigation may involve a visit to the service by the Contracts and Review Officer, meeting stakeholders, providers and service users as well as requesting further information and clarification of paperwork already submitted.

ODPM guidance suggests that the validation visit programme runs independently of the review programme and be influenced by services where there are concerns around levels of quality. The validation visit acts as a reality check of the provider's assessment of the QAF. Low risk services will only have a random sample of services validated. Consequently, it is the intention of Leicestershire Supporting People to carry out validation visits for every service, except for sheltered and very sheltered schemes. For these services, a minimum of 10% of a provider's schemes will be validated. The schemes to be visited will be decided by the Contracts and Review Officer in consultation with the provider.

d. Outcomes

It has been decided that all review outcomes will be reported to the Commissioning Body.

5.3. The role of users and stakeholders in the service review process in Leicestershire

Leicestershire Supporting People has recently adopted a Communication Strategy and a Strategy for the Involvement of Users and Carers. These set out current methods of communication and areas where further improvements are to be made.

All service users, staff and stakeholders are given an individual notification of the review process, which includes an invitation to contribute his or her view. Service users, staff and stakeholders are offered a choice of methods of consultation to contribute their views, such as questionnaires, small group meetings and face-to-face interviews. Written material is available in a variety of formats and community languages.

5.4. Service review outcomes

Currently, the outcome of 15 service reviews has been presented to Commissioning Body. The outcomes have been as follows:

No. of Providers	No. of Services	Outcome of Review (No. of Providers)			Identified Savings £
		Extend Interim Contract	Steady State Contract	Decommissioning of Service	
15	73	7	5	3	81,596

As can be seen the majority of the review outcomes resulted in either the extension of the interim contract, so as to allow for the implementation of an Action Plan to address concerns about quality, or the offer of a steady state contract. For those reviews that resulted in savings the reasons for this were as follows:

Reason for Saving	No. of Providers	Saving £
Decommissioning of service	2	58,937
Provider chose to opt out of Supporting People	1	17,487
Savings identified during the review	1	5,172
Total	4	81,596

The service review programme has, therefore, been very successful in identifying areas where quality standards need to be raised. In addition, the service review programme has identified savings amounting to 7.5% of the total contract value of the services reviewed, which at present amounts to almost £1.07 million. However, it has not identified significant savings through the identification of services that are being funded, but are not housing related support.

5.5. Future developments in obtaining value for money

In view of the expected reduction in the funding for Supporting People, as a result of the Spending Review decision for 2005/06 and the two years beyond, the Leicestershire Supporting People Team, the Commissioning Body and providers are looking at options for addressing the impact of a potential reduction in Leicestershire's Grant for 2005/06, 06/07 & 07/08 – this could include increasing the efficiency savings to be made from the service review programme.

One option that is being considered is the adoption of a ceiling on the amount of grant payable in respect of schemes relating to specific client groups and types of service.

The ODPM currently publishes national and regional quartiles to act as benchmarks for the weekly cost of specific types of scheme for all of the Primary Client Groups. In the case of Leicestershire the East Midlands figure is used, unless this is not available, when the national figure is adopted. When reviews are carried out, costs are measured against these quartiles. One option would be to peg maximum grant payable to the top of the upper quartile.

By adopting this approach and taking schemes down to the limit of either the National or East Midlands quartile, savings of around £630,000 could be made in a full year.

This approach would have to be modified as it could affect some schemes much more substantially than others, and it would be necessary to employ a dampening mechanism to enable providers to manage the move toward lower levels of grant over a period of time.

Employing this technique would enable use of a validated cost base to ensure that efficiency savings were employed in a more targeted way. It would also employ a level playing field from which providers could operate, and provide a framework for future funding of schemes.

Leicestershire Supporting People submitted a bid in respect of the Value Improvement Project to the ODPM, based on the achievement of value for money through market testing and working with service users, through a consumer panel and providers, to achieve improvements to the cost and quality of schemes. Opportunities to assess and/or compare outputs and performance from similar services would be identified, data assessed, benchmarks created, and best practice identified. Definitions of value for money would be explored and quantified – for example through the benchmarking of similar services on the basis of tenure, geography, and levels of service and joint working.

Although the bid was not supported financially by the ODPM they did, however, commend Leicestershire Supporting People for the contents of the bid and would like to see it taken forward. Leicestershire Supporting People are currently in the process of identifying the elements of the bid that can be taken forward within the current resources available.

6. A STATEMENT OF LOCAL CHARGING POLICY

The following is the Local Charging Policy adopted by Leicestershire Supporting People. However, it is currently being reviewed. The revised version will be included in a future Annual Plan.

1. "Short-term" and "Floating" Supporting People services should be provided free of charge.
2. "Long-term" Supporting People services should be charged for, subject to the following conditions:
 - a) Any service user who also receives Home Care Services will automatically receive a "Fairer Charging" assessment.
 - b) In the immediate period of transfer to the new arrangements charges should reflect the current contributions already being made by service users. This level of charges will continue, subject to increases to reflect inflation, until the housing scheme occupied by the tenants is reviewed under the Supporting People Review Programme, within three years of April 2003. Until that review, existing service users will not be entitled to apply for a "Fairer Charging" assessment.
 - c) Service users who receive any Housing Benefit (HB) should be "passported" to receive free Supporting People services.
 - d) All new service users not entitled to Housing Benefit passporting will be eligible to apply for a "Fairer Charging " assessment.
 - e) No maximum charge will be applied to Supporting People services. Service users receiving home care will, however, still be subject to the maximum charge of £35 per week for that service.
 - f) Service users who lose entitlement to any Housing Benefit on 1st April 2003, because their Housing Benefit is less than their support charge, should be no worse off on 1st April 2003 than they would have been had the Supporting People Programme not been implemented. This will gradually be replaced by the implementation of the local Charging Policy arrangements.

7. FIVE YEAR STRATEGY

7.1. Leicestershire Vision Statement

The Vision Statement included in the Leicestershire Supporting People Shadow Strategy and in earlier consultation versions of the Five Year Strategy was as follows:

‘The Supporting People Partnership in Leicestershire will enable the development and delivery of flexible housing related support services which are innovative, cost effective, high quality and fully integrated. Supporting People services in Leicestershire will be developed in consultation with vulnerable people to reflect their diverse needs and preferences enabling them to live as independently as possible and maximise their potential in the community.’

However, a significant number of the consultation responses received during the development of the Five Year Strategy argued that this was too wordy and needed to be simplified. Therefore, the Vision Statement has been revised to reflect these consultation responses, as follows:

‘ The Supporting People Partnership in Leicestershire will aim to help vulnerable people live fulfilled and independent lives in their community through the provision of housing related support services.’

It is intended that the services will provide choice and be flexible. They will be delivered within the resources available to Leicestershire Supporting People and designed so as to deliver positive outcomes for the service user. The services will be planned and delivered in consultation with service users, their carers and potential users.

7.2. Aim of the Supporting People Five Year Strategy in Leicestershire

The aim of the Supporting People Five Year Strategy in Leicestershire is to critically examine the services inherited from the previous funding streams and to refocus them on local priority need, the delivery of the wider strategic priorities of central, regional and local government and in particular those concerned with the preventative agenda and the promotion of independence.

7.3. Values

During the development of the Five Year Strategy the following were identified as values that underpin the work of the Supporting People partnership in Leicestershire:

- **Needs led services:** The level and range of Supporting People services will be refocused and commissioned so as to reflect the needs profile within Leicestershire, including groups whose needs are not met by the current supply.
- **Quality:** Services will be monitored and reviewed in accordance with an agreed timetable, to ensure that they are high quality and cost effective and deliver positive outcomes for vulnerable people.

- **Commissioning:** All commissioning of new services, or the reconfiguring of existing services, will be made within the financial constraints of the Leicestershire Supporting People budget, be in line with the priorities set out in this Strategy, or the latest Annual Plan, and support the local, regional and national strategic objectives of partners. We will work in partnership with all relevant stakeholders and agencies to ensure that resources and funding streams are maximised to deliver services.
- **Transparent, equitable and co-ordinated provision of services:** Currently, the geographical distribution of services across the County is unequal and not related to need. Consequently, Supporting People services will be commissioned, or reconfigured, so as to achieve a fair, equitable and transparent distribution of resources across client groups, geographical areas and tenures, based on need.
- **Independence:** Housing support services will be commissioned, or reconfigured, which promote and sustain an individual's capacity to live independently in the community.
- **Prevention:** Services will be commissioned, and reconfigured, that have clear preventative benefits, and promote wellbeing.
- **Best Value:** Services commissioned, and reconfigured, will demonstrate value for money, operate to Best Value principles and the aspiration is that they will achieve locally and nationally defined quality standards. Working with partners we will recognise and acknowledge existing services that work well by promoting best practice and ensure continuous improvement of all provision through the service review programme.
- **Equality and Diversity:** Leicestershire Supporting People is firmly committed to the principle of equal opportunity in the delivery of services and employment. We are committed to the provision of services that meet the cultural, gender, ethnicity and disability related needs of vulnerable people throughout the County so as to achieve equality of opportunity and access. We are seeking to create an environment in which services are provided without fear of discrimination.
- **Cross tenure:** Services commissioned, or reconfigured, will be available to vulnerable people, regardless of their current tenure.
- **Flexibility:** Services will be commissioned, or reconfigured, that are flexible, and so can take into account the changing needs of service users.
- **Promotion:** Awareness of the availability of services, as well as other options, will be raised in a variety of formats.

7.4. Strategic Objectives

The main strategic objectives for Leicestershire Supporting People for the period 2005-10 are as follows:

- Services that deliver quality of life and promote independence.
- Services that are of a high quality, strategically planned, cost effective and complement existing care services.
- Diverse services that meet the cultural, gender, ethnicity and disability related needs of vulnerable people so as to achieve equality of opportunity and access.

- A framework for the planning and developing of services that is needs-led.
- An effective working partnership of local government, Probation, Health, voluntary sector organisations, housing associations, support agencies and service users.

These Strategic Objectives have been broken down so as to provide a number of Outcomes, with associated Actions required and examples of the expected Outcome measures, so that the success of the programme in meeting the specified Strategic Objectives can be measured.

Outcome	Actions required	Outcome measures
1. Five Year Strategy and Annual Plans to include current needs analysis carried out to identify priority needs.	<p>Carry out needs analysis.</p> <p>Carry out supply mapping.</p> <p>Identify gaps in the current provision of services.</p> <p>Agree priorities with partners.</p>	<p>Five Year Strategy and Annual Plans include needs analysis.</p> <p>Five Year Strategy and Annual Plans agreed by partners to include priority needs.</p>
2. Existing provision refocused and new services commissioned in line with identified priority needs.	<p>Ensure all existing services address priority support needs.</p> <p>Reconfigure services/schemes that do not meet priority needs.</p> <p>Commission new support services to meet priority needs.</p>	<p>Increase in the number of services aimed at priorities, measured as – the proportion of the programme spent on the priorities and the number of services aimed at those priorities.</p>
3. Implementation of high quality service review programme results in identified review actions.	<p>Set review programme.</p> <p>Carry out reviews in line with agreed robust methodology.</p>	<p>All services reviewed by March 2006.</p> <p>Delivery of agreed action plan resulting from the reviews.</p>
4. Models and methods of best practice service provision and specification identified and promoted from service review process.	<p>Carry out service reviews.</p> <p>Identify best practice.</p> <p>Identify and promote models, methods and specifications.</p>	<p>No. of providers adopting models and methods of best practice and service specification, to meet Leicestershire Supporting People standard.</p>

Outcome	Actions required	Outcome measures
5. Greater equity achieved in service cost taking into account client group, type of service and level of need.	Development of cost bands. Use of Value for Money framework as part of the review process. Benchmarking of costs. Contract values renegotiated.	No. of services over the cost band for client group, service type and level of need.
6. All Supporting People services achieve the minimum quality standard by March 2006 and an increase in the number of services progressing by level in the Quality Assessment Framework .	Implementation of robust service review programme. Working with providers to ensure that agreed action plan tasks are carried out.	No. of services not meeting minimum quality standard. Increase in number of services meeting the higher quality standard.
7. Increase in service user involvement in the review of services.	Involvement of service users in review process. Ensure through the service review process that service users are able to be fully involved in the monitoring and review of their service.	To visit at least 10% of all services. Increase in number of service users completing service review questionnaires per scheme.
8. Increase in service users and carers involved in the planning and commissioning of new and reconfigured services/schemes.	Improve service user consultation and involvement in the Supporting People planning and commissioning structure.	No. of people attending User and Carer Forum. Percentage of residents consulted for existing services. Percentage of appropriate representatives consulted with for new services.
9. Balanced Leicestershire Supporting People budget at end of financial year.	Regular monitoring and control of budget.	Amount of debt left outstanding at end of year. Provider payments made reconcile with budget.

Targets for individual years will be shown in the appropriate Annual Plan.

7.5. Strategic priorities

The key themes running through this Five Year Strategy and in particular the consideration of the current supply of services, are the need to achieve the following:

- better quality, more cost effective services, that are targeted at priority needs,
- a wider range of services, that are not related to tenure, to include floating support services, and services that meet the specific needs of BME communities in the County,
- services that form part of a preventative agenda and meet the priorities of the Supporting People partners,
- additional move on accommodation, and better targeting of services to ensure that they are received by people with the appropriate level of needs, thus making the most efficient use of the services available.

7.6. Priority needs to be addressed – by Primary Client Group

A summary of the priority needs identified during the development of this Five Year Strategy is shown as Appendix 7. The Commissioning Body has determined a number of key priorities for the 2005-10 period, taking into account the following factors:

- The current supply of support services for the various Primary Client Groups, based upon the number of household units supported, type of service and location of service in the County.
- The level of unmet need identified during the development of the Five Year Strategy.
- The strategic priorities of the Supporting People partners and the ability of housing related support services to meet these priorities.

This has resulted in the following priority needs being set for the 2005-10 period:

Level A

- Generic provision for younger people – to include the following Primary Client Groups: Young People Leaving Care, Young People at Risk, including Young People at Risk of Offending or Re-Offending, Teenage Parents, younger People with Drug Problems, younger Single Homeless People with Support Needs and younger People with Mental Health Problems.
- Offenders and Mentally Disordered Offenders.
- Older People with Support Needs/Frail Elderly/Older People with Mental Health Problems/Dementia – in respect of Extra Care, floating support, assistive technology and Home Improvement Agencies.
- People with Learning Disabilities.

Level B

- Homeless Families
- Remaining People with Mental Health Problems.

Level C

- People with HIV/AIDS
- Women at Risk of Domestic Violence.

Although the priority groups identified in Level A are considered to be the highest priority, there may be opportunities to address the needs identified in Levels B and C. In addition, the priorities are based on needs of the group, rather than individuals.

The Generic provision for younger people is designed to reflect the fact that many statutory and voluntary agencies and providers of services in the County have, in recent months, seen a significant increase in the number of younger people presenting with a range of needs and are experiencing significant difficulty in providing appropriate services.

The definition of 'younger people' will normally be those aged under 25, although there will be some flexibility to ensure that the most complex cases are able to access support services.

7.7. Areas prioritised for further work – by Primary Client Group

- Generic – it is anticipated that generic services will be provided for younger people and that some of the numerically smaller needs could be combined into a generic service so as to give the necessary critical mass. Further work will be carried out into the need for additional generic services.
- Older People with Support Needs – in respect of sheltered accommodation. The priority will be to make the current provision more closely aligned with the priorities of our partners. This will include a consideration of the balance between the number of residents with immediate support needs and those with future support needs, and so making the link between need and support, and the nature of the service currently being delivered. For those properties/schemes that are difficult to let, Supporting People will work with the support provider and service users to look at a range of options in order to maximise the effectiveness of the available Grant. These options could include: changes to the design of properties/schemes and facilities provided, changes to the client group and reconfiguration and even to the disposal and replacement of schemes in some instances. Getting the provision of sheltered housing accommodation in the County 'right', will be one of the key challenges for the Commissioning Body.
- People with Alcohol Problems – the priority will be to carry out further needs evidence work and then review the position.

- People with Physical or Sensory Disabilities – although some evidence of need has been identified, the initial approach here will be to concentrate on the carrying out of needs research, recognising that this Primary Client Group covers a wide range of needs, and ensuring that the current supply of supported housing, floating support and adapted housing is effectively utilised. Once the needs research has been completed People with a Physical or Sensory Disability will be given an appropriate level of priority within the then current Annual Plan. For the supply of adapted properties, we will investigate the possibility of an adapted property database being set up to cover each district in the County.
- Refugees – the priority will be to carry out further needs evidence work and then review the position.
- Rough sleepers – the priority will be to investigate options for working with other partners, in particular the districts.
- Travellers – progress with regard to the provision of a new site or sites in the County is likely to take a few years and so the position will be reviewed on a regular basis.
- People with Drug Problems, not covered by the younger persons group. The task will be to monitor the effect of the Generic provision for younger people to see if this addresses the need.
- Single Homeless with Support Needs, not covered by the younger persons group. The task will be to monitor the effect of the Generic provision for younger people to see if this addresses the need.

In addition, the needs of men experiencing domestic violence will be investigated. If housing related support needs are identified, the practicality of providing such a service will be considered and an appropriate level of priority set out in a future Annual Plan.

Although the Commissioning Body has set priorities based on the needs evidence currently available, and priority areas for further work have been identified, this needs evidence will in general be kept up to date during the life of this Five Year Strategy.

7.8. How does the current provision of services compare with these priorities?

The Table below shows how the current supply of services compares with the priority needs to be addressed.

Priority	% of expenditure
Level A	34.6
Level B	20.4
Level C	2.8
Further work – Older People with Support Needs	38.3
Further work – other Primary Client Groups	3.4

Generic	0.5
Total	100.0

The information in this Table shows the starting point for the work that needs to be carried out in order to refocus the programme so as to more closely address the housing related support needs in the County. However, it does also have to be recognised that just because a Primary Client Group is in a lower level priority group, or is an area for further work, that funding will be automatically reduced.

7.9. How the Commissioning Body will achieve the desired outcomes

The work carried out in the development of this Five Year Strategy has identified significant gaps in the current provision of support services in Leicestershire, as well as services which are currently not meeting the priorities of our partners. There is, therefore, the need to refocus the Supporting People programme, and services, in Leicestershire so as to move away from the historic provision of services.

In principle this could be achieved through the commissioning of new services and/or the reconfiguring of existing services. In order to commission new services Leicestershire Supporting People will require additional Grant from the ODPM, Grant made available from savings made in the programme and/or additional resources being provided by our partners and stakeholders.

Even though Leicestershire Supporting People anticipate that the introduction of the proposed Distribution Formula will be positive, for the purposes of this Five Year Strategy it is assumed that there will be no additional Grant available. Therefore, the focus will be on making savings in the programme, and working closely with our partners to identify opportunities for bringing in additional resources, together with the reconfiguration of existing services. However, the ability of the Commissioning Body to deliver against the priorities for the refocusing and expansion of services will in part be dependent upon whether it will be possible to free up and identify resources in excess of reductions in Supporting People Grant. In this context the possibility of setting up a 'Funding Forum' will be investigated, as a means of ensuring that the resources coming into and being used in Leicestershire for housing related support services is maximised.

It is recognised that this approach will be challenging.

One factor which could potentially make this approach even more challenging is that housing providers in the County are currently carrying out housing stock options appraisals in the context of deciding how they will meet the Decent Homes Standard. It is currently too soon in this process to forecast outcomes, however, it could be that some current providers, and Leicestershire Supporting People partners, will no longer own/manage the stock of supported housing in a year or two. This has been recognised in the Risk Register referred to later in this Five Year Strategy.

A further issue that needs to be addressed is the lack of move on accommodation, which can lead to schemes becoming blocked. This has again been recognised in the Risk Register referred to later in this Five Year Strategy and could include the

use of the private sector, as well as making the most effective use of public sector housing.

The closer working with partners must also include better and more effective promotion and publicity of the programme with staff working for partner organisations at all levels, because at the present time there can be a lack of awareness amongst operational/front line staff.

7.10. The Decommissioning/Reconfiguring of services

The Commissioning Body has agreed that when considering proposals for the reconfiguration of existing schemes that the following factors will be taken into account:

- The relative level of priority given to the proposed Primary Client Group in the Supporting People Strategy. This would be a key factor – if the proposal was not for a priority need the reconfiguration/commissioning will not go ahead.
- Bearing in mind that the current geographical distribution of services across the County is not equal, or based on need, there would have to be an identified need for the proposal in the area.
- For a reconfiguration, whether the proposal is cost neutral, or even allows savings to be made. The proviso here would be that the cost would have to be within the value for money criteria set by Leicestershire Supporting People. Currently, these are the upper and lower quartile figures available for all the Primary Client Groups, and which are used during the review process.
- Whether any capital or revenue funding secured from other sources specifically for the reconfiguration/commissioning would be lost if it were not to go ahead. Issues here would include links to the Housing Corporation, and their Regional Investment Strategy and to the Regional Housing Strategy.
- Whether there would be any other cost to the public purse if the reconfiguration/commissioning did not go ahead. An example of this could be the loss of Government Grant, or a provider having to subsidise a scheme.
- For a reconfiguration the popularity of the existing scheme, and the impact on existing residents of the reconfiguration. Specifically, what arrangements have been made for the accommodation or transfer of those residents currently living in the scheme and what are their views.
- If the proposed reconfiguration is in respect of part of a scheme, would this lead to any management or other issues due to factors such as conflicting lifestyles.
- Is the scheme suitable for the proposed use, in terms of its location and/or the physical characteristics of the building(s).
- Does the provider have the necessary knowledge, skills and experience to provide a support service to the proposed client group.

There may also be opportunities for existing supported housing schemes, such as sheltered accommodation, to be redeveloped rather than reconfigured. This could be so as to provide additional supported housing, or alternatively part or all of the site could be redeveloped so as to provide general needs housing. As capital would be required to enable this to happen, the appropriate link will have to be made to the Regional Housing Board Investment Strategy.

It is recognised that in the short term the reconfiguration of schemes may be challenging, due to the difficulties associated with bringing together the various funding streams.

7.11. The Commissioning of new services

Leicestershire Supporting People will develop a Commissioning Policy and Procedure so that commissioning proposals can be dealt with in a transparent and consistent manner.

A number of the needs identified in the County are relatively small in numerical terms. It is also recognised that due to the rural nature of much of the County, there can be significant travelling involved in the delivery of services, such as floating support. Therefore, opportunities to combine needs and so provide a generic service will be sought, so as to provide the critical mass necessary to make a service viable and so minimise the costs associated with travelling. However, it must be recognised that there are also limits to the generic approach, in particular with regard to accommodation based schemes and people with higher level needs.

Alternatively, opportunities to provide services on a cross boundary, cross authority or even regional basis will be investigated, so as to achieve the necessary critical mass.

It is recognised that a significant degree of joint working, planning and investment could be involved, in order for the numerically smaller needs to be appropriately addressed.

It is also recognised that in the short term the development of new accommodation based schemes may be problematic, due to the difficulties associated with bringing together the various funding streams – capital and revenue. Therefore, in the short term at least, it may be more appropriate to commission new floating support services, although it is recognised that they are not appropriate for all client groups/level of need.

7.12. Monitoring of progress

Progress towards the achievement of the Aim and Strategic Objectives outlined in this Five Year Strategy will be monitored through the use of a range of Key Performance Indicators. Some of the Outcome Measures are identified above, while others are being developed. Performance will be regularly monitored by the Supporting People Programme Manager, in conjunction with the Core Strategy Development Group and progress against the Five Year Strategy and targets included in the Annual Plan will be reported to the Commissioning Body on a quarterly basis.

Following the successful completion of the Five Year Strategy, it is intended that the focus of the Core Strategy Development Group will be changed to one of monitoring the delivery of the Five Year Strategy. This could be combined with the setting up of local groups at the district level, representing a wide range of partners and

stakeholders, who would be able to monitor progress with the delivery of this Five Year Strategy.

7.13. Risk Management and Contingency Planning

The services funded by Leicestershire Supporting People provide support to many vulnerable people in the County. Consequently, there is the need to assess the risk of major failure of provision of Supporting People services, due to occurrences such as fire, major incidents and insolvency, as well as other risks.

It is the policy of Leicestershire Supporting People to adopt a proactive approach to risk management whilst acknowledging that risk cannot be totally eliminated. Leicestershire Supporting People is committed to the management of risk in order to:-

- Preserve and enhance service delivery in accordance with priorities,
- Safeguard its employees, and service users, and all other persons to whom there is a duty of care,
- Maintain effective control of public funds,
- Protect and promote the reputation of Supporting People,
- Support the quality of the environment.

These objectives have been achieved by the development and application of a Risk Management Strategy that systematically identifies, evaluates, and manages the risks to the effective delivery and development of services to service users.

We are committed to working in partnership with all service providers to ensure that risks are kept to a minimum, however, we recognise that effective contingency plans must be in place in case any issues arise. In this respect our overall aim is to enable service users to continue to receive the same level of service with the minimum amount of disruption.

In the event of a sudden closure of a service due to a major incident such as fire, flood or other disaster, the Supporting People team will work closely with the County Council's Emergency Management Section, as well as individual providers and Social/Case Workers to ensure that the needs of vulnerable clients are fully considered. All major incidents will be reported to the Commissioning Body, as will risks that are escalating and may require additional actions or inputs.

The Policy was developed and is being implemented within the context of Leicestershire County Council's Risk Management Strategy.

There are four key stages to the Risk Management Cycle adopted by Leicestershire Supporting People:

a. Risk identification

For each service area the major types of risk have been identified.

b. Risk assessment

The real cause of each risk has been determined and the specific events that might happen or what the effects would be if the risk identified occurs. Each risk is mapped individually on the Risk Register in order to assess the significance of one risk compared with others.

Each risk has been scored based on Likelihood and Impact, on a scale of 1(low) to 4(high), with the Score being the two multiplied together.

An Assessment will be made of the level of risk the service can manage within normal procedures, and which risks need to be actively managed. The guidance prepared by Leicestershire County Council on Risk Management, which has informed our approach, suggests that risks need to be actively managed once their Score is 8 or above.

c. Risk management

For those risks that cannot be tolerated Action Plans will be developed to address the real cause of the risk and responsibility for their delivery assigned.

d. Risk reporting and monitoring

The Risk Report is designed for periodic use to draw particular risks to the attention of wider stakeholders or management/decision makers. Its purpose is to help raise awareness of those risks that are escalating and may require additional action or inputs. A Risk Report will be made to Commissioning Body on a regular basis.

The Risk Register for Leicestershire Supporting People is included as Appendix 8.

8. ANNUAL PLAN 2005-06

This Section of the Five Year Strategy is in the form of a framework, which will be developed in greater detail in the coming months.

The overall approach in the year will be to ensure the budget is balanced on a sustainable basis and through a variety of means ensure that the best use is made of the current supply of housing support.

Following the announcement of the allocation of Supporting People Grant for 2005/06 and the indication of what the pattern of Grant allocations may be in the immediate future, the first priority for Leicestershire Supporting People must be to balance the budget on a long term basis.

8.1. Supporting People Grant 2005/06

The Grant allocation for 2005/06 at £6,807,853 is 5.04% lower than the Grant allocation for 2004/05. Although it is hoped that ultimately the effect of the introduction of the distribution formula on Leicestershire will be positive, it would appear that in the short term the effect will be broadly neutral.

The ODPM have stated that where the distribution formula indicates, under a range of scenarios, a reduction of funding in the long term for an authority a cut of between 5% and 7.5% for 2005/06 has been applied. The larger the long term reduction the closer the cut to 7.5%. Conversely, where the formula indicates an increase in funding in the long term they have applied a reduced cut of between 0% and 5%. Therefore, it would appear that with a cut of 5.04% the short term, and possibly the longer term, effect will be broadly neutral.

There has also been a cut of 20% in the Administration Grant for 2005/06 to £351,726.

8.2. Balancing the budget

In the coming months the Commissioning Body, the Supporting People Team and providers of services will be working closely together to consider a range of options to ensure that the budget is balanced in a sustainable manner. These options will include one or a combination of:

- the introduction of a tariff system, whereby a provider would be paid up to a certain level for a particular client group, type of service and level of need,
- the targeting of low priority needs groups for the making of savings,
- The updating of the Charging Policy. Once this process has been completed the approach to achieving value for money will be agreed by the Commissioning Body.

The drive to achieve value for money will be progressed through the service review programme. The programming of reviews has already identified the schemes most likely to result in the largest savings. This work will be continued.

The use of other sources of funding will also be investigated, including those that can be accessed by partner organisations.

An Action Plan will be developed to ensure that the budget is balanced by the end of 2005/06.

8.3. Reconfiguration of services

In addition to achieving better value for money from the programme, the second priority will be to achieve higher quality outcomes from the services currently being funded. This will be pursued both through the review programme and the reconfiguration of existing services.

It is recognised that the reconfiguration of services is an area where Leicestershire Supporting People needs to adopt a much more proactive approach and work with and engage with providers in a positive manner. One way of taking this idea forward would be to form a working party, with a variety of partners and stakeholders, to investigate reconfiguration proposals. Such a working party could either be set up to look at specific client groups/schemes, or alternatively have a general remit.

8.4. Development of models and methods of best practice service provision

Models and methods of best practice service provision and specification will be identified from the service review process. Once they have been identified, these models and methods will be promoted with service providers to ensure that the benefits can be spread as far as possible.

It is also anticipated that the work of the Sheltered Housing Providers Sub Group, with a current membership of local authority and Registered Social Landlord providers, will result in greater uniformity in the sheltered housing service delivered across the County, across all sectors. It is proposed that the remit of the Group be widened to include Home Improvement Agencies, and so become a forum looking at older persons supported housing services.

8.5. Commissioning of new services

It is not anticipated that there will be any Supporting People Grant available to enable new services to be commissioned during the year. However, advantage will be taken of other sources of revenue funding where possible. Two such areas are:

- the Housing Corporation's Autumn 2004 supported housing bidding round. Bids have been made in respect of new provision for people with learning disabilities located at two existing Social Services sites at – Silverdale in Melton and Waterlees in Wigston, both currently the sites of residential provision. If the new schemes are developed, this would result in the provision of a range of supported housing options, available to current residents and to people who are inappropriately housed in the district and elsewhere in the County. The County Council has agreed to provide the necessary revenue funding for these schemes if the bids were to be successful.

- the Drug Intervention Programme. A proposal is currently being developed to provide support to ex-offenders, with capital and revenue funding being provided by the Drug Intervention Programme. While further proposals are awaited, the scheme would focus on leasing single or small shared units of accommodation and the provision of support to priority and prolific offenders.

It is also intended that a procurement policy be developed during the year. This will build on the proposals contained in the Valuing Improvement Projects bid.

8.6. Partnership work

Key areas of partnership work during the year, include the need to:

- make stronger and more effective links with partner organisations and in particular with Health,
- make the strategic links identified as being priorities in this Five Year Strategy stronger and more effective and
- work closely with the providers of move on accommodation to minimise as far as possible blocking of units providing housing related support.

8.7. Areas prioritised for further work

This Five Year Strategy sets out a number of areas where further work is required in order to get a better picture of the need for housing related support in the County. This additional needs identification work will commence during 2005/06.

In addition, further work will be carried out so as to obtain a better understanding of the housing related support needs of the BME communities in the County. Once these are better understood, opportunities for addressing the identified needs will be investigated, which could include reconfiguration proposals.

8.8. Performance measurement

The outcome measures listed below will be used to measure the progress towards meeting the key priorities outlined in this Five Year Strategy and Annual Plan. A number of the targets have yet to be specified, which will occur once performance in 2004/05 has been determined.

Outcome Measure.	2005/06 Target.
Increase in the number of services aimed at priorities, measured as – the proportion of the programme spent on the priorities and the number of services and units aimed at those priorities.	
Delivery of agreed action plan resulting from the reviews.	100%
No. of providers adopting models and methods of best practice and service specification, to meet Leicestershire Supporting People standard.	
No. of services within the cost band for client group, service type and level of need.	
No. of services meeting minimum quality standard.	
Increase in number of services meeting the higher quality	

standard.	
To visit at least 10% of all services.	
Increase in number of service users completing service review questionnaires per scheme.	
No. of people attending User and Carer Forum.	50
Percentage of residents consulted for existing services.	
Percentage of appropriate representatives consulted with for new services.	100%
Amount of debt left outstanding at end of year.	
Provider payments made reconcile with budget.	100%

8.9. Performance monitoring

Performance will be regularly monitored by the Supporting People Programme Manager, in conjunction with the Core Strategy Development Group. Progress against the Five Year Strategy and targets included in the Annual Plan will be reported to the Commissioning Body on a quarterly basis.

This will result in the change of the role of the Core Strategy Group from one of strategy development, to one of monitoring the implementation of the Strategy.

Housing Support Needs Identification Methodology

The bulk of the fieldwork for the identification of housing support needs was carried out during the period October 2003 to February 2004, with further work carried out between March 2004 and October 2004.

This fieldwork included the completion of a standard questionnaire and/or face to face interview with representatives from the following organisations:

- Probation,
- The 4 PCTs in the County,
- All of the seven districts in the County,
- 12 service areas for Leicestershire County Council,
- A range of provider/voluntary/advocacy organisations, to include:
 - National Autistic Society,
 - Lifelines For The Homeless,
 - Essential Futures,
 - Shaw Homes,
 - Cornerstones,
 - Charnwood Shelter Project,
 - Care Shangton,
 - Loughborough CVS,
 - Centre for Deaf People,
 - East Midlands HA,
 - Advance,
 - Network for Change,
 - Leicester Aids Support Services,
 - Housing 21,
 - Drug and Alcohol Action Team,
 - SHARP,
 - Refugee HA,
 - de Montfort Housing Society,
 - Leicester HA,
 - Hinckley Homeless,
 - Leonard Cheshire,
 - Care & Repair (West Leicestershire),
 - Asbergers Syndrome Society,
 - Disabled Persons Housing Society (Mercia),
 - Loughborough Womens Aid,
 - Mencap,
 - Alzeimers Society,
 - Charnwood Carers,
 - Vista,
 - Mosaic,
 - Age Concern,

- Melton Learning Disability Locality Housing Sub Group,
- Headway,
- Leicestershire CCP.

In addition, meetings were held with representatives of the following:

- A range of users, or potential users, of Supporting People services, on a one to one basis, focus groups and through the completion of questionnaires,
- Bangladesh EKOTA Project in Loughborough,
- Bangladesh Social association in Loughborough,
- Shree Ram Krishna Centre in Loughborough,
- Five lunch clubs for Asian elders located in Braunstone, Blaby, Thurmaston, Oadby and Leicester Forest East.

During the period October 2003 to December 2004, progress with the development of the Five Year Strategy was discussed and feedback was obtained at each meeting of the following:

Members Panel,
Commissioning Body,
Core Strategy Development Group,
Inclusive Forum,
Users and Carers Forum, and
Providers Forum.

Table 1 – Units of provision per 1000 population

Primary Client Group	Leicestershire		Region		Nationally	
	Accom-based	Floating	Accom-based	Floating	Accom-based	Floating
Frail Elderly	0.18		0.26		0.25	0.03
Generic		0.05	0.34	0.38	0.10	0.59
Homeless Families with Support Needs	0.05		0.13	0.07	0.19	0.15
Mentally Disordered Offenders						
Offenders or People At Risk of Offending		0.02	0.08	0.10	0.09	0.05
Older People with Mental Health Problems/Dementia						
Older People with Support Needs – sheltered	8.86	0.20	14.11	0.90	10.98	1.01
People with a Physical or Sensory Disabilities	0.00	0.00	0.05	0.01	0.11	0.12
People with Alcohol Problems						
People with Drug Problems		0.03	0.02	0.05	0.04	0.04
People with HIV/AIDS						
People with Learning Disabilities	0.15	0.01	0.40	0.12	0.58	0.11
People with Mental Health Problems	0.16	0.05	0.33	0.25	0.50	0.29
Refugees		0.01	0.02	0.05	0.05	0.04
Rough Sleeper						
Single Homeless with Support Needs	0.15	0.10	0.55	0.27	0.76	0.19
Teenage Parents		0.01	0.02	0.05	0.03	0.03
Traveller	0.03		0.00		0.02	0.00
Women at Risk of Domestic Violence	0.02		0.07	0.08	0.07	0.05
Young People at Risk including at Risk of Offending	0.06	0.04	0.15	0.07	0.19	0.09
Young People Leaving Care	0.01		0.01	0.00	0.03	0.02
Total	9.67	0.52	16.54	2.40	13.99	2.81

Table 2 – Unit Costs

Primary Client Group	Leicestershire (£/wk)		Region (£/wk)		Nationally (£/wk)	
	Accom-based	Floating	Accom-based	Floating	Accom-based	Floating
Frail Elderly	38.48		17.87		36.75	34.62
Generic		86.99	16.96	73.93	56.93	50.47
Homeless Families with Support Needs	39.71		124.21	54.78	84.85	60.59
Mentally Disordered Offenders						
Offenders or People At Risk of Offending		42.99	140.76	94.91	160.66	126.74
Older People with Mental Health Problems/Dementia						
Older People with Support Needs - sheltered	8.99	4.54	12.17	16.33	16.85	16.95
People with a Physical or Sensory Disabilities	173.81	155.21	80.61	226.24	78.02	70.99
People with Alcohol Problems						
People with Drug Problems		32.28	386.14	113.58	158.34	119.58
People with HIV/AIDS						
People with Learning Disabilities	232.65	104.61	314.59	464.06	272.84	258.58
People with Mental Health Problems	164.89	145.75	191.49	121.14	174.11	139.72
Refugees		199.82	199.95	106.19	96.14	79.12
Rough Sleeper						
Single Homeless with Support Needs	187.20	40.07	176.63	66.49	133.20	118.32
Teenage Parents		64.69	253.16	87.18	168.62	126.65
Traveller	7.36		7.36		31.54	28.77
Women at Risk of Domestic Violence	194.52		298.15	100.29	252.95	186.20
Young People at Risk including at Risk of Offending	111.00	31.09	217.44	87.36	152.56	126.60
Young People Leaving Care	88.76		116.63	255.24	142.88	119.43
Total	19.62	44.82	34.65	79.55	47.19	47.46

Appendix 3

Table 1 – Initial Cross Authority Baseline Targets

Primary Client Group	Percentage of 'Non-Host' referrals
Older People with Support Needs	23
People with Mental Health Problems	26
People with a Physical or Sensory Disability	64
Rough Sleepers & Single Homeless	84
People with Alcohol Problems	41
People with Drug Problems	61
Offenders or People at Risk of Offending	0
Young People at Risk or Leaving Care	24
Women at Risk Of Domestic Violence	58
Homeless Families with Support Needs	19
Refugees	27

Table 2 – 2002 Survey – Imports

Administering Authority	Number
Cambridgeshire	1
Coventry	1
Leicester	39
Lincolnshire	1
Surrey	1
Total	43

Table 3 – 2002 Survey – Exports

Administering Authority	Number
Birmingham	2
Gloucester	1
Isle of Wight	1
Lambeth	1
Nottingham	3
Sheffield	1
Warwickshire	1
Total	10

Table 4 – ‘Host’ and ‘Non-Host’ admissions 2003/04

Primary Client Group	Host		Non-Host		Total
	Total	%	Total	%	
Older people with support needs.	8	72.7	3	27.3	11
Older people with mental health	0	0.0	0	0.0	0
Frail elderly	1	100.0	0	0.0	1
Mental health problems	23	71.9	9	28.1	32
Learning disabilities	10	83.3	2	16.7	12
Physical or sensory disability	8	66.7	4	33.3	12
Single homeless with support	151	46.0	177	54.0	328
Alcohol problems	7	63.6	4	36.4	11
Drug problems	34	91.9	3	8.1	37
Offenders/at risk of offending	58	92.1	5	7.9	63
Mentally disordered offenders	0	0.0	0	0.0	0
Young people at risk	21	91.3	2	8.7	23
Young people leaving care	2	66.7	1	33.3	3
Women at risk of domestic violence	25	58.1	18	41.9	43
People with HIV/AIDS	0	0.0	0	0.0	0
Homeless families with support	15	93.8	1	6.3	16
Refugees	3	25.0	9	75.0	12
Teenage parents	11	100.0	0	0.0	11
Rough Sleeper	2	13.3	13	86.7	15
Traveller	1	50.0	1	50.0	2
Generic	17	85.0	3	15.0	20
Total	397	60.9	255	39.1	652

Table 5 – Origin of ‘Non-Host’ admissions – 2003/04

Local Authority	Number
Bassetlaw	3
Bedford	1
Birmingham	6
Bolsover	1
Carlisle	1
City of London	1
Coventry	1
Derby	8
Ellesmere Port	1
Hyndburn	1
Kings Lynn	1
Kingston – Upon –Thames	1
Leicester	200
Lincoln	4
Liverpool	1
London	1
Luton	1
Middlesborough	2
North Cornwall	1

Northern Ireland	1
Nottingham	6
Oldham	1
Oxford	1
Plymouth	1
Redditch	1
Rushcliffe	1
Rutland	1
Sheffield	1
South Derbyshire	1
West Lindsay	1
Weymouth & Portland	1
Winchester	1
Wolverhampton	1
Worcester	1
Total	255

Table 6 – Destination of ‘exports’ from Leicestershire – 2003/04

Administering Authority	Number
Birmingham	1
Bradford	1
Cornwall	2
Coventry	3
Derby	2
Derbyshire	2
Hertfordshire	1
Kent	1
Leicester	31
Lincolnshire	2
Liverpool	1
Merton	1
Middlesborough	1
Newcastle – Upon – Tyne	1
North East Lincolnshire	1
Northamptonshire	9
Nottingham	5
Nottinghamshire	4
Oxfordshire	1
Rotherham	3
Sheffield	1
St Helens	1
Staffordshire	1
Surrey	1
Swindon	1
Wakefield	1
West Sussex	1
Total	80

Strategic Links – Health Care

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver the Strategic target/objective?
NSF for Older People	Choice in Accommodation; Extra Care & Home Improvement Agencies	High	Shared link/ shared targets	To ensure that older people have a choice in a range of housing and support services to enable them to continue to live safely and independently
DAAT Treatment Plans	Reduce problematic drug and alcohol use. Improve access to services for drug and alcohol users	High	No link/Link forming	To ensure that appropriate support is available to people to live independently in the community and improve their health outcomes
Mental Health Strategy and Local Implementation Team plans	Access to services for mentally ill and learning disabled – Social Exclusion Unit report	High	No Link	Mental Health Housing Strategy being developed across County & Rutland
Corporate Plan prepared by each District	Promoting Community Safety	High	Link forming	Floating support for people with drug abuse/alcohol problems, ex offenders. Help for people at risk of domestic violence
Local Health Fora	Improve the service available to people, especially the most vulnerable	Medium	Shared link: Health forum Community Strategy Housing Strategy	
NSF for Mental Health	Choice in Accommodation	Medium	Shared Link	To ensure that appropriate support is available to people to live independently in the community and improve their health outcomes
Community Strategy prepared by each District	Develop and implement a Local Compact for the Voluntary Sector	Medium	Links forming	Joint delivery of health, social care and support for vulnerable people
Community Strategies	Increase life expectancy	Medium	Shared link	Joint delivery of health, social care and support for vulnerable people
East Midlands Regional Housing Strategy	Policy 11: Promoting healthy, safer and Eco-efficient homes	Low	Link forming	Community alarm services

Strategic Links – Social Care

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Valuing People	To widen choice in housing options	High	Shared Link	To enable a wider choice of support services to be available to enable people live more independent lives
Better Care Higher Standards (BCHS)	To provide a seamless service to people with long term care needs and improve standards of service delivery	High	Shared Link	Housing & Support providers take incorporate the standards of BCHS within their working practices to provide a seamless service
Community Strategies	Develop and implement a Local Compact for the Voluntary Sector	Medium	Link forming	Joint delivery of health, social care and support for vulnerable people
Community Strategies	Increase life expectancy	Medium	Shared link	Joint delivery of health, social care and support for vulnerable people
Housing Strategies	Protecting vulnerable people	Medium	Shared link	Joint delivery of health, social care and support for vulnerable people
Housing Strategies	Review extra care provision for elderly	Medium	Shared link	Joint delivery of health, social care and support for vulnerable people

Strategic Links – Community Safety

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Community Safety Plan	HIA, Domestic Violence, Community Alarms	High	Link forming	
Reducing Re-offending National Action Plan – Home Office	Specific targets set in plan – includes need for an offender accommodation intervention pathway	High – main element of the strategy	No link – plan has just come out	
Crime and Disorder Strategies	Local targets on reducing crime/offending	High	No clear link	Link between lack of accommodation and offending
Crime and Disorder Strategies/Community Strategies	Contribute to community safety by reducing the overall level of domestic violence	High	Link forming	Safe accommodation and support for victims of domestic violence
Crime and Disorder Strategies	Drug and alcohol misuse Addressing the needs of offenders	High	Limited – needs further work as common client group	HRSS may help to address some of the issues.
Safer Communities Strategies	To improve the real and perceived safety of elderly and vulnerable residents	Medium	No link	

Strategic Links – Social Inclusion

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Social Exclusion report Regional Prison/ Probation Resettlement Strategy	Various targets on accommodation, health etc	High	Specific areas on accommodation	To achieve accommodation target
East Midlands Regional Housing Strategy	Policy 10: Assisting people to maintain their independence for as long as they wish	High	Link forming	Closing gaps in existing service provision
Leicestershire Learning Disability Housing Strategy	To identify need and develop a plan for housing and support services for people with learning disabilities	High	Shared link	To include needs of people with learning disabilities in the development of all relevant plans by service providers in the county
Private Sector Renewal Strategy/Community Strategy	Increase the number of decent homes in the private sector	Medium	Shared link via Home Improvement Agencies	Make effective use of Home Improvement Agencies
Private Sector Renewal Strategy/Community Strategy	Reduce fuel poverty in all tenures	Medium	Shared link via Home Improvement Agencies	Make effective use of Home Improvement Agencies/link to floating support services
Community Strategies	Develop and implement a Local Compact for the Voluntary Sector	Medium	Link forming	Make effective links with voluntary sector to improve service delivery
Housing Strategy	“Life time homes” standard on new housing developments	Medium	Link forming	Provide support services to maintain and facilitate independence of elderly and disabled people

Strategic Links – Rural Strategies

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
East Midlands Regional Housing Strategy	Policy 12: Ensuring that in rural areas and market towns there is both an appropriate provision of quality housing to meet a range of needs and access to related services for vulnerable people of all ages	High	Shared link	Work with partners on housing market and needs assessments to prove the case for more investment

Strategic Links – Housing & Neighbourhood Renewal

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Learning Disabilities Housing Strategy	Helping people with learning disabilities to have as much choice and control as possible	High	Link forming	Work with housing and social care providers to increase choices for independent living
East Midlands Regional Housing Strategy	Policy 4 – Providing options for unpopular or unsuitable sheltered housing stock Policy 5 – Renewing and revitalising the private sector Policy 13 – To identify and address the need for housing with support for vulnerable groups	High	Link forming	By working with all Supporting People partners and stakeholders, to increase the choices available for independent living and the fit of the services provided with the strategic priorities of the Supporting People partners
Local Housing Strategies	A range to include sheltered housing, young people, repair in the private sector, services to enable older people to stay in own homes longer	High	Shared link	In a variety of ways to include HIA services

Strategic Links – Criminal Justice

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Leicestershire & Rutland Probation Area Business Plan (Bold Steps) and Accommodation Strategy	Increase proportion of offenders in accommodation to reduce offending	High	Link forming	Increased access to accommodation and HRSS. Setting policy direction for SP providers Influence on accommodation providers e.g. Local authority and RSLs
Regional Resettlement Strategy	Increase proportion of offenders in accommodation to reduce offending	High	Link forming	Increased access to accommodation and HRSS. Setting policy direction for SP providers Influence on accommodation providers e.g. Local authority and RSLs
The Prolific and Other Priority Offender Strategy and the National Reoffending Action Plan	Increase proportion of offenders in accommodation to reduce offending	High	Link forming	Increased access to accommodation and HRSS. Setting policy direction for SP providers Influence on accommodation providers e.g. Local authority and RSLs
Youth Offending Team (YOT) Business Plan	Specific targets on accommodation – 100% to be in stable accommodation at end of supervision	High	Link forming	Increased access to accommodation and HRSS. Setting policy direction for SP providers Influence on accommodation providers e.g. Local authority and RSLs

Strategic Links – Homelessness Strategies

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
East Midlands Regional Housing Strategy	Policy 9: Tackling the causes of homelessness	High	Shared link	Floating support for vulnerable people
District Homelessness Strategies	Prevent homelessness	High	Shared link	Tenure sustainment services and floating support
District Homelessness Strategies	Improve access to services	High	Shared link	Improve range and flexibility of advice and information sources, making full use of IT
District Homelessness Strategies	Joint working to prevent homelessness	High	Shared link	Developing protocols to facilitate joined up service delivery – health/social care/Supporting People/Probation/housing providers
District Homelessness Strategies	Phase out use of bed and breakfast	High	Shared link	Availability of suitable “move on” accommodation
District Homelessness Strategies	Support vulnerable people	High	Shared link	Meet supply deficits in accommodation related support and floating support
District Homelessness Strategies	Young people	High	Shared targets - joint protocol on young people leaving care	Floating support provision
District Homelessness Strategies	Outreach worker to support/advise victims of domestic violence/prevent homelessness	High	Link forming	Floating support
District Homelessness Strategies	Improve customer service	Medium	Shared link	More effective co-ordination of information and advice

Strategic Links – Local Strategic Partnerships

Strategy	Strategic target or Objective	Importance – High, Medium, Low.	Nature of current link – no link, link forming, shared link, shared targets.	How will/can HRSS be used to deliver Strategic target/objective?
Leicestershire Together	Homelessness & Supporting People, Affordable Housing	High	Link forming	Increase availability of support services/affordable housing
Community Strategies	Crime & Disorder/Safer Communities	High	No link/Link forming	Increase availability of support services for people who are drug/alcohol dependent, ex offenders
Community Strategies	Health and well being	High	Shared link	Promote integration of health/social care and support services to maintain the health and well being of vulnerable people
Community Strategies	Raise awareness of how people can take responsibility for their own health	Medium	Shared links: Community Strategy Housing Strategy SP Strategy	

Table 1 – Source of Referrals – 2003/04

Source of Referral	Number	%
Nominated by local housing authority	112	17.2
Local authority housing department	100	15.3
Social Services	29	4.4
Probation Service/Prison	69	10.6
Community Mental Health Team	2	0.3
Voluntary Agency	139	21.3
Self referral/Direct application	129	19.8
Nominated under HOMES	1	0.2
Internal transfer	1	0.2
Moving from another Housing Association	3	0.5
Health Service/GP	24	3.7
Youth Offending Team	1	0.2
Police	7	1.1
Other	35	5.4
Total	652	100.0

Table 2 – Previous Accommodation – 2003/04

Previous Accommodation	Number	%
General needs local authority tenant	147	22.5
General needs Housing Association tenant	25	3.8
Private rented	25	3.8
Owner Occupier	7	1.1
Supported housing	9	1.4
Direct access hostel	88	13.5
Sheltered housing	4	0.6
Residential care home	2	0.3
Hospital	9	1.4
Prison	10	1.5
Approved Probation hostel	3	0.5
Childrens home/Foster care	2	0.3
Bed and Breakfast	34	5.2
Short life housing	2	0.3
Living with family	86	13.2
Staying with friends	109	16.7
Any other temporary accommodation	25	3.8
Rough sleeping	41	6.3
Other	24	3.7
Total	652	100.0

Service Review Timetable – October 2004

Review Period	Provider	Client Group	No. of Schemes
Jul-04			
	Abbeyfield UK	Older People	3
	Blaby DC	Older People	48
	Oadby & Wigston BC	Older People	4
Oct-04			
	Charnwood Shelter	Homeless	3
	Cornerstone	LD	3
	Hanover	Older People	3
	Headway	PD	1
	Hinckley Homeless	Homeless	1
	Leonard Cheshire	PD	1
	Shaw	Homeless	1
	Stonham (to finish)	LD/Homeless/YP	2
Jan-05			
	Hinckley Women's Aid	DV	1
	Housing 21	Older People	5
	Loughborough Women's Aid	DV	1
	Muir Group	LD	1
	New Leaf	Older People	1
	Pilgrim Homes	Older People	1
	SHARP	Ex-offenders	3
	Touchstone	Older People	1
Apr-05			
	Charnwood Borough Council	Older People	16
	East Midlands HA (all)	YP/DV	24
	North West Leics	Older People	32
Jul-05			
	Advance	MH/LD	17
	Anchor Trust	Older People	2
	Hinckley & Bosworth BC	Older People	14
	Sole Traders	LD	5
Oct -05			
	Carr-Gomm	MH	1

	deMontfort Housing Society	Older People	8
	Derwent	LD	1
	Leicester Housing Association	Older People	3
	Melton Borough Council	Older People	10
	Social Services	LD/PD/Leaving Care	6
Jan-06			
	English Churches HA	Alarm Only	
	Metropolitan Housing Trust	Alarm Only	
	Midlands Rural HA	Alarm Only	
	Orbit	Alarm Only	
	Vista	Alarm Only	

This revised version of the timetable was agreed by the Commissioning Body on 6 October 2004 and is subject to amendment.

Key

LD	People with Learning Disabilities
PD	People with Physical Disabilities
YP	Young People
DV	Women at Risk of Domestic Violence
MH	People with Mental Health Problems

Summary of Housing Related Support Information

Primary Client Group	Summary of Priority Needs and Additional Work
Frail Elderly	Extra Care scheme in Hinckley & Bosworth, N W Leicestershire & Oadby & Wigston.
Generic	It is intended that Generic services will meet a number of the identified needs.
Homeless Families	Resettlement and floating support in all Districts - existing service in Charnwood.
Mentally Disordered Offenders	See Offenders.
Offenders or People At Risk of Offending	Hostel in Coalville & Loughborough; Floating Support for both high needs (+5) and low/medium needs (+20).
Older People with MHPs/Dementia	See Frail Elderly.
Older People with Support Needs	Floating Support, Assistive Technology & Housing Options advice - all Districts. Extension of existing Home Improvement Agency services to Charnwood and Oadby & Wigston.
People with a Phys or Sens Disab	Carry out needs survey. Ensure that existing supply is effectively utilised. Investigate the possibility of an adapted property database being set up to cover each District.
People with Alcohol Problems	More needs information required, but likely to include a floating support service for those currently housed.
People with Drug Problems	Floating support service requires expansion and extending to cover County – up to 60 extra places.
People with HIV/AIDS	Floating Support for 15-20 people in County.
People with Learning Disabilities	Up to 25 accommodation based units in each District, with additional annual requirement – priorities being Melton and Oadby & Wigston followed by N W Leicestershire. Floating support services also require developing.
People with Mental Health Problems	Up to 15 accommodation based units in each District, with additional annual requirement. Floating support services also require developing.
Refugees	Carry out needs survey.
Rough Sleeper	5-10 per District. Joint working with Districts.
Single Homeless	Resettlement and floating support in all Districts.
Teenage Parents	Support worker in Charnwood, Hinckley & Bosworth, N W Leicestershire, followed by Blaby, Harborough and Melton.
Traveller	Review the prioritisation in line with progress on development of new sites.
Women at Risk of Domestic Violence	Outreach worker in 4 Districts with no current service.
Young People at Risk (inc Offending)	3-6 cluster flats in each County town, esp. Hinckley and floating support.
Young People Leaving Care	3-6 cluster flats in each County town, esp. Coalville & Hinckley and floating support.

Risk Register – Strategy

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
001	1 April 2004	Five-Year Strategy not submitted to ODPM on time	ODPM deadline missed	1	4	4	Strategy developed in accordance with Strategy development timetable, and project plan, agreed with & process overseen by CSDG & CB.	SP Lead Officer
002	1 April 2004	Five-Year Strategy does not meet ODPM requirements	ODPM requirements not met	1	4	4	Strategy developed in accordance with 'Focus on the Future' and subsequent ODPM guidance Process overseen by CSDG	SP Lead Officer
003	1 April 2004	Five-Year Strategy does not accurately identify unmet needs	SP Grant used in an inefficient manner, with priority needs remaining unmet	2	4	8	Robust needs assessment procedures adopted in accordance with ODPM guidance Monthly issues papers on needs considered by CSDG	SP Lead Officer
004	1 April 2004	Five-Year Strategy not approved by CB or one or more stakeholders	ODPM deadline missed	2	4	8	Members of CB and stakeholders kept fully & regularly informed concerning contents of Strategy as it is developed	SP Lead Officer
005	1 April 2004	04/05 Annual Plan not submitted to ODPM on time	ODPM deadline missed	1	4	4	Annual Plan developed in accordance with timetable, and project plan, agreed with & process overseen by CSDG & CB	SP Lead Officer
006	1 April 2004	Stresses and disputes between members of the CB	CB do not take ownership of the programme CB do not take difficult decisions Programme resources may be allocated inappropriately Services provided may not meet real needs	2	3	6	Training and awareness raising of the role of CB members Decision-making structures that are robust, yet flexible enough to respond to unexpected contingencies Dispute Resolution Procedure	SP Lead Officer
007	1 April 2004	CB not working effectively, giving little direction to the programme and not showing real commitment	The Five-Year Strategy does not help to put the programme's vision & objectives into practice Programme resources may be allocated inappropriately Services provided may not meet real needs	3	4	12	Carry out assessment of causes Develop Action Plan Implement Action Plan Monitor & review Bring performance in the short term up to the minimum required	SP Lead Officer

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact*	Score*	Actions to manage risk	Risk owner
008	1 April 2004	SP fora not working effectively	SP programme not effectively delivered SP programme does not take into account the views and needs of stakeholders	2	3	6	Training and awareness raising of the role of SP fora Monitor and review effectiveness of working Implement any changes required	SP Lead Officer

*Likelihood – 1 very unlikely, 2 unlikely, 3 quite likely, 4 very likely,

*Impact – 1 minor, 2 moderate, 3 significant, 4 severe.

*Score – Likelihood x Impact.

Risk Register – Financial Management

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
009	1 April 2004	Insufficient ODPM funding due to reductions in 04/05, 05/06 and beyond or following possible introduction of Distribution Formula	Unable to fund existing services Reduction in quality of services Existing services unsustainable	3	3	9	Sufficient knowledge of supply of SP services and needs so that priorities can be set and funding to key services continue Investigation of other sources of funding Investigate, with stakeholders, other ways of achieving SP outputs Re-negotiation of contracts with Providers to meet the funding available Use of Review process to ensure services are providing value for money Decommissioning of services Regular financial management reports considered by CB	SP Lead Officer
010	1 April 2004	Insufficient ODPM funding due to reductions in 04/05, 05/06 and beyond or following possible introduction of Distribution Formula	Unable to commission new services to meet unmet priority needs	3	3	9	Sufficient knowledge of supply of SP services and unmet priority needs so that priorities can be set and services provided to key priority areas Investigation of other sources of funding Investigate, with stakeholders, other ways of achieving SP outputs Re-negotiation of contracts with Providers to meet the funding available Use of Review process to ensure services are providing value for money Regular financial management reports considered by CB	SP Lead Officer

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact*	Score*	Actions to manage risk	Risk owner
011	1 April 2004	Chargeable income lower than expected due to non-collection, people on HB, opt outs or due to implementation of Fairer Charging	Unable to fund existing service Reduction in quality of service	3	3	9	Robust procedures in place to ensure that the maximum amount of chargeable income is collected Re-negotiation of contracts with Providers to meet the funding available Regular financial management reports considered by CB	SP Lead Officer
012	1 April 2004	Loss of SP funding by provider	Viability of service put at risk Viability of provider put at risk	3	3	9	Investigation of availability of replacement funding Remodelling of service to meet level of funding available Decommissioning of service Planned transfer of service to alternate Provider	SP Lead Officer
013	1 April 2004	Loss of non-SP funding by Provider	Viability of service put at risk Viability of Provider put at risk	2	3	6	Investigation of availability of replacement funding Remodelling of service to meet level of funding available Planned transfer of service to alternate Provider	SP Lead Officer
014	1 April 2004	IT systems unable to ensure payments to Providers	Viability of service put at risk Viability of provider put at risk	2	3	6	Development of robust IT systems to minimise risk of this occurring Monitoring & review of performance Identification of manual payment system as back up for emergency payments	SP Lead Officer

*Likelihood – 1 very unlikely, 2 unlikely, 3 quite likely, 4 very likely,

*Impact – 1 minor, 2 moderate, 3 significant, 4 severe.

*Score – Likelihood x Impact.

Risk Register – SP Contracts & Service Reviews

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
015	1 April 2004	Provider not prepared to sign contract due to dispute about contract terms or value	Administering Authority acting outside of ODPM grant conditions	4	3	12	Regular liaison with Providers through Providers Forum Instigation of an early review	SP Lead Officer
016	1 April 2004	Outcome of review is that funding to a Provider should be cut in full or in part	Viability of Provider put at risk Possible reprovision Service users may be put at risk Substantial project management and commissioning skills will be required to refocus or decommission service	4	3	12	Early discussions with Provider Investigation of availability of replacement funding Remodelling of service to meet level of funding available Decommission service Assignment of contract to alternative Provider or commissioning of new service	SP Lead Officer
017	1 April 2004	Outcome of review is that a Provider is offering a poor quality service	Possible reprovision Service users may be put at risk Project management and commissioning skills will be required to refocus or decommission service	4	3	12	Agree Action Plan with Provider Monitor implementation of Action Plan Instigate reprovision procedures if provider unable to fulfil Action Plan Decommission service Assignment of contract to alternative Provider or commissioning of new service	SP Lead Officer
018	1 April 2004	Provider fails to comply with review process	Unable to assess whether service complies with SP requirements Possible reprovision Service users may be put at risk Substantial project management and commissioning skills will be required to refocus or decommission service	2	3	6	Stop payments Decommission service Assignment of contract to alternative Provider or commissioning of new service	SP Lead Officer

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
019	1 April 2004	Outcome of review is that a Provider is not managing risks to service users	Service users may be at risk Possible reprovision Substantial project management and commissioning skills will be required to refocus service	2	4	8	Ensure that Provider has Policy and procedures in place and that staff receive appropriate training Obtain more information about extent and nature of management issues Use of Multi Agency Public Protection Procedures Determine ability of Provider to address high-risk issues that can be resolved in the short term and discuss situation with current service users Instigate emergency reprovision procedures and appoint SP officer lead to oversee necessary changes Agree process and Action Plan for the necessary changes Ensure alternative Providers are on stand-by in case emergency shut down is required	SP Lead Officer
020	1 April 2004	Provider not prepared to accept outcome of review	Appeal against review outcome	2	2	4	Liaison with Providers through Providers Forum Concerning process Robust & transparent review process and procedures Appeals procedure in place	SP Lead Officer
021	1 April 2004	Outcome of monitoring process indicates that Provider fails to meet minimum levels of staffing, utilisation & availability of services	Early review prompted Possible reprovision Service users may be put at risk Substantial project management and commissioning skills will be required to refocus or decommission service	3	3	9	Regular monitoring information already being collected Investigate failure to meet standard at earliest opportunity Serve default notices where appropriate Early review commences if failure persists	SP Lead Officer
022	1 April 2004	Provider unwilling to sign steady state contract	Service users may be at risk Possible withdrawing of funding	2	3	6	Ensure Providers agree terms of steady state contract through consultation at Providers Forum Use of dispute resolution procedures	SP Lead Officer

*Likelihood – 1 very unlikely, 2 unlikely, 3 quite likely, 4 very likely, *Impact – 1 minor, 2 moderate, 3 significant, 4 severe, *Score – Likelihood x Impact.

Risk Register – Operational Delivery of the SP Programme

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
023	1 April 2004	Major incident, such as fire, flood or other emergency	May be temporary or permanent interruption to service and risk to service users Provision of additional housing at short notice could incur substantial costs Provision of additional support service at short notice could incur substantial costs	1	4	4	Ensure that Providers have appropriate policies, procedures and risk assessments in place, and staff have received appropriate training Ensure that insurance in place Up to date register of Providers to similar client group Suitable temporary accommodation available to decant service users – use of LAs & RSLs Ensure alternative Providers are on stand-by Take advice from Leicestershire County Council Emergency Management Section Agree an Emergency Action Plan with Providers	SP Lead Officer
024	1 April 2004	Accommodation based scheme requires major repair and has to close down	Interruption to service Service users put at risk	1	4	4	Ensure that Providers have appropriate policies and procedures in place and staff have received appropriate training Up to date register of Providers to similar client group Suitable temporary accommodation available to decant service users – use of LAs & RSLs Ensure alternative Providers are on stand-by Agree an Action Plan with Prov'rs	SP Lead Officer
025	1 April 2004	Lack of ability within existing IT systems to meet the requirements of the programme	Payments may not be made Invoices may not be sent out Viability of a service put at risk Viability of a provider put at risk	1	3	3	Development of robust IT systems to minimise risk of this occurring Monitor & review Manual procedures to ensure that payments are made	SP Lead Officer
026	1 April 2004	IT software may not be developed in time to meet ODPM timetable	ODPM timetable for submission of SPLS & Strategy Tables missed not met	1	3	3	Membership of IT user group Lobby ODPM	SP Lead Officer

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact*	Score*	Actions to manage risk	Risk owner
027	1 April 2004	Delivery of the SP programme is under-mined by the lack of adequate move-on accommodation, in particular for single people	'Silted-up' of specialist supported housing, which results in people not being able to access the service	3	2	6	Manage demand by 'preventative' interventions & the provision of flexible floating support services at 'home' Have dialogue with Providers, Districts & RSLs to ensure maximum use made of existing provision Lobby Regional Housing Board/Housing Corporation for additional resources for more move-on accommodation Ensure that districts maximise provision of affordable housing through the planning system Discuss with districts whether their allocation policies can give priority to people wanting to move from expensive specialist supported housing Investigate use of private sector	SP Lead Officer
028	1 April 2004	Effect of a loss of electricity supply on the sustainability of an emergency alarm service	Service Users unable to use the Emergency Alarm system	2	3	6	Ensure that Emergency alarm Providers have risk assessments in place and staff have received appropriate training	SP Lead Officer
029	1 April 2004	Inability to recruit staff for the SP Team	SP programme not effectively and efficiently delivered ODPM requirements not met	2	3	6	Use of temporary staff Review recruitment procedures Review person specs Review salary scales	SP Lead Officer
030	1 April 2004	Lack of required skills within the SP team	SP programme not effectively and efficiently delivered	2	3	6	Comprehensive training programme for all staff members Lobby ODPM for appropriate courses for specialist staff, such as Review Officers	SP Lead Officer
031	1 Dec 2004	Response to meeting Decent Homes Standard is that provider transfers stock	New provider unable or unwilling to provide the current level of service	3	4	12	Ensure that requirements of SP are taken into account in discussions & contracts with new providers(s)	SP Lead Officer

*Likelihood – 1 very unlikely, 2 unlikely, 3 quite likely, 4 very likely,

*Impact – 1 minor, 2 moderate, 3 significant, 4 severe,

*Score – Likelihood x Impact.

Risk Register – Service Users

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
032	1 April 2004	Service User makes allegation of abuse	Service Users at risk Negative publicity	2	4	8	Ensure Providers have policy and procedure with training for staff members Use of Multi Agency Public Protection Procedures Ensure Service Users safe Inform authorities if appropriate Investigate & establish facts Early review prompted if complaint upheld Possible reprovion Ensure Provider's disciplinary procedure followed Inform Communications Section	SP Lead Officer
033	1 April 2004	Service User requests move to another Provider	Service Users at risk Negative publicity	2	2	4	Protocol between Providers Inform Communications Section	SP Lead Officer
034	1 April 2004	Service User complains about the quality of the service	Service Users at risk Negative publicity	2	3	6	Ensure Service Users safe Investigate & establish facts Monitor frequency of complaints to instigate early review procedure Negotiate planned move to more appropriate provider if overall service is satisfactory Implement Action Plan with service improvements Monitor & review implementation Possible reprovion Inform Communications Section	SP Lead Officer

*Likelihood – 1 very unlikely, 2 unlikely, 3 quite likely, 4 very likely,

*Impact – 1 minor, 2 moderate, 3 significant, 4 severe.

*Score – Likelihood x Impact.

Risk Register – Service Providers

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
035	1 April 2004	Allegation of abuse	Service Users at risk Negative publicity	2	4	8	Ensure Providers have policy and procedure with training for staff members Use of Multi Agency Public Protection Procedures Ensure Service Users safe Inform authorities if appropriate Investigate & establish facts Instigate early review if allegation upheld Possible reprovion of service, or move for individual if complaint not upheld Ensure Provider's disciplinary procedure followed Inform Communications Section	SP Lead Officer
036	1 April 2004	Collapse of service	Loss of service Service users at risk	2	4	8	Providers considered to be at risk to be given early timetabling in the review process Co-operative and partnership approach to working with providers Desktop assessment of potential alternative providers for schemes Reprovion of service Inform Communications Section	SP Lead Officer
037	1 April 2004	Collapse of Provider	Loss of service Service users at risk	2	4	8	Providers considered to be at risk to be given early timetabling in the review process Co-operative and partnership approach to working with providers Accreditation of service Provider prior to steady state contract being issued Desktop assessment of potential alternative providers for schemes Reprovion of service Inform Communications Section	SP Lead Officer

Ref no.	Date identified	Risk	Consequence of risk occurring	Likelihood*	Impact *	Score*	Actions to manage risk	Risk owner
038	1 April 2004	Provider ceasing to provide service	Loss of service Service users at risk	2	4	8	Co-operative and partnership approach to working with Providers Desktop assessment of potential alternative providers for schemes Reprovision of service	SP Lead Officer
039	1 April 2004	Loss of service capacity	Loss of service Service users at risk	2	4	8	Co-operative and partnership approach to working with Providers Desktop assessment of potential alternative providers for schemes Possible reprovision	SP Lead Officer
040	1 April 2004	Accommodation based scheme requires major repair and Provider has to close it down	Interruption to service Service users put at risk	1	4	4	Ensure that Providers have appropriate policies and procedures in place and staff have received appropriate training Suitable temporary accommodation available to decant service users – LAs & RSLs Ensure alternative Providers are on stand-by	SP Lead Officer
041	1 April 2004	Provider of Cross Authority service does not accept a referral from Leicestershire	Service users put at risk	1	3	3	Protocol with Providers Protocol within Cross Authority group	SP Lead Officer
042	1 April 2004	Housing of high risk groups	Service Users put at risk People in neighbourhood put at risk	2	3	6	Ensure that Providers have appropriate policies and procedures in place and staff have received appropriate training Use of Multi Agency Public Protection Procedures Suitable temporary accommodation available to decant service users	SP Lead Officer
043	1 April 2004	Vulnerable people subject to Anti-Social Behaviour	Service Users put at risk	2	3	6	Ensure that Providers have appropriate policies and procedures in place and staff have received appropriate training Use of Multi Agency Public Protection Procedures Suitable temporary accommodation available to decant service users	SP Lead Officer