



Supporting People Strategy 2005 –2010

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TRANSLATION ADVICE

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Nese keni veshtersi per te kuptuar kete botim, ju lutemi ejani ne recepcionin ne adresen e shenuar me poshte ku ne mund te organizojme perkthime nepermjet telefonit.

Albanian

إذا كانت لديك صعوبة في فهم هذا المنشور، فنرجو زيارة الإستقبال في العنوان المعطى أدناه حيث بإمكاننا أن نرتب لخدمة ترجمة شفوية هاتفية.

Arabic

এই প্রকাশনার অর্থ বুঝতে পারায় যদি আপনার কোন সমস্যা হয়, নিচে দেওয়া ঠিকানায় রিসেপশন-এ চলে আসুন যেখানে আমরা আপনাকে টেলিফোনে দোভাষীর সেবা প্রদানের ব্যবস্থা করতে পারবো।

Bengali

اگر در فهمیدن این نشریه مشکل دارید، لطفاً به میز پذیرش در آدرس قید شده در زیر رجوع فرمایید تا سرویس ترجمه تلفنی برایتان فراهم آورده شود.

Farsi

જો તમને આ પુસ્તિકાની વિગતો સમજવામાં મુશ્કેલી પડતી હોય તો, કૃપયા નીચે જણાવેલ સ્થળના વિસ્તારન પર આવો, જ્યાં અમે ટેલિફોન પર ગુજરાતીમાં ઇન્ટરપ્રિટિંગ સેવાની ગોઠવણ કરી આપીશું.

Gujarati

ਜੇਕਰ ਤੁਹਾਨੂੰ ਇਸ ਪਰਚੇ ਨੂੰ ਸਮਝਣ ਵਿਚ ਮੁਸ਼ਕਲ ਪੇਸ਼ ਆਉਂਦੀ ਹੈ ਤਾਂ ਹੇਠਾਂ ਦਿੱਤੇ ਗਏ ਪਤੇ ਉੱਪਰ ਰਿਸੈਪਸ਼ਨ 'ਤੇ ਆਓ ਜਿੱਥੇ ਅਸੀਂ ਟੈਲੀਫੋਨ ਤੇ ਗੱਲਬਾਤ ਕਰਨ ਲਈ ਇੰਟਰਪ੍ਰਿਟਰ ਦਾ ਪ੍ਰਬੰਧ ਕਰ ਸਕਦੇ ਹਾਂ।

Panjabi

اگر آپ کو اس اشاعت کو سمجھنے میں کوئی مشکل ہے تو، براہ کرم نیچے دیئے ہوئے ایڈریس کے استقبال پر جا کر ملیئے، جہاں ہم آپ کیلئے ٹیلیفون انٹریپریٹنگ سروس (ٹیلیفون پر ترجمانی کی سروس) کا انتظام کر سکتے ہیں۔

Urdu

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For more information on the Supporting People programme nationally, visit: www.spkweb.org.uk or call the Supporting People helpline: 01457 851 046.

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FOREWORD

SUPPORTING PEOPLE COMMISSIONING BODY

The Supporting People programme contributes to the work of the three separate organisations represented on the local Commissioning Body. It supports the local authority's objectives of promoting independence and preventing homelessness. It complements the Primary Care Trust's targets to reduce health inequalities and promote healthy communities. It is vital to the goals of the Probation Service, as appropriate housing and support is key to reducing re-offending and ensuring the protection of the public.

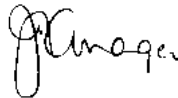
The programme is doing more than this. As well as helping to deliver improvements in services provided to vulnerable people across Richmond upon Thames, thereby improving their quality of life, it is also strengthening the relationships between our three organisations, as well as with others, including service providers. This sense of partnership has enabled us to adopt a shared vision, which is;

"To deliver, in partnership with providers, users and commissioners, high quality, flexible and accessible services which promote independent living and meet the needs of all our communities".

We look forward to continuing working with users and providers of services and other partners to make this vision a reality.



Jeff Jerome
Director of Social Services & Housing
LB Richmond upon Thames



Joan Mager
Chief Executive
Richmond & Twickenham
Primary Care Trust



John Martin
Chief Probation
Officer
Kingston & Richmond
Probation Area

CABINET MEMBER

As the Cabinet Member for Social Services & Housing, I am delighted to present our first five-year Supporting People Strategy, which will run to 2010. I hope you find it both interesting and informative. The strategy is built on solid foundations, following on from the Audit Commission's recent positive assessment of our Supporting People programme and will make a key contribution to the improvement of the social care, housing and the health of the most vulnerable in our community, whilst also helping make Richmond the safest borough in London.

If you have any comments or suggestions on this strategy, please contact David Powell, Supporting People Manager by either writing to him at Room 110a, Civic Centre, 44 York St, Twickenham, TW1 3BZ, telephoning him on (020) 8891 7914 or e-mailing him at d.powell@richmond.gov.uk.

Councillor Jane Boulton
Cabinet Member for Social Services and Housing

EXECUTIVE SUMMARY

What is Supporting People?

Supporting People is a national programme, overseen by the Office of the Deputy Prime Minister and it was implemented on 1 April 2003. Its main aim is to help vulnerable people to either maintain or work towards independent living. The programme has completely overhauled the planning, funding and commissioning of services that provide support to people to sustain their accommodation.

What is housing-related support?

Housing-related support covers a wide range of activities, including assistance with life skills, budgeting, arranging repairs and helping people to understand the consequences of their behaviour, such as getting along with neighbours. This support can be “accommodation-based”, where it is tied to a particular property, for example a sheltered housing scheme for older people. Alternatively, the support can be more flexible, based on the needs of the individual, regardless of the tenure and type of housing they occupy. This could range from floating support provided to help establish or maintain tenancies through to the services of a Home Improvement Agency that provides assistance to vulnerable private-tenants and owner-occupiers to remain independent in their own home.

Without such support, people may not be able to manage in their accommodation and will be likely to either lose it and risk becoming homeless or require greater care and support in an institutional setting, such as a hospital or care home and some may be at greater risk of offending.

Who can it benefit?

Supporting People services can benefit a wide range of vulnerable people, through the provision of short-term services designed to equip people with the skills to live independently or longer-term services aimed to maintain accommodation. There are twenty client groups identified as likely to benefit from Supporting People services, ranging from older people with support needs to young people at risk, from people with learning disabilities to homeless families.

The Vision for Supporting People in Richmond

The Supporting People Commissioning Body, comprising the Director for Social Services and Housing at the London Borough of Richmond Upon Thames, the Chief Executive of Richmond and Twickenham Primary Care Trust and a Chief Probation Officer from the London Probation Service, has adopted the following vision:

“To deliver, in partnership with providers, users and commissioners, high quality, flexible and accessible services which promote independent living and meet the needs of all our communities”.

The specific outcomes to be achieved are:

- Vulnerable people in the borough having the opportunity to access good quality, safe, appropriate and stable housing and support
- That the principles of accessibility, equality and diversity are reflected in the planning and delivery of services

- That providers are enabled to deliver high quality services that offer value for money

These will be delivered by:

- Reshaping services, where appropriate, to meet identified need and offer flexibility
- Building effective partnerships with users, providers, commissioners and others to achieve shared goals
- Taking the opportunities to improve the administration and delivery of the Supporting People programme including the further development and facilitation of a joint commissioning structure with other authorities in the South West London Cross Authority Group

Why have a strategy?

The ODPM requires all administering authorities to have a five-year Supporting People strategy in place by 1 April 2005 to run to 2010. This strategy contains a five-year delivery plan as well as an annual plan for 2005/06. Plans for future years will be produced annually.

How has the strategy been developed?

Part One provides an overview of the development of the Supporting People programme and its fit within national, London-wide, sub-regional and local frameworks. It shows how Supporting People contributes to the prevention of homelessness; the promotion of community safety; improvements in health and social care and reductions in inequalities.

It explains how the strategy has been informed by the findings of the Best Value inspection carried out by the Audit Commission during 2003/04. The Audit Commission's report of June 2004 rated the programme as a good, two-star service with promising prospects for improvement.

The development of this strategy commenced in summer 2003 and has been overseen by the Commissioning Body. The first stage of the strategy development involved an assessment of need commissioned by the borough, the Primary Care Trust and Richmond Council for Voluntary Services.

A Supporting People Strategy Working Group was set up for five months in 2004 to lead on the development of the strategy bringing together a range of commissioners, providers and other stakeholders. Extensive consultation was undertaken to ensure that the strategy produced was underpinned by relevant and accurate information, that it had commitment from all relevant partners and most importantly, that service users felt that the strategy would deliver positive outcomes for them.

Consultation with current and prospective service users included:

- Focus groups held with older people, people with learning disabilities, people with mental health problems and offenders carried out by external consultants
- A questionnaire survey of over 500 homeless households in temporary accommodation
- Consultation undertaken as part of Best Value reviews of both Older People's Services and Services for People with Learning Disabilities
- Consultation with users of 43 services that have been assessed in the course of the Supporting People scheme review process.

The research and consultation have produced an evidence-base which underpins the strategy and which is available as a separate document:

(<http://www.richmond.gov.uk/depts/caring/housing/services/supportingpeople.htm>).

It considers the housing and support needs of the twenty client groups identified as benefiting from Supporting People services. This evidence base will be regularly updated so that future annual plans are based on the most up to date information.

What is the current supply profile?

The current supply of services is more a reflection of past priorities rather than present needs. In summary, as of April 2004, there were around 1500 people receiving housing-related support in the borough, spread across thirteen client groups and 102 services. Over 90% of the support provided (in terms of households) is accommodation-based, meaning that there is relatively little floating support in place. Numerically, the largest client group in receipt of services consists of older people with support needs, reflecting the numbers of households in sheltered housing. Conversely, there are a number of client groups, like substance misusers, where there are no specific services in place to meet their needs.

The supply of services relative to the national, London and Outer London averages is below average for virtually all client groups. The amount of Supporting People Grant allocated to the borough in 2004/05 is £2.99m, which is the fourth lowest of the 33 London authorities. Whilst the borough may have low needs relative to most other authorities, the relatively small grant allocation received and the planned reduction in grant for 2006/07 to £2.863 (and further reductions in grant expected in later years), limits the scope for savings that can be re-invested to develop or expand services to address unmet needs.

What are the priorities to reshape services?

Having compared the supply, use and value-for-money of services against the results of the needs assessment, the Supporting People Strategy Working Group came up with a series of recommendations as to how services could be altered to address unmet needs and how the delivery and management of the programme could be improved. There is a demand in place for the vast majority of services in place at present and indeed the main point to emerge from the needs assessment was the level of unmet need for housing-related support that exists across most client groups.

Given the limited resources available, the strategy had to identify the most important recommendations to be taken forward. The main emphasis is on expanding the provision of floating-support services and broadening the type of service available. Seven priorities for new or expanded services have been identified and are listed on page 55.

How are services performing?

The bulk of Supporting People funded services in place in the borough now are expected to be operating in 2010 and they will be serving a far greater number of service users than the new services set out above. It is vital therefore that the quality, value-for-money and benefit they offer to service users is considered and improved.

Administering authorities are required to monitor contracts and undertake service reviews of all contracts by March 2006. By the end of March 2005, 43 of 102 reviews will have been completed in Richmond upon Thames. Most of the services reviewed to date have assessed services as adequate, but action plans are in place to improve the quality of these services.

The whole review process is expected to deliver around £300,000 in savings. This combined with the £425,000 funding that will be made available once the part-funding of particular care homes is removed from Supporting People in April 2006 will fund the new or expanded services identified above and address the anticipated reductions in grant funding.

The Way Forward

Part three of the strategy sets out how we plan to achieve the vision through the delivery of both the five-year plan and the annual plan for 2005/06. Both are framed by five key objectives.

The five-year plan contains 39 actions. Key targets include:

- The establishment of a floating support service for up to 80 people with complex needs in housing association or private-sector tenancies by April 2007
- The opening of a short-stay assessment hostel for statutory single homeless people with mental health problems and / or complex needs by September 2007
- To implement the recommendations of the Equality Impact Needs Assessment from April 2006
- To build baseline information on key performance indicators for all local services for 2005/06 and set annual targets from April 2006 onwards
- To generate £300,000 in efficiency savings through the scheme review process for re-investment
- To update the evidence base on an annual basis
- To support bids for capital funding which will deliver our identified priorities for new or re-shaped services on an ongoing basis
- To develop a programme of formal user consultation, in addition to scheme reviews, to inform the planning and delivery of services by April 2006
- To develop sub-regional benchmarking of the cost and quality of services to deliver gains in service delivery and value for money

The annual plan for 2005/06 includes the completion of outstanding streams of work as well as preparatory work for longer-term projects. As most of the money for re-investment into new or expanded services will not be available until 2006/07 onwards, the plan for 2005/06 focuses on completing various schemes already in development and on improving the management and delivery of the programme.

There are 34 actions within the annual plan. Key targets include:

- The completion of various pipeline schemes – including a 6-unit scheme for people with mental health problems by May 2005 and a 4-unit project for homeless 16 & 17 year-olds by December 2005
- To complete an Equality Impact Needs Assessment on access to Supporting People services by March 2006
- To build a baseline on the accessibility to and outcomes of services by ethnicity
- To improve the transparency and operation of the referral system into supported housing services by April 2006
- To complete the entire set of 102 scheme reviews on time, by March 2006
- To help develop Mental Health and People with Learning Disabilities Accommodation Strategies by October 2005
- To implement information systems with service users and providers to ensure universal access to information about Supporting People and housing-related support generally
- To draw up a set of specifications for new or remodelled services to assist prospective providers in developing proposals

PART ONE – BACKGROUND

1 INTRODUCTION & FRAMEWORK

1.1 INTRODUCTION

- 1.1.1 This is the first full Supporting People strategy for the London Borough of Richmond upon Thames. It sets out how the programme will help tackle social exclusion, promote individuals' independence and enhance community safety between 2005 and 2010.
- 1.1.2 Supporting People is a central Government programme that began on 1 April 2003. Its main aim is to help vulnerable people to either maintain or work towards independent living. Without this support, people may not be able to manage in their accommodation and will be likely to either lose it and risk becoming homeless or require greater care and support in an institutional setting, such as a hospital or care home and some may be at greater risk of custody. As well as providing cost-effective interventions, Supporting People services can promote and address issues of income maximisation, tenancy sustainment and help vulnerable people access healthcare, education, training and employment to fulfil their potential.
- 1.1.3 This document consists of four parts. Part one provides the background, providing a pen picture of the borough and showing where Supporting People fits in England, London, South West London and Richmond upon Thames. It then explains how the strategy has been developed.
- 1.1.4 Part two outlines the current position, setting out the existing supply of Supporting People services within the borough and their strategic relevance. The results of the needs assessment undertaken will be considered against supply, to identify both their compatibility and how the former could be changed to address unmet need. The market analysis will include information on the performance of current services, the value for money provided and how the scheme reviews completed to date are helping to deliver improvements and re-shape provision to meet needs.
- 1.1.5 Part three sets out the way forward. It will show how the strategic vision for Supporting People will be translated into a set of specific, positive outcomes for vulnerable people and the wider community. It will also set out the five-year delivery plan, reflecting the likely level of resources available and the priorities taken from the evidence base, described below. A detailed annual plan for 2005/06 will be outlined, setting out the short-term priorities. The arrangements for monitoring the delivery of both the five-year and one-year plans will be set out, as will the implications for partnership working.
- 1.1.6 The appendices comprise the fourth and final part. There are five appendices included at the end of this document. They include a summary of local charging arrangements and risk management and contingency planning policies, as well as the South West London Supporting People Statement. The evidence base, underpinning both the five-year delivery plan and the annual plan, is contained in a separate document. This provides a comprehensive analysis across twenty client groups of where Supporting People services fit, strategically and operationally, at the national and local levels. The evidence base brings together information on needs, supply and cost and demonstrates the amount of consultation undertaken to inform the strategy. It also provides a range of recommendations, both around the future

supply of services and the planning, co-ordination and delivery of the Supporting People programme in Richmond. The most important of these are included in the five-year delivery plan and the annual plan for 2005/06. The evidence base will be regularly updated, so that subsequent annual plans are based on the most reliable and up-to-date information.

1.1.7 The purposes of this strategy are:

- To set out the overall vision for Supporting People programme in Richmond
- To provide information on the supply, cost and value for money of existing services
- To assess the match between the existing supply of services and identified needs
- To identify priorities for new services to meet identified unmet needs and meet local and national objectives
- To deliver improved outcomes for service users, by ensuring that Supporting People complements related initiatives
- To inform cross-authority and pan-London working, including commissioning decisions
- To set targets for the next year and the next five years against which progress will be measured
- To drive continuous improvements in the planning and delivery of Supporting People services for Richmond's community – in terms of promoting user involvement, improving the evidence base used to plan services and making the most effective use of resources, including finance and accommodation

1.2 PEN PICTURE

- 1.2.1 The London Borough of Richmond upon Thames is located within south-west London and spans both sides of the River Thames. The borough's mid-year population in 2003 was estimated to be 179,200, the seventh lowest of the 33 authorities in London. The same report estimated that 12,000 (7%) of the borough's population is aged 75 or more, the fifteenth highest total across London and the eighth highest proportion.
- 1.2.2 The percentage of the population belonging to white ethnic groups at the time of the 2001 Census stood at 91%, the same proportion as for England as a whole, but significantly higher than the London average of 71%.
- 1.2.3 The population lives in approximately 77,000 dwelling, of which 69% are owner-occupied. Fifteen per cent rent from private-landlords, with another 12% (or just under 9000 dwellings) occupying social-rented housing. There is no longer any permanent council housing within Richmond following the Large Scale Voluntary Transfer of the entire permanent stock to Richmond Housing Partnership in July 2000.
- 1.2.4 The borough scores relatively well against other authorities on measures of deprivation, health and well-being.
- 1.2.5 It is the least deprived borough in London, according to the Index of Multiple Deprivation 2004 (IMD2004) and is within the 15% least deprived districts in England. In May 2004, the borough had the lowest rate of unemployment of all London authorities, with 1.3% of eligible adults claiming Job Seeker's Allowance, compared to the capital's rate of 3.4%. At the same time, it ranked 31 of 33 London authorities

in terms of numbers receiving Incapacity Benefit. Its population is relatively healthy, with the lowest proportion in London of individuals regarding themselves to be not in good health and / or to have a limiting long-term illness, as recorded by the 2001 Census. The borough's "Crime, Disorder and Substance Misuse Audit 2004" records that, compared to London as a whole, the borough's crime levels and the community's fear of crime are below the London average. The housing market within Richmond upon Thames remains buoyant, with demand exceeding supply across all tenures. The average price of homes sold between July and September 2004 was £401,000, the fourth highest figure in the capital and the highest in Outer London.

- 1.2.6 The above statistics do not paint the whole picture and the same sources, show, in absolute terms, the social exclusion that some individual households experience within Richmond. For example, the IMD 2004 calculated that 11,964 people are considered to be "income-deprived" and 5,244 are "employment-deprived". Figures from the 2001 Census show that 10,167 (6%) individuals were considered to have not been in good health in the previous year and 21,436 individuals were considered to have limiting long-term illnesses.
- 1.2.7 In 2002/03, Richmond's Social Services provided services to 4380 adults. Table One provides a breakdown between the respective client groups.

Table 1 Adults provided services through LBRuT Social Services in 2002/03

| Client group | Number |
|-------------------------------|---------------|
| Physical & sensory disability | 3680 |
| Learning disability | 170 |
| Mental health | 480 |
| Substance abuse | 40 |
| Total | 4380 |

Source: Department of Health Return (Table P2f.1a)

- 1.2.8 This is the fifth lowest total across London, and the third lowest in Outer London, after Merton and Hounslow. It equates to 24 people per 1000 of the borough population receiving services, a rate which is midpoint in the ranking of London boroughs.
- 1.2.9 The latest research, carried out by the Building Research Establishment in 2003, estimated that 6% (4500) of dwellings within the borough are unfit and that 12% (9000) are in disrepair. The strength of the housing market poses problems, illustrated by the number of homeless households in temporary accommodation arranged by the council (539 as at 30 September 2004) and the lengthening list of households applying for affordable housing (4868 as at 31 March 2004).
- 1.2.10 The borough is part of the South West London Housing Partnership (SWLHP) a sub-regional grouping formed in 2002, comprised of Richmond, Croydon, Kingston upon Thames, Lambeth, Merton, Sutton and Wandsworth. The partnership was originally formed in response to the Housing Corporation placing greater emphasis on making decisions on the planning, investment and delivery of affordable housing at a regional and sub-regional, rather than local level.
- 1.2.11 All of the SWLHP's boroughs are members of the South West London Supporting People Cross Authority Group (CAG). This was created in 2001 to exchange good practice both in the run-up and implementation of the Supporting People programme from April 2003 and to enable the development of SP funded services to meet identified cross-authority needs. The CAG has developed its own Cross-Authority

SP strategy / statement, a summary of which is set out in Appendix 1. Both the sub-regional and local strategies will reflect the priorities contained within the London Supporting People Strategy and the regional strategy will be informed by local and sub-regional concerns. The Association of London Government is leading on the development of the London Supporting People Strategy. As well as working with our partners in South West London, the borough also works with other neighbouring authorities, including LB Hounslow and Surrey County Council.

1.3 NATIONAL, REGIONAL, SUB-REGIONAL AND LOCAL FRAMEWORKS

1.3.1 The local strategy makes most sense when considered in a wider context which consists of two elements. The first is Supporting People itself, ranging from its operation at the national level through to the impact its services have on the individual. The second element concerns the interaction between the Supporting People programme and other strategies, initiatives and services. This needs to be considered on a variety of levels, from the national through the local right down to the individual. The rest of this chapter sets the context and is graphically illustrated in Figure 1.

THE NATIONAL FRAMEWORK

1.3.2 In some respects, Supporting People provides continuity. Most of the services that are now funded by Supporting People existed beforehand, so-called “legacy-funded schemes” and their rationale has not changed. Supported housing and support services have long played a part in the “preventative” agenda, reducing the burden on health, social care and criminal justice services whilst providing opportunities for independent living. Good services should, as well as benefiting the user, continue to provide dividends to the wider community, directly or indirectly, socially and economically.

1.3.3 Matrix Research and Consultancy (2004) has carried out research for the Office for the Deputy Prime Minister (ODPM) to estimate the value of the potential benefits Supporting People can deliver. The research found that there had not been any large-scale evaluations of housing support for any client groups nor of the impact of such services on the experiences and behaviour of those receiving them. The modelling carried out to calculate the benefits was based on various assumptions and it is likely that the findings of similar studies carried out in the future may change as the evidence base grows and more refined cost-benefit techniques are used. The tables below set out an annual potential benefit value of £1.34bn (for those benefits which can be measured). The report points to a number of benefits which are not easily measured, such as providing greater independence or choice, but which may be felt by individuals, their families and society as a whole.

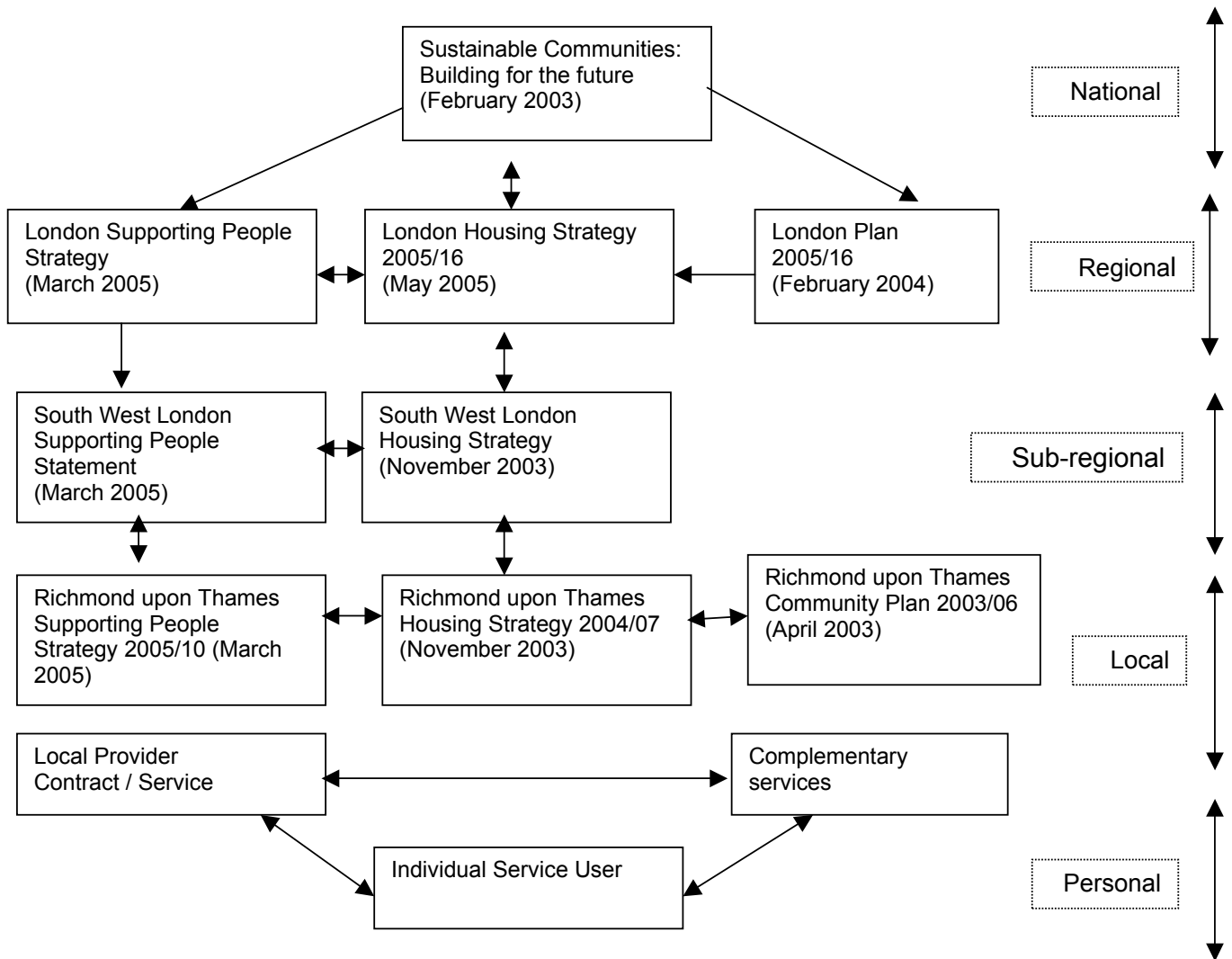
Table 3 The value of potential benefits by client group

| Client group | Value (£ million) |
|-----------------------|--------------------------|
| Older People | 668 |
| Single homeless | 244 |
| Mental health | 151 |
| Domestic Violence | 112 |
| Homeless families | 92 |
| Learning Disabilities | 44 |
| Offenders | 28 |
| Drug users | 7 |
| Total | 1346 |

Source: Matrix Research and Consultancy (2004)

- 1.3.4 At the same time, the Supporting People programme has brought about significant change. It has established a strategic and integrated policy and funding framework that is to be delivered locally to meet local needs. It has prescribed the structures required to be in place at the local level to oversee and administer the programme, including the contractual arrangements between commissioners and service providers. It has introduced a consistent performance monitoring system, through the Quality Assessment Framework (QAF). All services funded through Supporting People are to be subject to scheme reviews by April 2006, tools to both drive improvements in service delivery and help shape the profile of services in local areas. The programme has placed great emphasis on user consultation. It has simplified the revenue funding arrangements for housing-related support, by combining a range of funding streams, such as Transitional Housing Benefit (THB), Supported Housing Management Grant and the Probation Accommodation Grant Scheme (PAGS) into one pot, the Supporting People grant.
- 1.3.5 Supporting People has necessitated a more strategic approach be taken to the planning, commissioning and delivery of support, as this document demonstrates. In the past, the development of supported housing schemes was ad hoc, in that little attention was paid to whether such a service met identified local priorities and how services would be paid for in the long-term. The net combined year-on-year effect of such development was likely to be a supply profile that in no way served current needs. By replacing the diverse funding arrangements with one pot and limiting the resources available locally, much greater control is brought to the process by which new schemes develop. Decisions on investing capital to fund the improvement or re-modelling of existing building-based schemes or the construction of new ones will need to tie in with local priorities in order to guarantee the funding to pay for the ongoing support services.

Figure 1 Strategic Frameworks: Richmond Upon Thames & Beyond



1.3.6 The ODPM has outlined the requirements in place around governance of the programme. Whilst it provides the overall funding for the programme, responsibility for the planning, commissioning and provision of services sits locally. Within Richmond, as elsewhere, there is a three-way division of responsibility. The Supporting People Commissioning Body, bringing together senior officers from the borough, Richmond & Twickenham Primary Care Trust and the London Probation Service directs the programme. The Council is the “administering authority” through the work of the Supporting People team, which is located within Housing Services. Finally, there is a Core Strategy Group (known locally as the Supporting People Steering Group, which includes provider representation) which helps develop and monitor the implementation of the programme locally.

1.4 DEFINING HOUSING-RELATED SUPPORT

1.4.1 Some tasks can be clearly defined as housing-related support, whilst others blur with housing management or social care services. In general terms, housing-related

support covers a wide range of activities including assistance with life skills, budgeting, arranging repairs and helping people to understand the consequences of their behaviour, such as dealing with neighbours. This support can be “accommodation-based”, such in sheltered housing for older people or a refuge for those fleeing domestic violence. Alternatively, the support may be provided in a more flexible manner, based on the support needs of the particular household, regardless of the tenure and type of housing that they live in. This could range from “floating support” provided to tenants to help them settle into or sustain their tenancies to the services of a Home Improvement Agency, providing assistance to owner-occupiers and tenants to remain independent in their home.

- 1.4.2 Items that are not eligible for Supporting People funding include housing management services, nursing or personal care, psychological therapy or programmes of therapeutic counselling, services which are a statutory duty of the local authority and services required to enforce requirements stipulated by a Court of Law.
- 1.4.3 Support is available to vulnerable people from all sectors of the community. This includes; homeless people; people at risk of offending; those with health difficulties (e.g. mental health problems, learning and physical disabilities) and those who are vulnerable because of their age, from the frail elderly through to young people at risk. However, services need to be tailored to the individual, to reflect their own circumstances and where possible, choices, rather than what “client group category” they fit into. This is particularly true for people with multiple needs, who do not fit into one particular category.

1.5 FUNDING THE PROGRAMME

- 1.5.1 The 1998 White Paper that introduced the concept of Supporting People estimated the costs of such services to be in the range of £350m to £700m across Great Britain. The run-up to the launch of the programme in April 2003 saw a rapid growth in the overall cost of the programme nationally, partly as a result in the expansion of services and the re-costing of existing ones. This saw a rise from less than 100,000 units of supported accommodation in 2000, to around 250,000 by the end of 2003. The final allocation of Supporting People grant across England for 2003/04 was £1.8 billion, prompting an independent review of the programme.
- 1.5.2 The Government has announced the funding settlement for Supporting People for the first three years of this strategy, up to 2007/08. Across England, in 2005/06, the programme value will be £1.72bn, falling to around £1.7bn for the next two years.
- 1.5.3 The ODPM is also proposing to change the way that funding is allocated between authorities. The current distribution reflects the pattern of distribution of historic provision of services and the growth of new ones in the run up to Supporting People, rather than need. For funding for 2006/07 and beyond (i.e. year two of this strategy), the ODPM will be placing greater emphasis on using a distribution formula, linked to the Indices of Deprivation 2004. Transitional arrangements will be introduced, to allow authorities and providers to manage what could be significant changes in funding, so as to minimise disruption to service users.
- 1.5.4 The ODPM announced the allocation of Supporting People grant for 2005/06 on 2 December 2004. However, no indications were provided as to the level of grant that individual authorities would receive from 2006/07 onwards. This uncertainty does not assist long-term planning of services. Where authorities have received a cut of between 5% and 7.5% in their allocation for 2005/06, the current indication from the

ODPM is that they will tend to lose out under the new needs-based formula when it is phased in.

1.5.5 Within Richmond, the grant has been cut from £2.990m to £2.863m, representing a reduction of 4.24%. This cut limits the opportunities to develop new services and confirms the importance of scheme reviews in producing efficiencies to release the funding required to fund new or expanded services.

1.5.6 For a small number of contracts, Supporting People Grant contributes to the revenue costs of several registered care homes, even though they would ordinarily be considered as ineligible for Supporting People funding. This is a legacy of those schemes receiving Supported Housing Management Grant funding to help meet their costs prior to Supporting People. Within Richmond, £425,000 of the Supporting People Grant is allocated in this way, distributed across eight schemes and five providers. Three of these relate to care homes for the frail elderly (£277,000), four for people with learning disabilities (£90,000) and one for people with mental health problems (£28,000). From 1 April 2006, these schemes will no longer be eligible to receive Supporting People grant, meaning that this funding will be available for other services.

1.6 STRATEGIC FIT

1.6.1 Both the philosophy behind Supporting People and the services it funds fit with national Government priorities, such as:

- Preventing homelessness
- Promoting community safety and reducing re-offending
- Improving health and social care
- Reducing inequalities and promoting community cohesion

Preventing Homelessness

1.6.2 The Homelessness Act 2002 required all local housing authorities to review homelessness in its area and produce a strategy to tackle it by 31 July 2003. The Government set out its vision for tackling homelessness in its document "More than a roof" heralding a move away from a reactive, crisis-driven approach to one centred on prevention. The Government has set a number of national and / or local targets around homeless prevention, including:

- Sustaining the two-thirds reduction in rough sleeping achieved since 1998
- Avoiding the use of bed & breakfast accommodation for homeless families with children and households with a pregnant woman
- Reducing the use of temporary accommodation for homeless families with children from the level recorded in 2003/04
- Reducing the level of homelessness acceptances against the three main causes of homelessness
- Reducing the level of repeat homelessness from the level in the year beginning 1 April 2004

1.6.3 The Supporting People programme can contribute towards meeting these aims in several ways. It can fund tenancy sustainment services, thereby preventing both first-time or repeat homelessness, or resettlement services, to help people make the transition from homelessness to a more settled, stable existence.

Promoting Community Safety & Reducing Re-offending

1.6.4 The National Probation Service for England and Wales' 2004/05 business plan, "Bold Steps" states that one of the Government's objectives is to reduce re-offending. National targets have been set, notably:

- Reducing re-offending by 5% for young offenders and for adults either sentenced to imprisonment or to community sentences

1.6.5 Supporting People services can contribute to these broad objectives, either by working alongside other services to prevent those at risk of offending from doing so, or by providing appropriate and accessible accommodation that can assist the successful rehabilitation of offenders whilst ensuring the protection of the public. Research has shown that tackling severe accommodation problems can reduce re-offending rates by up to 20%.

1.6.6 The Probation Service is a key partner within Supporting People, both nationally and locally, given that the PAGS funding has been incorporated into the Supporting People programme. Hence the funding of supported housing services for offenders will now fall under Supporting People, although approved accommodation ("bail hostels") fall outside of this arrangement.

1.6.7 The role of Probation will not diminish with the arrival of the National Offender Management Service (NOMS), which will better integrate the work of probation and prisons to develop end-to-end management of all offenders. This could help improve the proportion of offenders returning to some form of settled accommodation upon release from the current 30%, by planning on meeting their housing needs at the earliest possible point in their sentence, preventing homelessness at the same time.

1.6.8 The Home Office document, "Reducing re-offending: a national action plan", published in July 2004 identifies accommodation issues as an area where action needs to be taken. Priorities include:

- Identification of housing needs
- Increasing the number of offenders released with known address
- Housing advice
- Developing a longer-term accommodation strategy

Improving Health And Social Care

1.6.9 Whilst later chapters will go into more detail, the following sets out just some of the priorities, strategies and initiatives concerned with health and social care that Supporting People can complement. Some of these focus on the wider population, whilst others focus on specific client groups. One recurring theme concerns the emphasis on prevention, in which housing can play a part.

- National Service Framework for Older People (2001)
- "Quality and Choice for Older People's Housing: A Strategic Framework"
- The National Strategy for Sexual Health and HIV (2001)
- National Service Framework for Mental Health
- National Service Framework for Long-term conditions (2004)
- The Valuing People White Paper for People with Learning Disabilities

1.6.10 These national priorities are reflected in local agendas, as demonstrated by the content of Richmond & Twickenham Primary Care Trust's Local Delivery Plan, and the priorities of the Social Services agendas and the work of local NHS Trusts, including South West London & St George's Mental Health NHS Trust.

1.6.11 A number of initiatives have several aims, cutting across health and social care improvement, homelessness prevention and delivering community safety. These initiatives are:

- Tackling drugs to build a better Britain (2002) – this includes a recommendation to all Drug Action Teams to “increase the number of units of accommodation available for drug misusers locally through Supporting People by 10% annually from 2003/04”
- The Alcohol Harm Reduction Strategy (2004)
- Strategies and legislation relating to tackling domestic violence – including the Crime and Disorder Act 1998 and the Domestic Violence, Crime and Victims Act 2004

1.6.12 Relevant national targets include:

- Increasing the range and choice of housing open to people with learning disabilities to enable them to live as independently as possible
- Improving the quality of life and independence of older people being supported to live in their own home by 1% annually in 2007 and 2008
- Increasing the participation of problem drug users by 100% by 2008 and increase year on year the proportion of users successfully sustaining or completing treatment programmes
- Improving health outcomes for people with long-term conditions by offering a personalised care plan for vulnerable people most at risk and to reduce emergency bed days by 5% by 2008, through improved care in primary care and community settings for people with long-term conditions

Reducing Inequalities And Promoting Community Cohesion

1.6.13 Supporting People services can also support initiatives designed to tackle inequality and support vulnerable groups. The programme links with:

- The aims of the Teenage Pregnancy Unit, to reduce the level of teenage pregnancies nationally and to help reduce the risk of long-term exclusion faced by teenage parents and their children.
- The various initiatives targeted at young people at risk. These include the establishment of the Connexions service to reduce the numbers of young people not in education, employment or training; the creation of Youth Offending Teams; and the strengthened obligations owed to young people leaving care, as set out in the Children (Leaving Care) Act 2000.
- Equalities legislation, including the Race Relations Amendment Act (2000) and the Disability Discrimination Act (1995). The needs of Black and minority ethnic communities, including travellers, have to be taken account given the statutory duties around unlawful racial discrimination and the obligation on public bodies, including local authority duties to promote race equality. Two of the specific client groups identified as being eligible for Supporting People services are ethnic minority communities, notably travellers and refugees. Furthermore BME groups are also over-represented amongst those who are poorly housed or homeless.

1.7 THE LONDON FRAMEWORK

- 1.7.1 Although most Supporting People funded services are commissioned on a local authority basis to meet local needs, the programme has introduced, for the first time, formal arrangements for planning and funding services on a larger scale. It is for that reason that this strategy needs to take account of the London-wide and sub-regional dimensions.
- 1.7.2 There are a number of benefits from working at the regional or sub-regional as well as the local level.
- 1.7.3 The first concerns those client groups where it might be appropriate to provide cross-authority, as well as or instead of local services. These groups include women at risk of domestic violence, single homeless people, offenders or those at risk of offending and those who use drugs or alcohol. In each case, the client group can be mobile, moving across council boundaries, for different reasons. For the first group, re-locating a significant distance from their former home may be the best way of making a fresh start and minimising the chances of continued violence from the perpetrator. It may not be appropriate for some offenders to return to their former neighbourhoods, because of the level of risk of harm to themselves or their victim(s) and any increased risk of re-offending that may result. Similarly, the successful rehabilitation of substance misusers may be undermined by having to return to their old neighbourhoods. Given the size of London's population, the transitory characteristics of some of its population and the number of authorities located in a relatively small area, it is easy to see why cross-authority provision for some of these groups may make sense.
- 1.7.4 A second reason concerns the increased flexibility that cross-authority working can provide in the planning or delivery of services. There are at least four types of cross-authority working, as identified by Matrix Research and Consultancy (2004).
- Cross-authority commissioning – where a number of boroughs work together to commission services that they could not do on their own. These are often low volume / high-cost services, catering for client groups that are small in number but have complex needs, for example mentally disordered offenders.
 - Cross-authority provision – a service that is open to residents or more than one borough. Examples may include a refuge for women fleeing domestic violence.
 - Out of borough commissioning – where a local authority decides to buy services from another borough
 - Out of borough provision – a service that is commissioned by other boroughs.
- 1.7.5 A third reason concerns the capital investment that is required to fund the construction, acquisition or improvement of supported housing. One of the consequences arising from the uncertainties around Supporting People funding has been the reluctance to commit capital investment into increasing provision when it was not clear whether the funding to pay for the support over the long-term would be available. This has resulted in a marked reduction in investment in the development of new supported housing and a subsequent fall in the number of units developed. This has coincided with a shift by the Housing Corporation towards making investment decisions on a sub-regional or regional, rather than a local basis. It is anticipated that the problem linking capital and revenue will be resolved shortly and when it is, it is likely that some of the capital investment in new supported housing developments will be targeted at cross-borough services, using one of the commissioning approaches set out in the previous paragraph.

- 1.7.6 There are other benefits to cross-authority working, around benchmarking of costs, exchanging good practice and information and eliminating duplication of effort around reviews of providers and services. These are discussed in more detail below., but in relation to Richmond upon Thames is the cross-authority Home Improvement Agency with Wandsworth, where benefits include savings on revenue and start-up costs, cross-training of staff, common performance standards, agreed schedules of costings and a wider pool of experienced contractors. All of which should deliver direct benefits to a vastly expanded number of clients.
- 1.7.7 The two most relevant strategies for the future direction of the Supporting People programme in London are:
- Draft London Housing Strategy 2005-2016 (due to be launched in May 2005)
 - London Supporting People Strategy 2005/09
- 1.7.8 At the time of writing, neither of these has been finalised and the actual targets and resources to be invested have not been agreed. These are supplemented by secondary London-wide strategies, such as the London Probation Service's Regional Business Plan and the London Domestic Violence Strategy.

The Draft London Housing Strategy

- 1.7.9 The draft London Housing Strategy has three broad objectives:
- Increasing the number of new homes
 - Improving the quality of existing homes
 - Building sustainable communities
- 1.7.10 The draft strategy identifies a number of challenges facing London that the Supporting People programme can have a role in addressing.
- 1.7.11 The first challenge is to increase the supply of supported housing, in the face of an overall shortage of housing. There are two particular obstacles for supported housing. The first concerns resolving the difficulties in linking revenue and capital funding for new schemes. The second is the requirement to improve the evidence-base on the need and demand for supported housing across London so that gaps in provision can be accurately identified and plans made to fill them.
- 1.7.12 The second challenge involves preventing homelessness and reducing repeat homelessness. There are record numbers of homeless households living in temporary accommodation arranged by London boroughs under their homelessness duties – 67,000 at the end of July 2004. There are also around 15,000 single homeless people living in voluntary sector hostels, most of them will be receiving Supporting People funding to deliver services. It is estimated, however, that around 30% of these are ready to move on, but are unable to do so, because of the lack of suitable move-on accommodation. Many of these are thought to have little or no support needs.
- 1.7.13 This “silting-up” of provision affects other client groups for example, women in refuges and causes a number of problems. As well as the frustration for the service users themselves, it reduces the number of vacancies becoming available for others. It also reduces the effectiveness of the services themselves as they may be providing support to people who no longer require them, whilst being unable to provide for those that do. Homeless Link, an umbrella group representing voluntary sector homelessness agencies, surveyed hostel providers to gauge the number of residents

waiting to move on into other accommodation. The survey results, set out in “No Room to Move?” covered a total of 3369 bedspaces (about one-quarter of the London total and found that 1689 of the residents (46%) were ready to move on.

- 1.7.14 The strategy illustrates the scale of unmet need for housing-related support across London. The GLA estimate that there are 21,000 households with people with disabilities who need to move to specially adapted housing and be provided with support there, to facilitate independent living. The strategy estimates that there are around 50,000 problematic drug users in London and that about one-third of these are either homeless or have a housing need.
- 1.7.15 The London strategy identifies two ways to increase the supply of supported housing. The first involves redeveloping out-of-date and unpopular supported housing and the second concerns bringing together the capital and revenue funding required to develop new supported housing. The strategy suggests that an element of the Supporting People grant that was due to be allocated to individual London authorities is instead diverted to fund new cross-borough schemes.
- 1.7.16 The strategy also aims to prevent homelessness in more cases and to set a target to reduce the silting up of hostels by addressing the problem of move-on. It also seeks to ensure that homeless people have access to high quality support, which will include, but not be confined to, relevant housing-support services.
- 1.7.17 The draft strategy also aims to meet diverse needs, setting out either actual or proposed targets or initiatives, which dovetail with the Supporting People programme. These include:
- The London Plan specifies that all new housing should meet lifetime homes standards and that 10% of all new housing will be wheelchair accessible or easily adaptable
 - The proposed establishment of a London-wide accessible housing register
 - The requirements of local authorities to consider the accommodation needs of gypsies and travellers, with borough’s Unitary Development Plans being required to protect existing sites, set out criteria for identifying the suitability of new sites and identifying any shortfalls
 - The development of a London-wide strategy, being led by the London Resettlement Board, to co-ordinate the resettlement and rehabilitation of ex-offenders
 - Work to improve data on the housing needs of various black and minority ethnic communities and the need for Supporting People services across London

The London Supporting People Strategy 2005-10

- 1.7.18 The Supporting People programme invests over £370m in London each year, representing 21% of the total value of the English programme. The strategy’s scope is wider than the planning of new services but also covers the management of the programme and improving the performance of services. Areas of work will include:
- Joint commissioning and procurement
 - Capacity building and training, including staff commissioning and providing services
 - Benchmarking and accreditation
 - Monitoring of outcomes
 - Transparent charging policies
 - Clear and consistent eligibility criteria

- Investment in suitable move-on accommodation for all client groups

1.7.19 The strategy identifies several important issues that will need to be resolved to ensure the potential of Supporting People is realised across London. Table four summarises the position.

Table 4 Summary of Supporting People Issues for London

| Issue | Solution |
|---|---|
| <p>London's resources</p> <p>1) The strategy calls for sufficient resources to develop new services to meet need.</p> <p>2) Investment is required to improve the knowledge and skills base of staff in the sector.</p> | <ul style="list-style-type: none"> • To ensure that the proposed allocation formula reflects London's needs. To deliver savings by sharing administrative workloads. • To ensure that Supporting People dovetails with other initiatives like Job Centre plus. • To work with the ODPM in ensure the success of their capacity building programme. |
| <p>Under-provision / gaps in service</p> <p>3) Uneven distribution of services, especially cross-authority ones.</p> | <ul style="list-style-type: none"> • The ALG will map services across London to provide value for money benchmarks and highlight opportunities for joint commissioning • Resources must reflect changes in London's demography |
| <p>Differences in provision between Inner and Outer London</p> <p>4) Resources are concentrated in Inner London, creating problems around access to move-on accommodation.</p> <p>5) The under-resourcing of Outer London leads can mean people have to move inwards to access services.</p> | <ul style="list-style-type: none"> • The distribution formula provides opportunities to increase the resources available to outer London. |
| <p>Capital investment</p> <p>6) The need to link capital and revenue investment</p> | <ul style="list-style-type: none"> • This will need to be addressed by linking to the London Housing Strategy and the investment decisions made by the Housing Corporation |
| <p>Cross-authority services / commissioning</p> <p>7) London's geography, population and administrative arrangements mean that many people will need to access services outside of their own authority.</p> | <ul style="list-style-type: none"> • The strategy sets out future priorities for client groups most likely to require cross-authority services |

1.8 SUB-REGIONAL FRAMEWORK

- 1.8.1 The reasons for sub-regional working have already been identified. The London SP strategy sets out the benefits to be derived from sub-regional working. It also identifies issues that each sub-region should address around particular client groups. Relative to the other sub-regions, South West London appears to have an under-supply of services for those at risk of domestic violence, offenders and those at risk of offending and the single homeless, amongst others.
- 1.8.2 The South West London SP Statement sets out the priorities for SW London and how these will be delivered. This Statement is set out in Appendix 1. The statement will link in with the next South West London Housing Strategy, which is due to be published in autumn 2005, to ensure that capital and revenue decisions are tied together. Delivering on the targets within the statement will also help support the sub-region in meeting diverse needs and preventing homelessness.

1.9 THE RICHMOND FRAMEWORK

- 1.9.1 Although needing to reflect national, London-wide and sub-regional agendas, this strategy's main purpose is to identify local issues and set out the direction of travel for Richmond upon Thames. It is crucial that the strategy complements the array of other local strategies and plans in place, just as it is vital that the services provided fit with others to deliver the best possible outcome for service users.
- 1.9.2 Figure 2 on page 20 sets out the main strategies and initiatives that Supporting People will link to in Richmond. Many of these relate to particular client groups and will be expanded upon in later chapters. Several, set out below, influence the overall direction of Supporting People and how it fits with wider agendas, such as best value and the commissioning of health and social care services.

The Community Plan

- 1.9.3 The Community Plan 2003-2006 is the overarching local plan, setting out the long-term vision for the borough and the short, medium and long-term targets in place to achieve that vision. The latest Community Plan builds on last year's, but following feedback from the Government's Comprehensive Performance Assessment, it contains fewer targets so as allow us to better focus on key issues.
- 1.9.4 The Community Plan's vision is for Richmond upon Thames to be a borough where people:

- Take pride in the borough
- Feel safe
- Live in a clean and pleasant environment
- Enjoy good quality, well managed services that are value for money

- 1.9.5 The key aims to achieve this vision are:

- Investing in education, arts and leisure
- Investing in the environment and encouraging civic pride
- Improving social care, housing and the health of the most vulnerable
- Combating crime
- Managing our resources within our budgets to provide good quality services.

1.9.6 The Supporting People programme can directly contribute to some of the stated aims around improving the social care, health and housing of the most vulnerable. These include:

- Improving the services for older people – by working together to enable more people to live independently
- Improving the care of young people who are looked after by the council – by providing appropriate transitional accommodation and related services for people leaving care
- Improving services for the homeless – by reducing the proportion in bed and breakfast accommodation

1.9.7 The programme also directly helps to combat crime by supporting initiatives designed to tackle re-offending and anti-social behaviour (particularly that linked to substance misuse), prevent and tackle youth offending, thereby making Richmond upon Thames the safest borough in London.

The Richmond & Twickenham Primary Care Trust Local Delivery Plan

1.9.8 The Richmond & Twickenham Primary Care Trust's Local Delivery Plan for 2003 to 2006 sets out the plans for local health services. It balances national targets set out in the NHS plan and the various National Service Frameworks, with the particular needs of the local community. The Supporting People programme complements several part of the Delivery Plan's vision, notably:

- Responding to the needs of the local community, including those more disadvantaged
- Working in partnership with the local authority and voluntary sector to provide a more seamless service
- Ensuring public money is put to good use

1.9.9 The Delivery Plan contains a range of targets which either complement or are complemented by the Supporting People programme, given the links between good health, provision of social care and independent living. There are relevant targets in place for a number of client groups, including people with mental health problems, older people, people with learning disabilities, drug misusers and people with HIV.

1.9.10 The PCT's recognition of the benefits that the Supporting People can deliver and its commitment to the programme has been demonstrated in a number of ways. Firstly, it jointly commissioned, along with the local authority and Richmond Council for Voluntary Services, a needs assessment in autumn 2003 to inform this strategy. Secondly, the PCT's 2004 Public Health Report included a special report on supported housing. Thirdly, when the PCT produced an update on the delivery plan in May 2004, setting out the progress made in the first year, it included a section specifically on Supporting People.

The Housing Strategy

1.9.11 The Council's Housing Strategy 2004/07 was adopted in January 2004 and assessed by the Government Office for London as fit for purpose at the same time. It sets out the housing challenges to 2007 and the plans to tackle them, bringing together a variety of related strategies and plans, including the Homelessness Strategy, Private Sector Renewal Policy and Supporting People strategy. It has five key objectives:

- Managing demand for housing
- Delivering affordable housing
- Promoting quality across tenures
- Supporting independent living
- Promoting community well-being

1.9.12 The Supporting People programme links to all of these objectives, to a greater or lesser extent.

1.9.13 It provides support to help people sustain their housing can help manage demand, by preventing homelessness. This in turn helps reduce the demand for temporary accommodation, including bed and breakfast.

1.9.14 It increases the supply of housing, including the delivery of affordable housing, is relevant to the issue of increasing the supply both of supported housing to meet identified needs and also of move-on accommodation for those who no longer need support. The availability of capital investment is integral to both.

1.9.15 Supporting People also links into efforts at improving the quality of the housing stock across tenures. Whilst Supporting People does not fund improvements directly, it can (and within Richmond) does fund services like the Wandsworth and Richmond Home Improvement Agency, which helps older and disabled people to remain in their improved home and retain their independence. This also ties into the work being undertaken by local housing associations to ensure that all their tenants live in decent homes by 2010. Landlords are combining the improvement works with programmes to bring outmoded and unpopular stock up to modern-day standards. This relates to dwellings with shared facilities, including bedsits in sheltered schemes for older people and various group-homes for other client groups.

1.9.16 The main priority for the Housing Strategy around supporting independent living is ensuring that the potential benefits of Supporting People are fully realised. The outcomes desired include driving improvements in the standards of services funded by Supporting People, increasing the supply of housing-related support to meet any identified needs, ensuring the successful implementation of the Supporting People strategy and ensuring the links between Supporting People and other programmes are in place so as to enhance people's quality of life.

The Joint Commissioning Boards

1.9.17 The planning and commissioning of health and social care services was overhauled in the borough in 2002 following the creation of the Richmond & Twickenham Primary Care Trust in April 2002. Five joint commissioning boards (JCBs) exist, alongside a users and carers group and all of these sit underneath a Strategic Executive Group. The JCBs cover:

- Older People
- Mental Health
- People with Learning Disabilities
- People with Physical Disabilities and / or Limiting Long-term conditions
- Children

1.9.18 Housing (and therefore Supporting People) is represented on each of the boards just as senior health and social care managers are represented on the Supporting People Commissioning Body and Core Strategy Group. Each of the JCBs are developing

strategies for their respective client groups and at least three have developed, or are in the process of developing, accommodation strategies, once again demonstrating the links between health, housing and social care.

- 1.9.19 There are a number of boards concerned with particular client groups that are dealt with outside of the JCB structure, such as the Teenage Pregnancy Partnership Board and the Joint Commissioning Group for Substance Misuse services.

Best Value

- 1.9.20 The Government introduced the Best Value regime in 1999 as a means of driving continuous improvement in local authority services. It combines review of services or crosscutting themes carried out internally with an inspection programme run by Government bodies, like the Audit Commission and the Department of Health. Two Best Value reviews have been completed in late 2004 of particular relevance to the Supporting People programme, one covering Older People's Services and the other Services for People with Learning Disabilities. Both considered housing and support issues. The review reports and improvement plans produced reflect this and both have helped to inform this strategy.

- 1.9.21 Secondly, the Supporting People Commissioning Body volunteered to be the subject of a Pathfinder Best Value inspection by the Audit Commission, meaning that it was one of the first eight authorities to have its Supporting People function inspected. This involved an initial inspection in May 2003 followed by a draft inspection report from the Audit Commission. An improvement plan was developed and implemented locally before a second inspection was carried out in February 2004, to gauge the changes made in the intervening period. Following further consultation, a final inspection report was produced in June 2004, which rated it as a good, two-star service with promising prospects for improvement. As well as recognising the progress made in introducing and managing the Supporting People programme, the whole inspection process has helped embed the programme amongst local stakeholders and steer its future direction, including the development of this strategy.

1.10 OUTCOMES

- 1.10.1 Ultimately, the success of the Supporting People programme locally will be measured not by how many strategies it links to, but the outcomes achieved for service users. This is reflected in the three key performance indicators that the 150 Administering Authorities will provide from 2005/06:

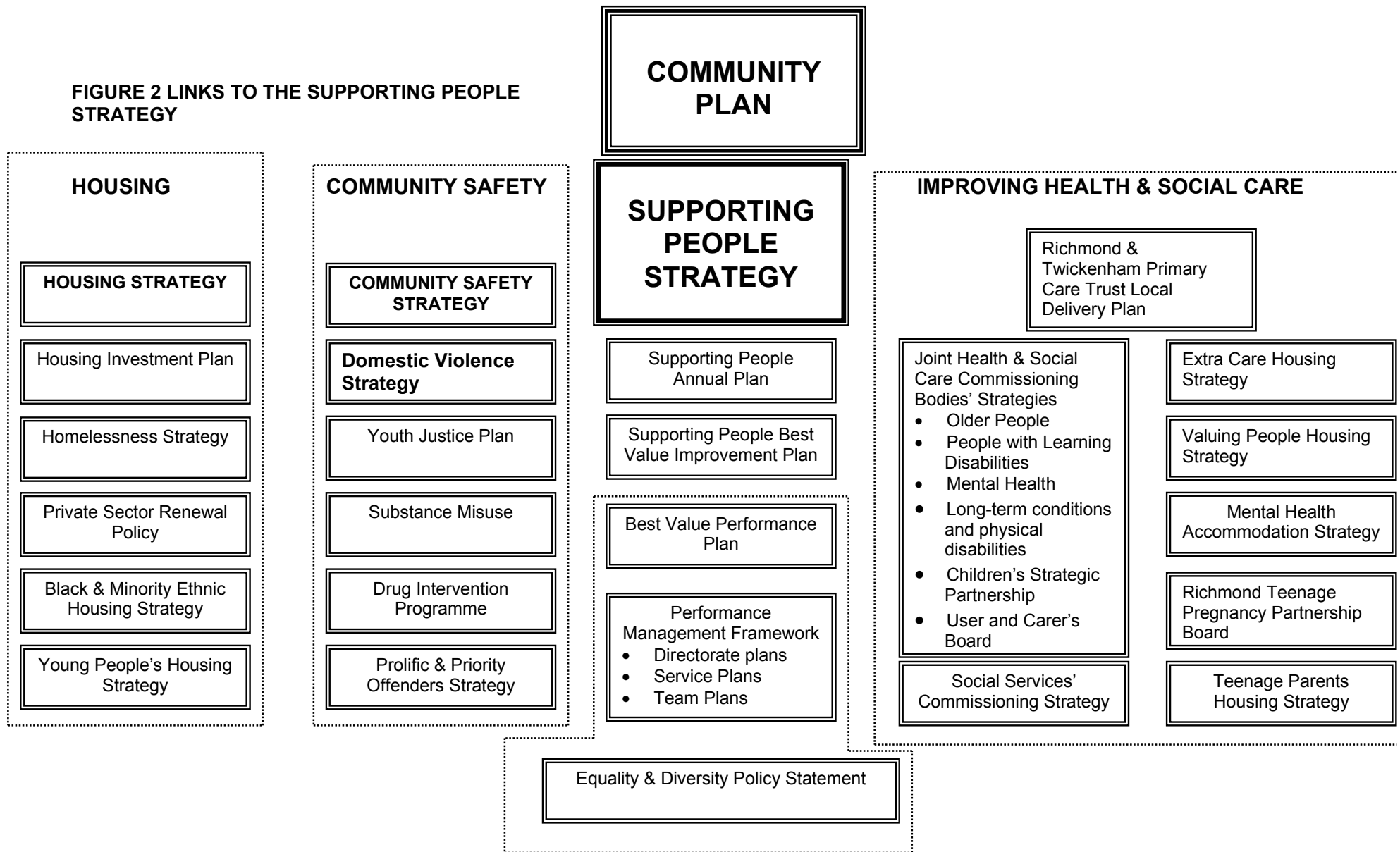
- Service users who are supported to establish and maintain independent living (for long-term services)
- Service users who have moved on in a planned way from temporary living arrangements (for short-term services)
- Fair access to people who are eligible for Supporting People services, which primarily relates to Black & Minority Ethnic Strategy

1.11 PROVIDER PERSPECTIVE

- 1.11.1 Supporting People services act as the bridge linking this strategy with the outcomes experienced by service users. The role of service providers extends beyond service delivery and they have helped to shape this strategy and will be key to its delivery. The characteristics of providers within Richmond are many and varied, some are statutory agencies, others are charities and others are housing associations. They vary in size and geographical coverage, with some working only in Richmond whilst

others operate nationwide. For some, Supporting People is one of their major sources of revenue, whilst for others it forms a relatively small part of their business. Some work with specific client groups, offering specialist services, whilst others may provide more mainstream services. The common characteristic they share is the need to consider how the Supporting People agenda fits with their own future plans. As such, providers' perspectives have been warmly welcomed and have greatly influenced the development of the strategy.

FIGURE 2 LINKS TO THE SUPPORTING PEOPLE STRATEGY

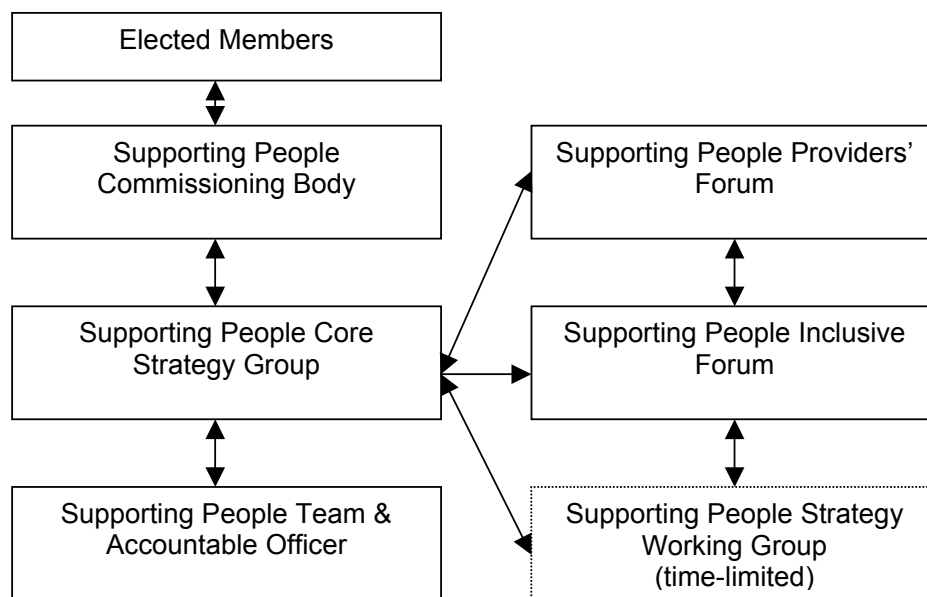


2 DEVELOPING THE STRATEGY

2.1 BACKGROUND

- 2.1.1 This is the second Supporting People Strategy to be developed for Richmond upon Thames. It succeeds the one year “shadow” Supporting People strategy, which was produced in late 2002. The purpose of the shadow strategy was to set the priorities for new services in 2003/04 and to attract the necessary funding from the ODPM to resource their implementation. Our shadow strategy was rated as fair by the ODPM.
- 2.1.2 This strategy is, for a number of reasons, more comprehensive than its predecessor. Firstly, we have learnt lessons from our experiences in developing and reviewing the shadow strategy and being a pathfinder for the Best value inspection. Secondly, we have been able to devote more time and resources to developing this strategy, as the shadow strategy was being written at the same time as preparations were being made for implementing the Supporting People programme. As a consequence we have more and better information available on which to base decisions. Thirdly, and perhaps most importantly, the Supporting People programme is now of much greater significance to all stakeholders, including, service users, for two main reasons. Firstly, because it is now up and running and secondly, because of the potential for change that it brings. The Best Value inspection has assisted this process, by helping drive Supporting People up the agenda locally.
- 2.1.3 A brief explanation as to how the local Supporting People programme is governed should help make it easier to understand how this strategy has developed and how its implementation will be monitored. Figure 3 below sets out the framework for delivery within Richmond upon Thames.

Figure 3 Delivery framework for Supporting People in Richmond



- 2.1.4 Within this framework, the various roles are split in the following way:

- Elected members approve the key decisions of the Commissioning Body.
- The Commissioning Body agrees the strategic direction, compliance with the ODPM's grant conditions, the outcomes of service reviews and monitors the delivery and development of the programme. Its membership comprises the Director of Social Services & Housing, the Assistant Chief Officer for Probation for Richmond upon Thames and the Chief Executive of the Richmond & Twickenham Primary Care Trust, each of whom carries one vote.
- The Core Strategy Group (known locally as the Steering Group) proposes the strategic direction, service review procedures and timetables and monitors the delivery and development of the programme. It works to a written terms of reference and its membership includes three provider representatives and officers from the council, the PCT and probation.
- The Strategy Working Group was a time-limited sub-group of the Steering Group established to oversee the development of this strategy.
- The Accountable Officer and the Supporting People Team deliver the local programme.
- The Provider and Inclusive Forums consult with service providers, service users and other stakeholders.

2.1.5 There are a number of mechanisms in place to ensure that elected Members have the opportunity to scrutinise and direct both the local Supporting People programme in general and to guide the priorities within this strategy, more specifically.

2.1.6 There is a place on the Core Strategy Group available for an elected Member, to be nominated by the Cabinet Member for Social Services and Housing. The Accountable Officer for Supporting People meets with the aforementioned Cabinet Member every six to eight weeks to provide an update on the programme.

2.1.7 Key decisions and / or information on the Supporting People programme are submitted to the Social Care and Housing Overview and Scrutiny Committee for review before being presented to Cabinet for approval. In 2004, the Audit Commission's Inspection Report and the proposed improvement plan drawn up as a result were presented to both (on 29 June and 20 July, respectively). Similarly, this strategy was presented to Overview and Scrutiny on 9 March 2005 and Cabinet on 22 March.

2.1.8 Work began on developing this strategy in summer 2003 and Figure 4 sets out the key milestones reached. The process has been overseen by the Commissioning Body, which approved this strategy on 14 March 2005. The Core Strategy Group managed much of the preparatory work until summer 2004 when it decided to establish a task-focussed, time-limited sub-group, the Supporting People Strategy Working Group (SPSWG) to take the lead on developing the strategy. The objectives and terms of reference of the SPSWG are set out in Appendix 2.

2.1.9 The approach taken and the emphasis on widespread consultation (both now and in the future) was intended to:

- Ensure that the strategy is underpinned by relevant and accurate information

- Ensure that the strategic priorities are built upon reasonable assumptions
- Check with stakeholders, particularly current and prospective service users, that the strategy will deliver positive outcomes for them
- Ensure widespread ownership and commitment to the strategy amongst stakeholders so as to enable delivery

2.1.10 The strategy brings together a number of strands:

Supply Mapping

Supply mapping of eligible services was undertaken prior to the implementation of the Supporting People programme in April 2003. It has since been updated to reflect any changes in supply since, either through the development of pipeline services or the closure or amendment of existing services following scheme reviews. The supply of currently funded services has been compared to national, London and Outer London figures, to provide an indication of relative supply, across and between different client groups.

Strategic Relevance / Value for Money

2.1.11 The ODPM selected 23 services operating in Richmond to take part in the national Strategic Review exercise. This gathered information in February 2004 on the absolute and relative costs of services across the country and between different client groups along with performance monitoring data. This helped provide information on the strategic relevance of services and the value for money they offer. This has since been supplemented by a similar information-gathering exercise carried out amongst the remaining local services 79 services locally to build an overall picture of strategic fit.

Scheme Reviews

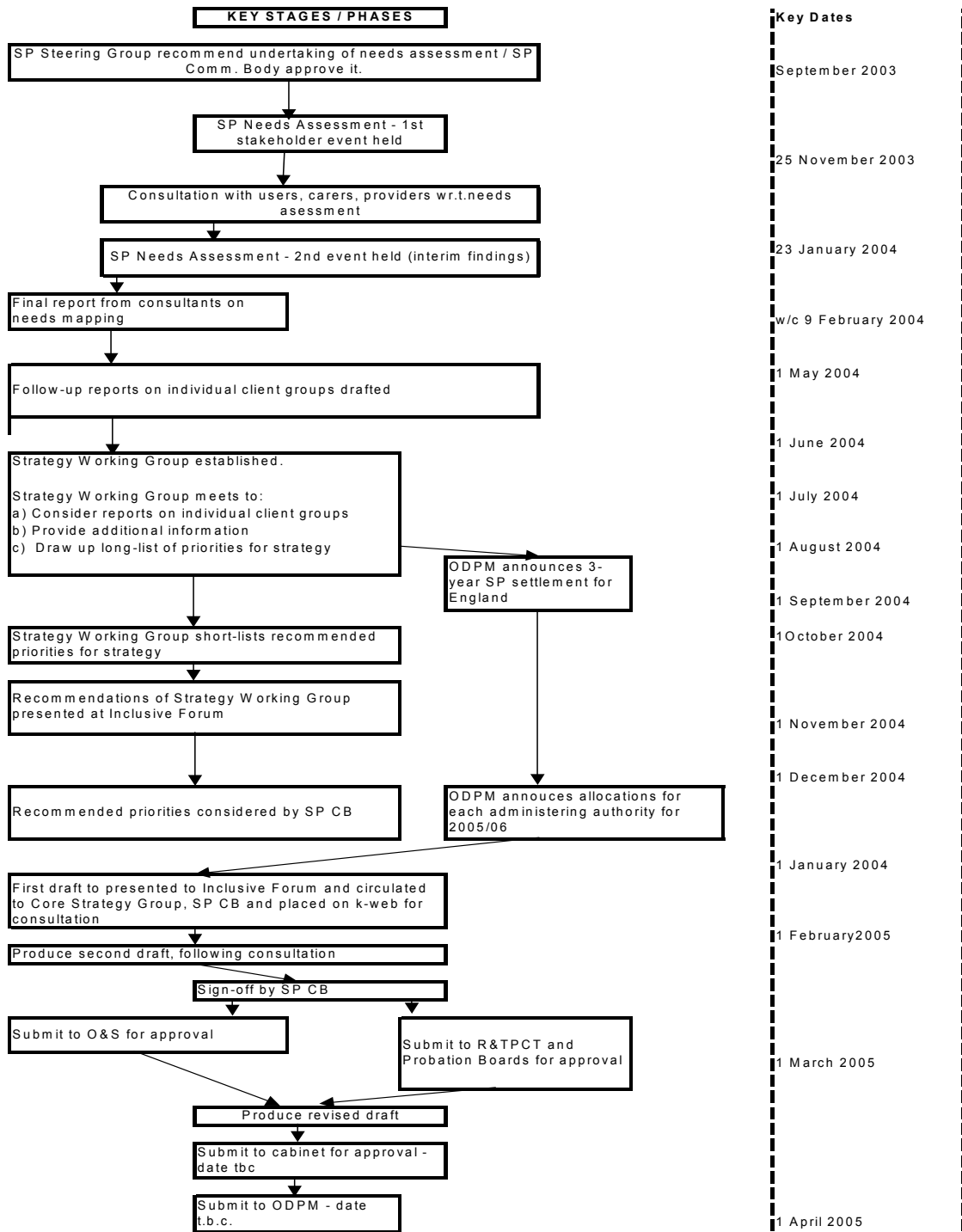
2.1.12 All the Supporting People services funded by LBRuT will have been reviewed by March 2006. The findings of the 43 reviews completed by the time this strategy was endorsed in March 2005 have been used not just to inform the future of specific schemes but also this wider strategy. The user consultation undertaken during these reviews has been useful in this regard. More detail on how the scheme reviews have contributed to this strategy is provided in the next chapter.

Needs Assessment

2.1.13 Both the shadow strategy and the Best Value inspection identified needs assessment as an area for improvement and resources have been invested to realise this improvement. The results of the needs assessment is contained in a separate, supporting document, entitled the Supporting People Evidence Base. There will, however, be an ongoing programme of needs assessment built into the five-year action plan and the related annual plans. This recognises two facts. Firstly, needs of individuals and populations vary over time and secondly, there are still gaps in the needs assessment which can and will be filled.

Figure 4

Timeline for developing the Supporting People Strategy



- 2.1.14 The needs assessment can be broken down into two main stages. The first stage was carried out by consultants commissioned by the borough, Richmond & Twickenham Primary Care Trust and the Richmond Council for Voluntary Services (RCVS). The project ran from November 2003 to February 2004 and comprised a needs assessment across thirteen client groups, with particular emphasis being focussed on five client groups (older people, people with learning disabilities, offenders, people with mental health problems and people with substance misuse problems). The project combined two approaches. The first used an epidemiological approach, applying prevalence rates of particular conditions to provide an estimate of the number of individuals in Richmond who may fall into particular client groups and may have a need for particular services. The second approach aimed to supplement this with locally-held data and opinion. This line of enquiry involved extensive stakeholder consultation, using a series of questionnaire surveys, telephone and personal interviews with providers, commissioners and representatives from the statutory and voluntary sector. Two specific stakeholder events were held, in November 2003 and January 2004. The first set out the initial findings whilst the second summarised the main findings. Particular emphasis was placed on consultation with current and potential users of SP services, as well as carers, which is set out in the next section.
- 2.1.15 The second phase built upon this, producing discussion papers for each individual client groups. These papers brought together additional information on local needs, and matched this against details on supply, occupancy and costs. SWOT (strengths, weaknesses, opportunities and threats) analyses were conducted for each of the client groups. These papers were then widely circulated and presented to the Strategy Working Group, both to check the data and to draw up possible priorities for the strategy. Finally, once all the client groups had been discussed, the Working Group met to recommend a short-list of priorities for the strategy. This work was not carried out in isolation and consultation also occurred with two Inclusive Forums (held in the second half of 2004) and the Joint Commissioning Boards, the Commissioning Body and the Core Strategy Group.

2.2 CONSULTATION

- 2.2.1 Particular emphasis has been placed on consulting with actual and potential service users, along with carers, in preparing for this strategy. This consultation has been broad in the issues it has covered. For example, consultation as part of scheme reviews has primarily focused on users' experiences of the support they receive. Other exercises have focused on the type of support that prospective service users would want and have highlighted the difficulties in accessing housing and support facing particular client groups. In some cases, the consultation was centred on housing support, whilst in others it was linked into consultation being undertaken for other reasons, such as Best Value Reviews.
- 2.2.2 Examples of consultation with current and prospective users, and their carers included:
- Consultation undertaken in January 2004 by the consultants with older people, people with learning disabilities and people with mental health problems receiving housing-related support. A fourth focus group was held at HMP Latchmere House (a local resettlement prison) looking at the past and future needs of offenders.

- A questionnaire survey carried out of all 500 homeless households in temporary accommodation in May 2004, looking at their experiences and their support needs. This elicited over 213 responses and was followed up by a focus group of 6 people in December 2004.
- Consultation carried out by Alcohol Concern in early 2003, on behalf of the Community Safety Partnership, with street drinkers, encompassing their housing, health, social care and support needs.
- As part of the Best Value Review of Older People's Services, 500 older people responded to a questionnaire sent out in summer 2004 which included questions on their housing circumstances, their likely future needs and their views on access to housing advice, support and home improvement services.
- A Housing Options Conference for people with learning disabilities, their carers and providers of services took place in September 2004. This considered people's current experiences, their preferences and the links between housing, support and care. As well as helping inform this strategy, the consultation will help inform the borough's Valuing People Accommodation Strategy and has fed into the recently completed Best Value Review of Services to People with Learning Disabilities.
- Consultation undertaken with service users in the course of the Supporting People scheme review process. Examples include a focus group held in November 2004 with six users of the council's Resettlement Service.
- 43 scheme reviews, each involving stakeholder consultation, will have been completed by the time this strategy is endorsed

2.2.3 Evidence as to how these and other consultations have helped shape the strategy will be provided later on.

2.3 TAKING THE STRATEGY FORWARD

2.3.1 Responsibility for monitoring the implementation of the strategy will sit with the Core Strategy Group. It will direct efforts to filling gaps in the needs assessment and help formulate annual plans, taking into account overall progress on delivering the strategy and any changes in the local and national programme.

PART TWO - THE CURRENT POSITION

3 PROFILE OF CURRENT SUPPLY

3.1 NUMBER OF PEOPLE SUPPORTED

3.1.1 At 1 April 2004, one year after the implementation of Supporting People, there was capacity to help 1536 households through Supporting People funded services within Richmond. This figure includes all pipeline schemes that were in development at that stage, except the Home Improvement Agency launched in November 2004. It also excludes the 148 households receiving the community alarm service. In total, there are 102 services in place.

3.1.2 Table 5 below sets out the breakdown of supply, by client group and type of service, as at 1 April 2004. Several points are apparent.

Table 5 Breakdown of supply of Supporting People Services in Richmond upon Thames 2004/05

| | Accommodation Based Service | Floating support / resettlement services | Total | Percentage | Number of services |
|---|-----------------------------|--|---------------|---------------|--------------------|
| Primary Client Group | | | | | |
| Frail Elderly | 65 | 0 | 65 | 4.6% | 3 |
| Older people with support needs | 999 | 0 | 999 | 71.3% | 44 |
| Older people with mental health problems / dementia | 0 | 0 | 0 | 0.0% | 0 |
| Offenders or People at risk of Offending | 25 | 0 | 25 | 1.8% | 3 |
| Mentally Disordered Offenders | 0 | 0 | 0 | 0.0% | 0 |
| People with Mental Health Problems | 85 | 49 | 134 | 9.6% | 19 |
| People with a Physical or Sensory Disability | 3 | 0 | 3 | 0.2% | 1 |
| People with HIV / AIDS | 4 | 0 | 4 | 0.3% | 4 |
| People with Learning Disabilities | 85 | 0 | 85 | 6.1% | 11 |
| People with alcohol problems | 0 | 0 | 0 | 0.0% | 0 |
| People with drug problems | 0 | 0 | 0 | 0.0% | 0 |
| Refugees | 0 | 0 | 0 | 0.0% | 0 |
| Rough Sleeper | 33 | 0 | 33 | 2.4% | 4 |
| Single Homeless with Support Needs | 12 | 101 | 113 | 8.1% | 2 |
| Homeless Families | 0 | 0 | 0 | 0.0% | 0 |
| Travellers | 0 | 0 | 0 | 0.0% | 0 |
| Teenage Parents | 4 | 0 | 4 | 0.3% | 1 |
| Women at Risk of Domestic Violence | 15 | 2 | 17 | 1.2% | 3 |
| Young People at Risk | 4 | 32 | 36 | 2.6% | 4 |
| Young People Leaving Care | 18 | 0 | 18 | 1.3% | 3 |
| Generic | 0 | 0 | 0 | 0.0% | 0 |
| Total | 1352 | 184 | 1536 | 100.0% | 102 |
| Percentage | 90.4% | 9.6% | 100.0% | | |

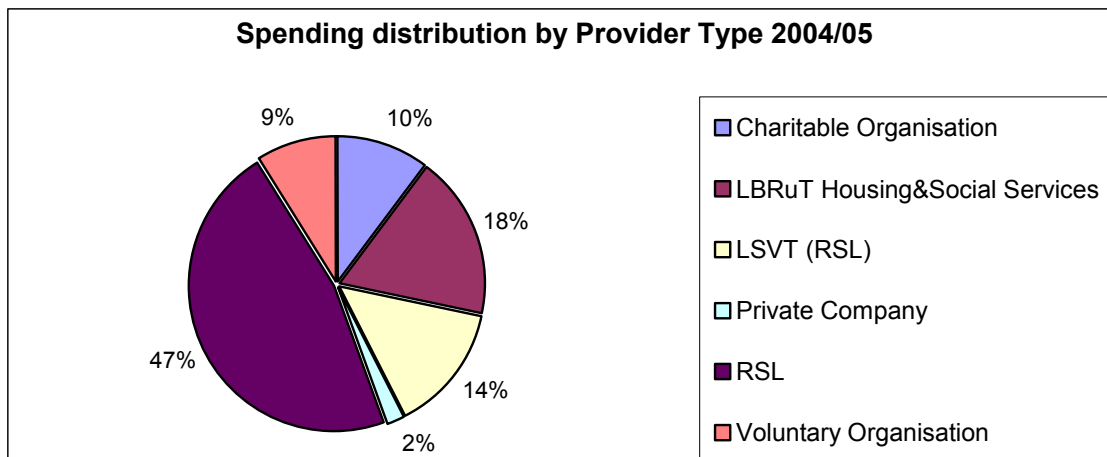
- 3.1.3 Firstly, over 90% of existing provision is accommodation-based. This means that the support is tied to specific properties, either because the support is physically located there, for example in a sheltered housing scheme or a hostel, or because the support is provided through visits. There is relatively little genuine floating support, which can move from person to person and is not tied to a particular property or properties. The mismatch between the two does limit the flexibility of moving support to where and for whom it is most needed. It also increases the importance of looking at ways of moving support away from people who no longer need it to make the most effective use of resources. This can be done in various ways;
- by providing move-on opportunities for people who are able to live independently
 - by looking at whether the link between support and accommodation can be loosened, where appropriate to do so.
- 3.1.4 A further point is that, of the relatively little floating support in place, it is confined to social rented housing, none of the funded services are directed at those living in private housing.
- 3.1.5 Secondly, the largest number of service users are older people in sheltered housing, which conforms with the position across the country. That said, whilst the volume of older people helped is relatively large, the type of service offered and the variety of needs addressed are relatively narrow. There are no Supporting People funded services within the borough targeted specifically at older people with dementia and neither is there a purpose-built extra-care housing scheme. There is no support service aimed at supporting older tenants to remain in ordinary housing, although the Home Improvement Agency is designed to support older people in private housing to remain there for as long as they choose. These issues are looked at in more depth in the evidence base.
- 3.1.6 Thirdly, there are a number of client groups where there are no Supporting People funded services in place to cater for their needs. Some of these groups, like mentally disordered offenders, are small in number and most administering authorities are unlikely to have specific provision for them. Planning for such groups should be undertaken on a cross-borough and / or sub-regional basis. Other groups, such as those with drug or alcohol problems, are larger in number, and it might be expected that there would be provision targeted at such groups given the borough's population. That there is not provision for such groups illustrates how the current supply of services reflects past decisions and may not accurately reflect needs. It may also demonstrate how traditionally "unpopular" groups, like offenders and substance misusers, who have historically not been considered a priority for housing, have been overlooked when decisions have been made about investing in supported housing and housing-related support.
- 3.1.7 On the other hand, it is important to note that the lack of specific services for a particular group does not mean that the same groups cannot access housing-related support. The breakdown of services and service users into client groups does not reflect reality in that some services serve a broad mix of clients whilst service users may not fit into neat categories. As such, clients in the above groups may receive Supporting People services because they have been recognised as having a housing support need and / or because they fit into another category. For example, given the rates of substance misuse problems amongst the single homeless, schemes that are labelled as for the single homeless will, most likely, be serving some people with substance misuse problems who are homeless.

3.2 NUMBER OF SERVICES / PROVIDER PROFILE

- 3.2.1 There are 102 services in place, including pipeline services, covered by 61 contracts. In all there are 26 different providers operating across the 13 client groups currently provided with service (including the Home Improvement Agency). Only one service, the Asian Women's Refuge, is tailored to a specific minority ethnic group.
- 3.2.2 The transfer of the local authority housing stock to Richmond Housing Partnership in 2000 is a key point to note when considering the provider profile. One consequence of the transfer is that it minimises the overlap between the authority as a commissioner of services and its role as a housing and support provider. Another consequence is that it could complicate future commissioning decisions, as the council's direct access to land and buildings on which to develop or convert to meet identified needs is limited. It is the providers, particularly stock-holding housing associations, which hold the buildings, land and capital that are key to changing the supply and it is therefore vital that strong partnerships are forged between Supporting People, in its strategic role, and providers.
- 3.2.3 Two providers are responsible for the delivery of the vast majority of Supporting People funded services, in terms of the number of services and the potential number of service users. These providers are Richmond Housing Partnership and Richmond upon Thames Churches Housing Trust, who are the largest two housing associations in the borough. Richmond Housing Partnership has eighteen sheltered housing schemes for older people, with over 450 units, along with a floating support scheme within its general-needs stock and a community alarm service. Richmond upon Thames Churches Housing Trust provides services across four client groups, managing 13 sheltered housing schemes with 188 units for older people. It has two funded services for the frail elderly and is the provider of the only support service specifically catering for people with physical disabilities. It manages nearly half of the units available to people with mental health problems, across eleven schemes.
- 3.2.4 Both providers also provide accommodation, either through leasing or management arrangements to enable specialist agencies to provide support. For example, both provide one-bedroom properties which are used to house young people leaving care or otherwise at risk, where Centrepoin provide floating support. RHP lease properties to the borough's Community Support Service, thus enabling people with learning disabilities to live in the community, whilst RCHT manage a number of properties that are used to accommodate former rough sleepers, with SPEAR providing the tenancy support. Both, along with other housing associations, provide move-on units through a quota system with LBRuT Housing, which helps facilitate the best use of short-term support schemes.
- 3.2.5 The characteristics of providers and their distribution across client groups varies considerably. For example, there are ten different providers of sheltered housing for older people within the borough, with four providers only managing one scheme each. Apart from the two largest providers in the borough, who are locally based, most of the remaining sheltered housing providers in the borough are either regional or national housing associations, sometimes specialising in older people's housing. Whilst bringing variety and choice of landlord, the number of providers can complicate the co-ordination of strategic planning across this client group.
- 3.2.6 For some of the client groups, which are small in number and where clients have particular needs, there are specialist providers that provide the entire service within Richmond. These include organisations like Strutton (which provides services to people with HIV / AIDS) and SPEAR, which provides services to rough sleepers.

The specialist providers are not uniform. Some operate nationally, like Refuge and Stonham, others are largely based in and around London, like Strutton, Yarrow and Look Ahead. Finally there are locally-based providers, including SPEAR and Richmond Homes for Life Trust. For some of the smaller organisations the Supporting People grant is a major source of income.

- 3.2.7 The local authority provides a number of Supporting People services for several client groups. These are primarily floating support services, such as the Resettlement Service supporting homeless people moving into permanent accommodation, but also include accommodation-based schemes, like Kingston Lane and Munster Road, which provide services for people with mental health problems and learning disabilities, respectively.
- 3.2.8 The Supporting People programme has prompted changes in the provider market, both nationally and locally. Some organisations have withdrawn to concentrate on other areas of business. In other cases, mergers, acquisitions and the growth of group structures are impacting on the provider profile. Within Richmond upon Thames, talks are underway between Richmond upon Thames Churches Housing Trust and Hestia with a view to Hestia taking over the management of eleven schemes for people with mental health problems, but until the due diligence process is completed nothing has been finalised. Similarly, Hestia and Strutton are planning a merger, again subject to the due diligence process, which would alter the contractual arrangements relating to the delivery of support services to those with HIV / AIDS. It is likely that further changes will occur over the lifetime of the strategy. The Supporting People Team's over-riding concern in such cases is that the only impact on service users is a positive one, namely that they receive an improved service.
- 3.2.9 In terms of the provider profile, we do not wish to see a reduction in the number of providers delivering services within the borough. We see the diversity of providers, in terms of size, organisation type, geographical coverage and ethos as being a strength, not a weakness. We recognise the pressures that the Supporting People programme can place on providers, particularly smaller ones, but are keen to ensure that those which deliver positive outcomes at a reasonable cost have the opportunity to retain their niche. Whilst small specialist providers may not deliver the economies of scale of larger providers, they can hold an advantage in that they have a close link to the local community and may often be more responsive to local needs.
- 3.2.10 The pie-chart below sets out the distribution of funding between the different types of provider.



3.3 SPENDING

3.3.1 The amount of Supporting People funding available in Richmond for 2004/05 was £2.990m and the allocation for 2005/06, the first year of this strategy, has been set at £2.863, a fall of 4.2%. The split of funding between the different client groups projected at the start of 2004/05 is presented in Table 6 below.

Table 6 Funding and client distribution of Supporting People Grant for 2004/05

| Client group | Allocation (£'000s) | % of Grant Allocation | % of potential clients |
|---|---------------------|-----------------------|------------------------|
| Frail Elderly | 292 | 9.8 | 7.1 |
| Older people with support needs | 550 | 18.4 | 65.2 |
| Older people with mental health problems / dementia | 0 | 0 | 0.0 |
| Offenders or People at risk of Offending | 351 | 11.8 | 1.5 |
| Mentally Disordered Offenders | 0 | 0 | 0.0 |
| People with Mental Health Problems | 633 | 21.3 | 8.2 |
| People with a Physical or Sensory Disability | 5 | 0.2 | 0.2 |
| People with HIV / AIDS | 12 | 0.4 | 0.2 |
| People with Learning Disabilities | 462 | 15.5 | 3.9 |
| People with alcohol problems | 0 | 0 | 0.0 |
| People with drug problems | 0 | 0 | 0.0 |
| Refugees | 0 | 0 | 0.0 |
| Rough Sleepers | 111 | 3.7 | 2.3 |
| Single Homeless with Support Needs | 191 | 6.4 | 6.7 |
| Homeless Families | 0 | 0 | 0.0 |
| Travellers | 0 | 0 | 0.0 |
| Teenage Parents | 34 | 1.2 | 0.2 |
| Women at Risk of Domestic Violence | 172 | 5.8 | 1.0 |
| Young People at Risk | 114 | 3.8 | 2.1 |
| Young People Leaving Care | 49 | 1.7 | 1.4 |
| Generic | 0 | 0 | 0.0 |
| Total | 2976 | 100% | 100% |

3.3.2 A key point in the above table is the difference between the distribution of funding between different client groups and the proportion / number of clients within each category receiving services. This discrepancy is because there is not a standard package of support that is provided to each service user. The type, amount and cost of support varies between contracts and between client groups. Even within client groups, the cost of services may vary, as will be shown in later chapters. The table allows us to make some generalisations. Some client groups can be characterised as being "high-volume, low-cost". For example, older people with support needs make up over 65% of users of Supporting People services within Richmond, yet make up less than 19% of the total cost of services. This is because the cost of support per household is relatively low. On the other hand, there are some client groups that could be classed as "low-volume, high cost". They are small in number, but costs are relatively high, usually because their support needs are higher. These include offenders or those at risk of offending, which comprises less than 2% of the client group, but takes up 11.8% of the budget.

3.3.3 These variations have implications for developing new or expanded services as part of the strategy, as the funding needed to provide a support service for a set number of people within one client group could be significantly different.

3.4 RELATIVE SUPPLY

3.4.1 The supply of Supporting People services in Richmond is small, both in relative and absolute terms, when compared to national, regional and Outer London averages.

3.4.2 This is reflected in the level of Supporting People Grant awarded to Richmond, which reflects the historical patterns of provision. In 2004/05, the grant allocation for Richmond amounted to £2.99m, which was the fourth lowest allocation of funding of the 33 London authorities, after the City of London, Bexley and Havering. It was the third lowest when adjusted for population, equivalent to £0.32 per week per capita, only higher than Havering and Bexley. The equivalent figure for London was £1.01 per week per head, over three times higher than the investment into Richmond. As well as having less capacity to fund services than other boroughs the relatively low allocation also restricts the ability to generate savings from scheme reviews. This may restrict the ability to fund new or expanded services, especially when combined with the expected cuts in Supporting People grant in future years.

3.4.3 Table 7 overleaf sets out the supply of funded services within Richmond relative to Outer London, London and England averages, having taken account of variations in population size. The figures in the middle and lowest boxes show the variation in actual numbers in supply (per 100,000 of the population) and then in percentage terms. Whilst these figures will be analysed in further detail when each client group is considered separately, the most significant point is how many of the numbers are in brackets, denoting a relative under-supply.

3.4.4 There are only a few client groups where the local supply exceeds the average benchmarks either for Outer London or England. Supply is considered to be higher than the Outer London average for the frail elderly, rough sleepers and offenders and those at risk of offending. For the first of these, it could be argued that the statistics are misleading in that the local supply relates to historical funding of care homes whilst the latter two result from Richmond being more pro-active in responding to the needs of groups which, because of their mobility, should be considered on a cross-borough basis. It is only Richmond's supply of services to rough sleepers and people with HIV / AIDS that exceeds the national average, largely because of the concentration of these groups in and around London.

3.4.5 In most cases where there is a relative under-supply, the shortfalls between the expected and actual supply tend to be significant. For example, for older people with support needs, the supply of services in the borough is 39% less than predicted, based on Outer London supply averages and adjusted for population size. This does not mean, however, that the supply needs to be brought up to Outer London levels, as the local need may not justify this. For example, in the case of older people with support needs, the consensus locally is that we do not need to increase the supply of ordinary sheltered housing. The balance of supply and need is considered in detail in the accompanying evidence base.

TABLE 7 SUPPLY OF SUPPORTING PEOPLE FUNDED SERVICES IN RICHMOND PER 100,000 OF POPULATION RELATIVE TO EXPECTED SUPPLY (BASED ON SUPPLY FOR OUTER LONDON, LONDON AND ENGLAND)

| | Older people with support needs | Frail elderly | Older people with mental health problems/dementia | Single Homeless with Support Needs | Rough Sleeper | Homeless Families with Support Needs | Teenage Parents | Young people leaving care | Young people at risk | Traveller | Refugees | Offenders or People at risk of Offending | People with Mental Health Problems | People with Learning Disabilities | People with a Physical or Sensory Disability | Women at Risk of Domestic Violence | People with HIV / AIDS | Mentally Disordered Offenders | People with Alcohol Problems | People with Drug Problems |
|---|---------------------------------|---------------|---|------------------------------------|---------------|--------------------------------------|-----------------|---------------------------|----------------------|-----------|----------|--|------------------------------------|-----------------------------------|--|------------------------------------|------------------------|-------------------------------|------------------------------|---------------------------|
| Richmond | 665 | 37 | - | 65 | 22 | - | 2 | 9 | 19 | - | - | 14 | 63 | 37 | 2 | 8 | 5 | - | - | - |
| London Average | 1,274 | 39 | 4 | 314 | 27 | 109 | 10 | 28 | 76 | 2 | 21 | 24 | 237 | 105 | 39 | 29 | 18 | 2 | 28 | 11 |
| Outer London average | 1,098 | 35 | 3 | 102 | 4 | 94 | 7 | 25 | 42 | 2 | 14 | 11 | 161 | 90 | 31 | 20 | 7 | 0 | 8 | 5 |
| National Average | 2,090 | 49 | 3 | 165 | 6 | 58 | 9 | 9 | 48 | 3 | 15 | 25 | 137 | 120 | 40 | 20 | 3 | 1 | 12 | 13 |
| Difference from London Avg. | (610) | (2) | (4) | (250) | (5) | (109) | (7) | (20) | (57) | (2) | (21) | (9) | (174) | (68) | (38) | (21) | (13) | (2) | (28) | (11) |
| Difference from outer London average | (433) | 2 | (3) | (37) | 19 | (94) | (4) | (17) | (22) | (2) | (14) | 4 | (98) | (52) | (29) | (12) | (2) | (0) | (8) | (5) |
| Difference from National Avg. | (1,425) | (12) | (3) | (100) | 17 | (58) | (7) | (0) | (28) | (3) | (15) | (10) | (75) | (83) | (39) | (12) | 1 | (1) | (12) | (13) |
| Difference from London Avg. | (48%) | (4%) | (100%) | (79%) | (18%) | (100%) | (76%) | (70%) | (74%) | (100%) | (100%) | (39%) | (74%) | (64%) | (96%) | (72%) | (74%) | (100%) | (100%) | (100%) |
| Difference from outer London average | (39%) | 7% | (100%) | (36%) | 519% | (100%) | (65%) | (66%) | (53%) | (100%) | (100%) | 33% | (61%) | (58%) | (94%) | (60%) | (30%) | (100%) | (100%) | (100%) |
| Difference from National Avg. | (68%) | (24%) | (100%) | (61%) | 297% | (100%) | (75%) | (4%) | (59%) | (100%) | (100%) | (42%) | (54%) | (69%) | (96%) | (61%) | 33% | (100%) | (100%) | (100%) |

Source: Matrix Consultants (2004)

3.5 CROSS-BOROUGH MOVEMENT

- 3.5.1 There are various sources that provide information on the nature and extent of the movement of clients receiving Supporting People services across borough boundaries. Nationally, the Supporting People Client Record Office has been established for the purpose of distributing, collecting and analysing information about clients accessing services. At the local level, providers will often hold information on where service users lived previously and the referral route followed to access the service. At this stage, neither source provides comprehensive coverage. The former seems to under-record the take-up of services by new clients within Richmond. Hence whilst the figures given below and the explanations provided may not give the full picture, they may point to some patterns of movement being established.
- 3.5.2 According to the Client Record Office, in the first eighteen months of Supporting People (from April 2003 to the end of September 2004), there were a total of 78 new clients recorded as accessing services within the borough. Whilst this is a gross under-representation of the true number of new service users, 46 (59%) cases originated from within the borough and the remaining 32 (41%) clients lived elsewhere in England immediately prior to accessing the service. These figures under-record the overall in-flow of service users, as they have not captured detail for several mobile groups, including rough sleepers and / or single homeless people with support needs. Furthermore, they have excluded the largest single group of users of supported housing, older people. The evidence available from providers and from waiting lists indicates that a significant proportion of older people either wanting to or actually moving into sheltered housing, are doing so from outside the borough.
- 3.5.3 There are several services in the borough that are either designated as cross-authority services or, even if not formally designated, provide services that are accessed by clients from inside and outside Richmond. Table 8 below provides a breakdown.

Table 8 Cross-borough services

| FORMALLY DESIGNATED CROSS-BOROUGH SERVICE | | CROSS-BOROUGH SERVICE THAT IS NOT FORMALLY DESIGNATED | |
|--|---|--|----------------------------------|
| Scheme Name | Client Group | Scheme Name | Client Group |
| Asian Women's Refuge | Women at risk of domestic violence | SPEAR Hostel | Single homeless / rough sleepers |
| Refuge | | SPEAR Cross-borough scheme (with Kingston) | |
| Refuge Floating Support | | Richmond / Wandsworth Home Improvement Agency | Older people with support needs |
| Stonham Hostels (x2) | Offenders or those at risk of offenders | | |

- 3.5.4 Services that are formally designated as cross-borough services often provide specialist services for users where, for a variety of reasons, use services that are often outside of their area of origin. For example, women at risk of domestic violence, will often, out of necessity, relocate away from the local authority in which they previously resided. Designation means that services are protected from

potentially adverse decisions (such as closure) made by the Administering Authority in which they are sited. Instead, this power rests with the Secretary of State. This protects services that, although they may not serve the local population, meet a wider need. For the designated schemes in Richmond upon Thames, the majority of referrals come into the borough from other London boroughs and South-East England.

3.5.5 There are a number of cross-borough services that are not formally designated, but operate across boroughs or are located in Richmond upon Thames and serve a wider population. The first category includes the recently established Joint Home Improvement Agency. The second includes the SPEAR hostel for rough sleepers and the single homeless located in Richmond. It is very likely that there will be much greater joint commissioning on a cross-borough, sub-regional and pan-London level over the coming years, as much greater emphasis is given to this issue in the London, South West London and Richmond upon Thames Supporting People strategies.

3.5.6 Research carried out into older people's housing found that of the 123 tenancies granted by seven sheltered housing providers in 2003/04, 34 of the tenancies were granted to households moving into the borough. Similarly, analysis of the waiting lists controlling access to sheltered housing within the borough, found that up to 234 of those registered, lived outside the borough.

3.5.7 In terms of movement in the opposite direction, the Client Record Office records a total of 107 clients accessing services outside of Richmond having resided immediately before in Richmond upon Thames. Again, whilst this does not give the full picture, some patterns do emerge. The first point is that the out-flow exceeds the inward-migration, suggesting that there are unmet needs within the borough which are met by taking up services elsewhere. The majority (78%) of the moves were within London, although the movement of women at risk of domestic violence is more dispersed, across England. Fifty of the clients moving out of Richmond were single homeless (with 42 being single homeless with support needs and 8 having being rough sleepers). It is likely that some of these had previously been recorded as moving into the borough, having stayed at the SPEAR hostel. Some may have moved back to their authority of origin, whilst others may have being moved into longer-term supported accommodation targeted at their client group, much of which is located in Inner London.

3.5.8 There were fourteen cases of women at risk of domestic violence moving out of the borough and accessing support services elsewhere. There were 20 recorded cases of people with alcohol problems moving out of the borough to access support services, with another nine with drug problems, doing the same. It is possible that some of these are also single homeless moving across borough boundaries, but it may point to local people having to move out of Richmond to access specialist services because no such services are available within the borough.

3.5.9 The main points in summary are:

- There is a need to improve client recording locally in order to have more robust information on which to make decisions.
- The available evidence suggests that the most cross-borough moves involving Richmond are short-distance moves to other London boroughs. Long-distance moves are rare.

- The available evidence supports the view that certain client groups, like women fleeing domestic violence, are more likely to move across borough than others, often out of necessity.
- It may be that the absence of services for particular groups in Richmond means that people with unmet needs, such as those with drug and alcohol problems, re-locate out of the borough to access appropriate housing and support.

4 CLIENT GROUP ANALYSIS: RECOMMENDATIONS ARISING FROM THE NEEDS ASSESSMENT

4.1 INTRODUCTION

- 4.1.1 The evidence base that accompanies this strategy provides an in-depth analysis of the supply of, and demand for, Supporting People funded services within Richmond upon Thames. The purpose of this chapter is to summarise the main recommendations of the Supporting People Strategy Working Group rather than set out how these recommendations were arrived at. Those interested either in the latter and / or in the analysis of individual client groups should read the evidence base.
- 4.1.2 The range of recommendations covered a multitude of issues. Whilst concentrating on the future mix of services, they also encompassed areas such as referral mechanisms, user consultation and cross-borough working.
- 4.1.3 The list of recommendations is set out below and is aspirational, as it focussed on expanding existing services or developing new ones, rather than trimming existing ones, despite the uncertain financial climate. Given the limited financial resources available and the scale of change that would be necessary to implement them all, the Working Group then revisited the “wish-list” at the end of the process to short-list the priorities that could be realistically delivered over the strategy’s lifetime. Its recommendations were then subject to widespread consultation, with the Steering Group, the Commissioning Body and two Inclusive forums, before finally being included in the strategy, which itself was subject to consultation.
- 4.1.4 The construction of the evidence base, the extensive consultation that accompanied it and the Best Value Inspection have combined to give us a very good understanding of where Supporting People sits in the borough, its links with other services and how the supply of services fits with identified needs. It has also helped shape the vision for the future and the contents of the five-year plan and the annual plan for 2005/06, all of which are set out in part three of this document.
- 4.1.5 There were a number of ways in which the analysis that underpins the recommendations could have been carried out, each with their advantages and disadvantages. It was decided to use the client group categorisation that the national Supporting People programme adopted at an early stage. The main advantage of this approach was that the needs information could then be easily compared with existing data collected on a client group basis, such as the supply analysis and financial information. A second advantage is its simplicity, stakeholders could be clear about the issue and groups being discussed and experts working with the particular client group, from the health, social care and community safety fields (as well as providers) could be more easily involved. A disadvantage is that in reality, users, services or structures rarely fit into such neat categories. This was recognised at the outset and we have tried to overcome it by identifying issues that cut across client groups.
- 4.1.6 A second method that could have been used would have been to distinguish between short-term and long-term support, recognising the differences between service users’ needs and service types. Whilst this may be a more sophisticated approach, perhaps better reflecting the needs of individuals, it too has its drawbacks. It does not fit well with the way that Supporting People collects information and may not aid comparison between different geographical areas. Also, it could prove

difficult to separate out long-term and short-term needs. Two people with mental health problems, for example, may have completely different support needs due to differences in the type, severity and duration of their illnesses and their housing situation.

- 4.1.7 As this strategy is reviewed and perhaps as the Supporting People programme evolves, our approach will be refined.

4.2 RECOMMENDATIONS OF THE STRATEGY WORKING GROUP

- 4.2.1 The bulk of the recommendations from the working group centred on how services could be reshaped to best fit identified needs. These are set out in the table overleaf. In addition, there were three other main themes that emerged from the Working Group's recommendations and these are summarised below. Part three of the strategy, which looks at the way forward, will demonstrate how these link to the overall vision for Supporting People in Richmond upon Thames and how they will be realised through the strategy action plan.

4.2.2 Theme One – Reshaping Services

It was recognised that there are relatively few genuine floating-support services in place within the borough. The steering group is keen to see the expansion of such services where there is a clear unmet need for such a service. There are a number of client groups that could benefit from such a service and there is a case for looking at developing a service for people with complex needs living in ordinary accommodation, regardless of tenure or housing provider. Similarly, there was an emphasis on broadening the type of service available. For example, for older people, both the Home Improvement Agency and the intended extra-care housing scheme will diversify the type and location of support, alongside existing sheltered housing provision.

4.2.3 Theme Two – Promoting equality, diversity and accessibility

At present, Supporting People services are in place for 13 client groups. There are several groups where there are no specific services, which suggests that there might be gaps in service. For smaller, specialist client groups, further work to identify needs should be carried out, and services may be better planned on either a cross-borough or sub-regional basis. This approach, combined with the intention to deliver more flexible services, should improve accessibility to services. Whilst the proportion of the Black and Minority Ethnic population is almost identical to the national average, it is relatively small compared to most other London boroughs and, there are relatively few cultural-specific services being in place. This makes it crucial that mainstream services are able to serve all sections of the community and that, where appropriate, we work in partnership with neighbouring boroughs to access existing services or plan new ones, to meet specific needs. The undertaking of an equalities impact assessment in the first year of the strategy should help provide a greater understanding of the issues, provide a baseline on accessibility and help drive improvements in this area.

Accessibility also refers to the process by which support and housing is accessed. An identified area for improvement concerns the way in which access to particular schemes occurs and the transparency of the referral process. This will be addressed within the strategy. The opportunities to access services, particularly short-stay accommodation schemes, can be limited by problems in moving people on when

they no longer require it, so that vacancies can be created. This is a problem across the whole of London.

4.2.4 Theme Three – Delivering value for money, high quality services

The Scheme Review process and the Quality Assessment Framework (QAF) are intended to drive service improvements and deliver value-for-money. These are discussed in more detail in the next chapter. The ability of the scheme review process to help generate savings, where appropriate, is vital for two main reasons. Firstly, it releases Supporting People Grant that can help to reshape services, through expanding existing ones or developing new ones. Secondly, it provides reserves to cover risks. Given the confirmed cut in the allocation of Supporting People Grant from the ODPM in 2005/06 and the likelihood of further cuts in future years, the review process will provide a significant amount of the funding with which to change supply to better meet need.

4.2.5 Theme Four – Productive Partnership Working

Productive partnership working with service users, providers, commissioners or other stakeholders will be fundamental to delivering the strategy. Earlier chapters have already identified the different objectives that different partners may have and the potential that Supporting People has to marry these up. It is important that the progress made in involving current and possible future service users in reviewing services and contributing to the strategy is continued. It is also crucial that the Commissioning Body works with providers to maintain strong working relationships. There are issues that will arise over the lifetime of the strategy, such as the potential re-modelling of particular accommodation-based schemes, which will be complex and which will require capital investment. Cross-borough working is likely to offer further opportunities, both in terms of developing services and commissioning services. In some cases, funding for housing-related support will need to sit alongside other services, such as care management, and it will be necessary to ensure that all the funding and services are in place if the scheme is to be effective. This relates to schemes such as extra-care housing and those for people with learning disabilities, for example.

4.2.6 The table below sets out the 29 recommendations of the Strategy Working Group, that were primarily concerned with re-shaping the supply of services. Having analysed every client group, it was obvious that it would not be possible to implement every single recommendation. The last meeting of the group identified the most important priorities for re-shaping services, given the likely level of resources available. The final recommendations that were identified as priorities are highlighted in bold in Table 9 overleaf. These were then included in the five-year plan although several priorities were amalgamated, because, they cut across different client groups.

| TABLE 9 MAIN RECOMMENDATIONS OF STRATEGY WORKING GROUP FOR CHANGING SUPPLY OF SERVICES | | | | |
|--|---|--|--------------------------------|---|
| CLIENT GROUP | OLDER PEOPLE | | | |
| Priorities for changing / shaping supply | Change in supply | Revenue cost / (saving) – (per annum) | Capital cost (yes / no) | Partnership Issues |
| 1. Increase local access to extra-care housing accommodation | +35 | £50,000 | Yes | Links to outcome of bid to Extra Care Housing Fund for capital resources. |
| 2. To increase quality, popularity and use of sheltered housing stock by converting bed-sits with shared facilities into fully self-contained flats, in line with providers' plans. This will result in a small net reduction. | -97 | (£97,000) | Yes | Depends on providers' plans being finalised, agreed and carried out. |
| 3. To review impact of Home Improvement Agency and plan to meet funding gap once 2-year ODPM subsidy expires | None | To be decided | No | In discussion with LB Wandsworth |
| CLIENT GROUP | OFFENDERS OR PEOPLE AT RISK OF OFFENDING | | | |
| 4. To expand floating support service with Look Ahead within existing resources, conditional on identifying suitable properties | +6 | None | No | Depends on outcome of review and availability of properties |
| 5. To develop a supported rent deposit scheme to help clients access and sustain private-rented tenancies. | +10 | £40,000 | No | A scheme is being set up via Drugs Intervention Programme funding – from April 2005 |
| CLIENT GROUP | MENTALLY DISORDERED OFFENDERS | | | |
| 6. Increase floating support provision to mentally disordered offenders being resettled into community, if placed into general-needs housing | +3 | £15,000 | No | |
| CLIENT GROUP | HOMELESS FAMILIES | | | |
| 7. Increase capacity to support families in permanent accommodation to reduce tenancy breakdown rates | To be quantified | To be quantified | None | Joint working with housing associations. Could tie into a generic support service. |
| 8. Increase capacity to deliver short-term support at point of moving into, between or from temporary accommodation | + 50 | £40000 | None | |

| Priorities for changing / shaping supply | Change in supply | Revenue cost / (saving) – (per annum) | Capital cost (yes / no) | Partnership Issues |
|--|---|---------------------------------------|-------------------------|---|
| CLIENT GROUP | SINGLE HOMELESS | | | |
| 9. Increase capacity of Resettlement Service | +20 | £30000 | None | |
| 10. Develop an accommodation-based scheme for statutory single homeless people with complex needs | To be quantified | £80,000 | Yes | Would require suitable premises and multi-agency funding. |
| 11. Increase floating support in permanent accommodation, including private-rented sector – possibly within a generic team | Support 25 at any one time | £50000 | None | |
| CLIENT GROUP | ROUGH SLEEPERS | | | |
| 12. Develop an accommodation-based scheme for former rough sleepers, acting as a bridge between hostel and move-on flats. | 6 | To be quantified | Yes | Would require suitable premises and multi-agency funding. |
| 13. Increase floating support – possibly within a generic team. | 20 | £56000 | Yes | |
| CLIENT GROUP | YOUNG PEOPLE AT RISK | | | |
| 14. Complete the Grove Road project – a hostel for young single homeless | +4 | £30,000 (already committed) | Already committed | |
| CLIENT GROUP | YOUNG PEOPLE LEAVING CARE | | | |
| 15. Establish Supported Lodgings scheme | +5 /6 units | Already committed | Already committed | |
| CLIENT GROUP | TEENAGE PARENTS | | | |
| 16. Retain existing services | 0 | None | None | |
| CLIENT GROUP | WOMEN AT RISK OF DOMESTIC VIOLENCE | | | |
| 17. Expand Refuge Floating Support Service | +8 | £45,000 | None | |
| CLIENT GROUP | PEOPLE WITH MENTAL HEALTH PROBLEMS | | | |
| 18. Increase floating support – probably within a generic team. | +25 | £50,000 | None | |
| 19. Develop an accommodation-based scheme (or two) – combining short-stay / medium-stay dealing with crisis intervention (step-up) / and hospital discharges. Would need to be linked into mental health services. | +6 – 10 | To be costed | Yes | Would need to integrate with mental health services. |

| Priorities for changing / shaping supply | Change in supply | Revenue cost / (saving) – (per annum) | Capital cost (yes / no) | Partnership Issues |
|---|---|---------------------------------------|-------------------------|---|
| CLIENT GROUP | PEOPLE WITH ALCOHOL PROBLEMS | | | |
| 20. Develop a floating-support service that can operate across tenures | +20 | £50000 | None | |
| CLIENT GROUP | PEOPLE WITH DRUG PROBLEMS | | | |
| 21. Develop a floating-support service that can operate across tenures | +20 | £50000 | None | |
| 22. To develop a supported rent deposit scheme to help clients access and sustain private-rented tenancies. (This is the same as item 5 – it would be serve drug using offenders) | +10 | £40,000 | No | A scheme is being set up via Drugs Intervention Programme funding – from April 2005 |
| CLIENT GROUP | PEOPLE WITH HIV / AIDS | | | |
| 23. Increase floating support, within a generic team | +6 | £12,480 | No | |
| CLIENT GROUP | PEOPLE WITH LEARNING DISABILITIES | | | |
| 24. Expand provision for young people in transition (3*2-bedroom properties) with visiting support | 6 | £50,000 | Yes | |
| 25. Expand provision of cluster of permanent self-contained properties | 6 | £60,000 | Yes | |
| 26. Pilot supported housing project for person with multiple needs, as an alternative to residential care | 1 | £12,000 | Yes | |
| CLIENT GROUP | PEOPLE WITH PHYSICAL DISABILITIES AND / OR SENSORY IMPAIRMENTS | | | |
| 27. Retention of existing services pending further review | 0 | 0 | No | |
| CLIENT GROUP | REFUGEES | | | |
| 28. No new services required | | | | |
| CLIENT GROUP | TRAVELLERS | | | |
| 29. No new services to be developed – but cost of providing housing-related support at Bishop's Grove to be transferred into the Supporting People programme | +15 | £15,000 | No | Liaison with Richmond Housing Partnership – site manager and provider. |

5 PROVIDING VALUE FOR MONEY, HIGH QUALITY SERVICES

5.1 INTRODUCTION

5.1.1 This chapter will summarise the progress made to date by providers and the Supporting People team in delivering both service improvements and better value for money. It will provide an overview of the Scheme Review process and set out the main outcomes to date. Whilst much attention has been paid to how services could be reshaped to fit local needs, the bulk of services in place now will still be operating in 2010. As such, the quality and performance of these services should not be overlooked in the quest to introduce new services. In fact, one of the key drivers behind Supporting People was to introduce a framework within which costs, performance and outcomes could be evaluated, comparisons could be made and continuous improvement could be delivered.

5.2 SCHEME REVIEWS

5.2.1 Administering authorities are required to monitor contracts and undertake service reviews of all providers by the end of March 2006. Periodic contract monitoring takes place through the submission of quarterly returns for each service, which collects information on costs, staffing, service take-up and outcomes.

5.2.2 The Supporting People Team is tasked with carrying out 102 service reviews by 31 March 2006. This is a considerable requirement, both for the authority and for providers. Given that many of the providers in Richmond also deliver services in neighbouring boroughs, it was clear that there was scope to adopt a consistent approach (as far as possible) that could minimise duplication of effort and allow reviews to drive improvement rather than hinder providers. Cross-borough initiatives in this area included the staging of a training event for providers on the review process. Richmond upon Thames and the Royal Borough of Kingston upon Thames jointly arranged this. Furthermore, a system of peer reviews has been set up between the same two boroughs and Wandsworth, so that reviews of local authority services are carried out by an independent third party, namely an outside authority. Thirdly, work is ongoing across the seven South West London boroughs to benchmark the cost of services, so as to reach a better understanding of the local market and to help inform authorities' positions when assessing the value for money of existing schemes and the likely costs of new ones.

5.2.3 As well as driving service improvements generally, scheme reviews are meant to inform decisions on the future commissioning of the service. The reviews consider the quality, effectiveness and value-for-money of services as well as their strategic relevance (i.e. how they meet local priorities and needs). Consultation with users and other partners is a key element of the review.

5.2.4 The review framework set by the ODPM originally laid down four core objectives against which the quality of services should be measured during reviews. For contracts where the notification of the intended start of the review was given from April 2004 onwards, the review would encompass six core objectives. The original objectives were:

- **Support planning and needs assessment**

- **Security, health and safety**
- **Protection from abuse**
- **Fair access, diversity and inclusion**
- **Complaints**

5.2.5 The revised objectives are:

- **Needs and risk assessment** – that assessments of needs and risks are carried out for all service users. Processes place users' views at the centre, are managed by skilled staff and involve carers and/or other professionals
- **Support planning** – service users have up-to-date support plans in place. Processes place users' views at the centre, are managed by skilled staff and involve carers and/or other professionals.
- **Security, health and safety** - the security, health and safety of all individual service users and staff are protected.
- **Protection from abuse** - the right of service users to be protected from abuse is safeguarded.
- **Fair access, diversity and inclusion** - there is a commitment to the values of diversity and inclusion and to practice of equal opportunity (including accessibility in its widest sense) and the needs of black and minority ethnic service users are appropriately met.
- **Complaints** - users, carers and other stakeholders are made aware of complaints procedures and how to use them.

5.2.6 As part of the review process, the provider carries out a self-assessment of its performance against the above objectives and these are then validated by the Review Team. In both cases, the assessment scores each objective on a scale of D to A. Assessment at level D means that the service is operating at an unacceptable standards and it requires the provider must agree to implement an action plan to improve to an acceptable (level C) standard in the minimum feasible timescale. Where a service is assessed as unacceptable against either the objective relating to “security, health and safety” or that pertaining to “protection from abuse” then immediate action to bring the service to an acceptable level must be carried out, or the service could be closed temporarily. Level A scores apply to services that are striving for excellence.

5.2.7 As at January 2005, 23 out of 102 scheme reviews have been completed and presented to the Supporting People Strategy Group. A further 20 are scheduled for completion by the end of March 2005 with the remaining 59 to be completed in 2005/06. Like most other administering authorities, Richmond is behind schedule following a delayed start, but the rate at which reviews are being completed has accelerated markedly over the last six months.

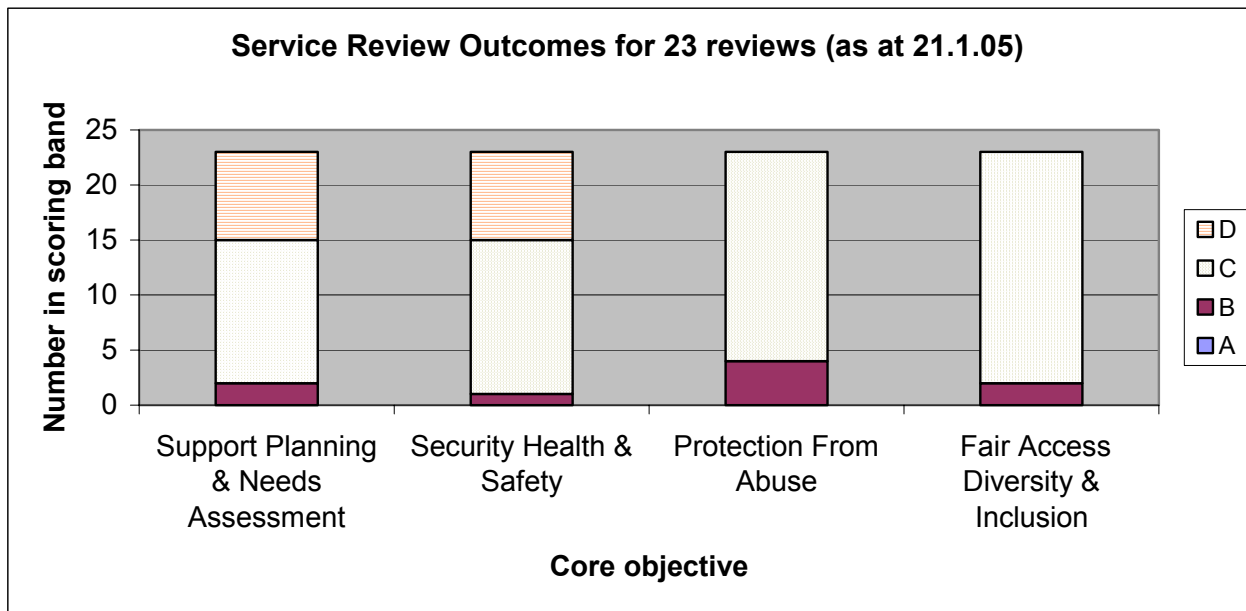
5.2.8 The completed 23 reviews span seven client groups; teenage parents (1 scheme); frail elderly (2); older people with support needs (8); people with mental health problems (9); single homeless (1); young people at risk (1) and young people at risk / care leavers (1).

5.2.9 The reviews to date have measured services against the original system of four objectives. The chart below provides a breakdown of the scores achieved.

5.2.10 The main points to note are that the most common score achieved is a “C” indicating that most services are deemed to be adequate. Four services, provided across three providers have scored at least one “B”. No services have yet to be rated as providing an A-grade, excellent service. Eight services provided to people with mental health

problems were assessed as providing an unacceptable level of service on two elements (needs and risk assessment and support planning). The provider responded immediately and effectively to address these issues.

5.2.11 As part of the review process, an action plan is devised, based on its findings and the strategic relevance of the service. In the majority of cases so far, the decision made has been to continue with the service and that improvements should be delivered through the implementation of the action plan. Services which are deemed to be acceptable or better on all counts will be subject to a mini follow-up review within twelve months of the original one, with the expectation that, having implemented the action plan, the service can demonstrate improvement, with their scores having risen from “Cs” to “Bs”.



Outcomes of the review process

5.2.12 Aside from leading to improved services generally, the reviews have helped deliver more specific changes for particular services and client groups. The reviews are also important for helping to re-shape services by delivering savings that can be re-invested into priorities.

5.2.13 One project, the Rodney Road hostel for asylum seekers, was subject to a strategic review shortly after the implementation of Supporting People in 2003. The review resulted in the closure of the service in 2003 and released £120,000 of Supporting People grant per year for re-investment into other services. The site is now being redeveloped for affordable housing.

5.2.14 Whilst the above review centred on the strategic fit, others reviews have provided additional funding to some services where the current capacity was insufficient to meet need. For example, the Council’s Resettlement Service that provides support to homeless households and other vulnerable households moving into permanent housing association tenancies. Following a review, the Commissioning Body has agreed to provide an additional £30,000 of grant per year so that the number of households it can support at any one time increased from 60 to 80. Reviews are also delivering better value for money. In one mental health scheme with above average

costs, an annual saving of £36,000 has been agreed, which will be used to subsidise the costs of a second scheme being developed by the same provider.

- 5.2.15 It is anticipated that once completed, the reviews will have produced a saving of around £300,000 (effectively 10% of the grant) compared to the position three years earlier, at the start of 2003/04. This combined with the expected £425,000 funding which will be made available once the part-funding of particular care homes is removed from Supporting People in April 2006 will provide the resources to help fund new or expanded services and to address reductions in grant funding.
- 5.2.16 The QAF and the whole scheme review process are new, not only for service providers, but also for the Supporting People team. Inevitably, both parties have learnt a good deal during the process, and just as providers are now generally better prepared, so the review process is more refined and incisive. The combined effect is a more productive outcome.

5.3 VALUE FOR MONEY

- 5.3.1 The table below sets out the unit costs of Supporting People services in Richmond upon Thames for 2003/04.

Unit costs of Supporting People services in 2003/04 (per week)

| | Per head of population | Per unit | Per unit excluding community alarms | Per unit excluding community alarms and sheltered housing |
|----------|-------------------------------|-----------------|--|--|
| Richmond | £0.33 | £34.38 | £37.58 | £82.54 |
| London | £0.97 | £42.37 | £48.73 | £68.40 |
| England | £0.70 | £28.30 | £34.71 | £76.37 |

- 5.3.2 Several points emerge from the table. Firstly, having adjusted for population, the amount of grant allocated to Richmond is less than half the national average and is a third of the allocation across London. Secondly, the average unit cost per unit (excluding the community alarms) sits between the national and London averages. Once sheltered housing costs are also removed the average unit costs are higher in Richmond than the comparative figures for London and England. For 2003/04 data, there were only two client groups where the average cost per user per week in Richmond was higher than both the national and regional averages. The first was services for offenders or those at risk of offending, where the average cost in Richmond was £261.64 and the second was for single homeless with support needs, where the local average cost was £171.20. In both cases, the costs were in the 25% most expensive in the country for each client group. However, there are explanations in both cases. Both local figures include accommodation-based schemes offering intensive support to vulnerable groups, which distort the cost.
- 5.3.3 The unit cost per week is a headline statistic and on its own cannot indicate whether a service offers genuine value for money. Just as some services may seem to be very expensive for what they deliver, there will be others that, although very cheap, could be improved by further investment. Only with more sophisticated analysis can a better understanding of genuine value for money emerge. Effort is now being focussed on the actual cost of support per hour and the proportion of direct and indirect costs included in contracts. Work will continue with providers and the South

West London Cross Authority Group on benchmarking and value for money initiatives.

- 5.3.4 One policy change intended to deliver better value for money will be introduced locally in April 2005. Currently, there are a number of contracts in place where the amount of Supporting People grant paid takes little account of occupancy rates, as a result of the legacy funding arrangements inherited by Supporting People. It has been calculated that in 2003/04 around £60,000 was paid out to providers across 22 schemes for services that were not delivered as they were not fully occupied. The Commissioning Body agreed that when these contracts are re-negotiated and re-issued following the completion of scheme reviews the new contracts will alter the payment of grant to better reflect the occupancy of schemes. This will be complemented by work being carried out to improve the referral processes into schemes.
- 5.3.5 Over the lifetime of the strategy, it is likely that opportunities to reduce costs will emerge but decisions will need to consider the possible impact on service delivery and the views of service users. For example, there may be possibilities to expand the use of assistive technology in sheltered housing to monitor the health and movement of residents, but how this might alter the role of the warden would need to be thought through.

PART THREE - THE WAY FORWARD

6 THE VISION AND THE NEXT FIVE YEARS

6.1 SETTING OUT THE VISION

6.1.1 The vision for Supporting People in Richmond has emerged through the work and recommendations of the Supporting People Strategy Working Group. The vision became clearer as a consensus was reached firstly, on what Supporting People currently contributes and, secondly, on its true potential. The advantage of a vision developing in this way is that it represents the view of the many and not just the few.

6.1.2 The vision adopted by the Commissioning Body is as follows;

“To deliver, in partnership with providers, users and commissioners, high quality, flexible and accessible services which promote independent living and meet the needs of all our communities”.

6.1.3 More specifically, the Commissioning Body wants to achieve the following outcomes:

- Vulnerable people in the borough having the opportunity to access good quality, safe, appropriate and stable housing and support
- That the principles of accessibility, equality and diversity are reflected in the planning and delivery of services
- That providers are enabled to deliver high quality services that offer value for money

6.1.4 The steps to be taken to achieve these outcomes include:

- Reshaping services, where appropriate, to meet identified need and offer flexibility
- Building effective partnerships with users, providers, commissioners and others to achieve shared goals
- Taking the opportunities to improve the administration and delivery of the Supporting People programme including the further development and facilitation of a joint commissioning structure with other authorities in the South West London Cross Authority Group

6.1.5 Both the outcomes and processes outlined above will be used to direct the five-year plan and the annual plan.

6.1.6 Since the inception of Supporting People in April 2003 a number of themes and priorities for future work have been identified. The Strategy Vision addresses those areas and establishes links with the five-year delivery plan and the annual plan for 2005/06 so as to drive forward improvement.

6.1.7 It is essential that services are flexible and link to the needs of current and future service users. We will link the Supporting People Strategy to other accommodation strategies, including those for Mental Health, People with Learning Disabilities and Older People which will be completed in the course of 2005 / 2006. We will also continue the rolling needs survey to re-check the findings from January 2004, in order to update the evidence base and ensure that our plans adapt to reflect any changes

in identified need. The survey will link to the results of ongoing reviews and return reviews, which will, in turn, give the opportunity to re-model services to respond to changing circumstances.

- 6.1.8 The Review process will continue to raise standards of service delivery and ensure that all services are of high quality, safe, stable and provide services appropriate to the needs of their users. We will also address the issues of move-on and the continuing presence in a small minority of services of clients who no longer have a need for the level of support provided.
- 6.1.9 The Supporting People Team will undertake an Equality Impact Needs Assessment in 2005/06 with reference to the profile of supply across the borough and access to services. This may then result in changes to the supply profile and allocation procedures, with positive benefits for Black and Minority Ethnic service users. Outcomes for service users will continue to be taken into account in the course of reviews and will focus on social inclusion and independence.
- 6.1.10 We are committed to partnership with support providers, we recognise that they are committed to delivering the highest quality services at reasonable cost, while acknowledging the need to remain commercially viable.
- 6.1.11 Whilst re-modelling services and re-shaping procedures will achieve an increase in the number of clients receiving services, we believe that there is no substitute for developing new services specifically tailored to current needs. Therefore the Commissioning Body is committed to continuing to work in partnership with commissioners, providers and the South-West London Housing Partnership to develop new services. This will be achieved through savings realised in the course of the review process and will be informed by a cross-borough exercise benchmarking value for money and quality across the sub-region. The exercise will also focus on needs across the area with particular reference, but not confined to, cross-authority client groups. A study will be made of the possibility for spot purchase of support where there is unmet need in one borough and long-term voids in adjoining boroughs.

6.2 LINKING THE FIVE YEAR AND ANNUAL PLANS

- 6.2.1 The content of the five-year plan reflects both our current priorities and our anticipated capacity to manage and deliver change. The Supporting People programme is still taking shape, both nationally and locally, and providers and commissioners are still adjusting to it. There are a number of issues to be resolved which make it more difficult to adopt a fixed five-year plan. It is not yet clear, for example, what the overall level of Supporting People Grant in England will be in years four and five of the strategy (from 2008/09 onwards). Neither is it clear what the allocation of Supporting People grant to Richmond will be from year two onwards. There are still practical difficulties in securing capital investment to build or re-model accommodation-based schemes when the long-term security of the revenue to provide the support cannot be guaranteed.
- 6.2.2 For all these reasons, the five-year plan that is presented should be seen as something that is not fixed, but as something that has the flexibility to evolve over time, to reflect national, local and sub-regional developments. Whilst the five-year plan will be kept under review, the main way that we will ensure flexibility is by ensuring that each annual plan reflects the latest position, in terms of resources, policies, needs etc.

6.3 SCOPE OF THE FIVE YEAR AND ANNUAL PLANS

- 6.3.1 The Commissioning Body has been mindful both of the results of the Audit Commission's inspection of the Supporting People programme in Richmond and of the balance to be struck in administering the programme and / or delivering services on a day-to-day basis against implementing further changes.
- 6.3.2 The Audit Commission's Inspection Report of June 2004 assessed the council as "providing a good, two-star service that has promising prospects for improvement". Whilst identifying room for improvement in certain areas (which are being addressed) the inspection did not point out the need for a complete overhaul of the way Supporting People is run within Richmond upon Thames. The emphasis is on incremental improvement rather than radical change.
- 6.3.3 On the second point, the Supporting People programme in Richmond is one of the smallest in the country. For 2005/06, it is in line to receive the 13th smallest allocation of Supporting People grant of 150 administering authorities. It is also in line to receive the 35th smallest allocation of Supporting People Administration Grant from the ODPM to support the running of the programme. Both have been reduced in 2005/06 and the former is set to fall further in 2006/07 and 2007/08. There are inevitably limits to the capacity to deliver change in an environment where day-to-day activities, such as undertaking scheme reviews and making payments still need to take place. Even when drawing in skills and resources from outside of the Supporting People team and working in partnership with others, there needs to be an appreciation of what is possible.
- 6.3.4 On a related point, there will be certain issues and certain client groups which are better addressed at a sub-regional level and which will be taken up at this, rather than the local, level.
- 6.3.5 As such, the scope of our plans reflects what we can expect to realistically achieve, with the resources at our disposal. This explains why not all the recommendations made by the Strategy Working Group and listed in Chapter 4 have been included in the five-year plan.

6.4 FINANCIAL RESOURCES AVAILABLE FOR THE FIVE-YEAR AND ANNUAL PLAN FOR 2005/06

Revenue Funding

- 6.4.1 A fair proportion of the targets included in the five-year plan depend more on better ways of working rather than additional resources. These targets can be delivered largely within existing resources. However, developing new services or expanding existing ones, will, almost always, have a cost attached.
- 6.4.2 Table 10 overleaf sets out the latest forecasts concerning the allocation and use of Supporting People grant in Richmond upon Thames over the first three years of the strategy. It has not been possible to look beyond 2007/08 as there is neither an indication of the likely size of the national Supporting People pot nor how much will be distributed to Richmond upon Thames. The forecasts do not take account either of inflation or growth. As such, the end-of-year figures would need to be adjusted downwards to reflect the costs of growth in provision.

- 6.4.3 Table 10 presents a financial scenario prepared by the Supporting People team for the next three years. The scenario makes several assumptions.
- 6.4.4 The first concerns the overall size of the national Supporting People pot for 2005/06 to 2007/08. The size of the pot has already been announced by the ODPM. The second involves the allocation of Supporting People Grant to Richmond upon Thames. The allocation for 2005/06 is £2.863m, representing a fall of £127,000 (or 4.4%) on the 2004/05 figure. The ODPM has not yet announced the allocations for 2006/07 and beyond, but it has been assumed that the reduction of 1.16% in the national grant from £1.72bn to £1.7bn for 2006/07 will be applied to Richmond, resulting in a further fall in grant to £2.83m. With the national grant standing still for 2007/08, it has been assumed that Richmond's allocation for 2007/08 will remain the same as for 2006/07.
- 6.4.5 As with any forecasts, the further they project, the less accurate they are and it is not clear how the borough's allocation will change as the ODPM try and shift to a needs-based formula for distributing grant. Furthermore, the scenario neither takes account of inflation nor growth.
- 6.4.6 There are a number of points that can be drawn from the forecast.
- 6.4.7 Firstly the year-end balance is predicted to be in surplus, rather than deficit over the next three years. Sound financial management of the grant programme over 2003/04 and 2004/05 has enabled a contingency fund to be established. However, this is predicted to fall in 2005/06. This is because the Commissioning Body has decided not to pass the 5% reduction in the borough's Supporting People grant allocation in 2005/06 onto providers. The year-end balance is then set to rise in 2006/07 and 2007/08, as a result in the increased savings on present contracts. This is largely attributable to the transfer of funding of elements of particular registered care home funding out of Supporting People, which will release a further £425,000 from April 2006 to fund growth. These factors will ameliorate the anticipated reductions in grant allocation to the borough.
- 6.4.8 When growth occurs also has financial implications. In simple terms, the earlier it happens the larger the overall costs over the course of the strategy will be, because they require ongoing revenue funding. As such, the financial situation in 2005/06 would not allow for the development of all the new services we have prioritised, even if it was practically possible. The scheduling of growth will need to take account of when funding is likely to become available. As such annual plans will need to be tailored to the available resources. Given the relatively limited funding for 2005/06, the annual plan for that year will concentrate on the completion of current developments, service improvements and the more efficient use of resources. Given that the majority of funding for re-investment will not become available until 2006/07, the bulk of the new services will be scheduled to come on line from then onwards. Table 11 sets out the timescales under which the priorities for growth are likely to come online. Table 12 then sets the related expenditure these will consume over each of the five years.
- 6.4.9 The year-end figures for 2007/08 in Table 10 should to be treated with caution. They are cumulative figures, increasing as successive surpluses are carried over year-on-year. They do not take account of any expenditure on new or remodelled services introduced in previous years.
- 6.4.10 To date the Commissioning Body has been able to avoid imposing either selective or across-the-board cuts in the value of contracts for 2005/06. Any reductions in

contract values and service costs have been achieved through efficiency savings delivered through scheme reviews. Whereas in 2004/05 the Commissioning Body was able to award a inflationary uplift to service providers, this has not been possible for 2005/06. The Commissioning Body has made it clear though that, if this decision will create a serious difficulty for a particular provider, it will be able to use an appeals mechanism to ask for a review of the decision.

TABLE 10 SUPPORTING PEOPLE COST FORECASTS – 2004/05 TO 2007/08

| Supporting People Potential Grant Loss Implications (Ignores Inflation and Growth) | SP Team Calculation | SP Team Calculation | SP Team Calculation | SP Team Calculation |
|--|----------------------------|----------------------------|----------------------------|----------------------------|
| | 2004/05 | 2005/06 | 2006/07 | 2007/08 |
| National Grant Proposed | | 1.72bn | | |
| National Decrease Proposed | | 80,000,000 | | |
| National % Decrease Proposed | | 4.44% | 1.16% | 0.00% |
| Richmond Decrease % | | 5.05% | Assume 1.16% | |
| Loss Of Grant at 5.05249% Reduction | N/A | -152,373 | -33,296 | 0 |
| Total Grant | 3,015,800 | 2,863,427 | 2,830,131 | 2,830,131 |
| Projected expenditure for year | -3,113,737 | -3,158,737 | -3,158,737 | -3,518,737 |
| Add Projected Savings On Present Contracts | 60,000 | 150,000 | 544,700 | 524,700 |
| Balance | -37,937 | -145,310 | 216,094 | 196,094 |
| Add Supporting People Grant Balance C/F From previous Year | 189,732 | 151,795 | 6,485 | 222,579 |
| Year End Balance | 151,795 | 6,485 | 222,579 | 418,674 |

Capital Investment

6.4.11 The main priorities for re-shaping supply involve making services more flexible and increasing the availability of floating support. That said, there will be a need for some capital investment, either to fund the development or acquisition of properties or for the re-modelling of existing schemes. Capital investment to increase the supply of affordable housing generally can make a contribution by helping to provide move-on opportunities.

6.4.12 There are three main sources of capital. The first is that made available through the Housing Corporation under the Approved Development Programme, which will be overseen by the London Housing Board. The next bidding round is scheduled for summer 2005 and will provide investment for schemes being developed in 2006/07 and 2007/08. The last bidding round resulted in a marked reduction in investment into supported housing, because the Housing Corporation was seeking assurances that revenue to cover the cost of support for at least 30 years would be available, before committing investment. With uncertainty surrounding the Supporting People programme at that time, many providers were not able to give such a commitment. It is not clear whether this issue will be resolved prior to the bidding round starting.

6.4.13 It will not be until the London Housing Strategy is published in May 2005 and some indication is given as to the priority afforded to the development of supported housing relative to other investment needs, that a view will emerge as to the likelihood of securing investment for developing accommodation-based schemes, both across London, South West London and Richmond upon Thames. With the increased

emphasis on making investment decisions based on regional and sub-regional, rather than local, priorities, it is important that the priorities for growth in the London Supporting People Strategy and South West London Supporting People Strategy help contribute to local needs.

- 6.4.14 The second possible source of investment derives from funding that the local housing authority can make available through its own housing investment plan. The programme is being reviewed to fit with the Housing Corporation's bid round, so proposals will be considered later in 2005. Again, there will be competing demands for funding, ranging from efforts to increase the supply of affordable housing, the operation of the private-sector renewal policy, the provision of disabled facilities grants as well as investment in the development of new supported housing. This plan will link to the likely availability of council-owned sites for housing development from 2006/07 onwards.
- 6.4.15 Housing providers may also be able to provide capital investment through their own resources, primarily to pay for the upkeep and improvement of their existing stock. All stock-holding housing associations will have investment plans in place to ensure that their rented units meet the decent homes standard in 2010. These plans may involve the disposal of some assets and the remodelling of others. In some cases, housing associations may be planning to invest in the development of supported housing, using their reserves to lever in private funding.
- 6.4.16 There are, in some cases, alternative ways to increase the physical supply of stock available to people in need of support without significant capital investment. Housing providers might turn over some of future vacancies to house particular client groups, such as people with learning disabilities. There may be options to look at the use of private-sector leased accommodation if excess capacity is identified.
- 6.4.17 One of the key tasks for the annual plan for 2005/06 will be to ensure that the opportunities to access the capital investment required to deliver the priorities in the action plan are identified and maximised. This will involve ensuring that the funding plans at the pan-London, sub-regional and local levels (as well as amongst providers) reflect our priorities. It will also involve working with providers, developers and other Council departments to identify suitable sites, to draw up specifications, undertake feasibility studies and take such projects forward.

6.5 FUNDING OUR PRIORITIES FOR GROWTH

- 6.5.1 As previously mentioned, the rate and extent that services can be re-shaped to meet need is governed by capacity issues. The first element concerns organisational capacity, namely the ability of commissioners and providers to manage the planning, set-up and running of new services, whilst also delivering on day-to-day activities. In order to ensure successful outcomes in the longer-term, it is important not to compromise the planning of services. In practical terms, this means that the planning of services will need to be staggered over the course of the strategy, rather than trying to set up a number of services simultaneously. This is reflected in the timings in the five-year plan.
- 6.5.2 The second capacity issue relates to the financial resources available to pay for them. Obviously, the costs of growth should not exceed the projected availability of resources, as set out in Table 10. Ideally, there should also be a reserve for contingencies, such as an unforeseen rise in demand, resulting perhaps from a change in statutory duties or the like.
- 6.5.3 Table 11 summarises the projected costs of priorities for growth, excluding schemes

which are already in development and where the costs are already committed.

TABLE 11 COSTS OF PRIORITIES FOR GROWTH (EXCLUDING SCHEMES WHERE COSTS ALREADY COMMITTED)

| Item | Service Description | Client Group(s) | From when | Estimated SP Grant Revenue Cost (per year) |
|------|---|---|----------------|--|
| 1 | Extra-care housing scheme | Frail elderly | April 2008 | £50,000 |
| 2 | Floating tenancy sustainment service for housing association / private-sector tenants | Various – complex needs | April 2007 | £150,000 |
| 3 | Expansion of Refuge Floating Support Service | Women at risk of domestic violence | July 2006 | £45,000 |
| 4 | Expand Look Ahead floating support service | Offenders and substance misusers | September 2006 | Nil |
| 5 | 6 supported training units for young people in transition | People with learning disabilities | September 2006 | £50,000 |
| 6 | Short-term assessment hostel for statutory homeless | Various – single homeless, mental health, complex needs | September 2007 | £80,000 |
| 7 | Support service for travellers' site at Bishop's Grove | Travellers | April 2006 | £15,000 |
| | | | TOTAL | £390,000 |

6.5.4 Should the schemes be launched on time, then the projected cumulative costs per year would be as set out in Table 12. These assume full occupancy and apply pro-rata where services are introduced part way through the financial year.

TABLE 12 ANNUAL REVENUE COSTS FOR PRIORITY SCHEMES

| Financial year | Cumulative cost |
|----------------|-----------------|
| 2005/06 | £0 |
| 2006/07 | £75,000 |
| 2007/08 | £300,000 |
| 2008/09 | £390,000 |
| 2009/10 | £390,000 |

6.5.5 Therefore, these priorities should be able to be met within existing resources, if the assumptions made by the Supporting People team prove to be correct. This should also result in the maintenance of a relatively small contingency fund in reserve. Obviously, delivering on these priorities is conditional on having the necessary resources available. Should circumstances change and our assumptions prove incorrect, then there may be more or less funding available. In either case, future annual plans will incorporate the changed position.

6.6 THE FIVE-YEAR ACTION PLAN

6.6.1 The action plan is the means by which the vision outlined at the start of this chapter will be realised. It is therefore built around the objectives that the Commissioning Body has set itself, which are presented in section 6.1.3.

SUPPORTING PEOPLE FIVE-YEAR ACTION PLAN

| OBJECTIVE ONE: RESHAPING SERVICES, WHERE APPROPRIATE, TO MEET IDENTIFIED NEED AND OFFER FLEXIBILITY | | | | | | |
|--|---|------------------------------------|----------------|--|--|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| More people supported to sustain independent accommodation | 1. To establish a floating support service for up to 80 people with complex needs in housing association and private-rented homes | Various | April 2007 | <ul style="list-style-type: none"> • LBRuT SP Team • Housing providers • Support provider | £200,000 pa | <ul style="list-style-type: none"> • Homelessness Strategy • Community Safety Strategy |
| Reduced inappropriate use of temporary accommodation for single vulnerable homeless people | 2. To open a short-stay assessment hostel for the single statutory homeless with mental health problems and complex needs | Various | September 2007 | <ul style="list-style-type: none"> • LBRuT Housing | £80,000 p.a. Capital costs to be determined | <ul style="list-style-type: none"> • Homelessness Strategy • Mental Health Accommodation Strategy |
| | 3. To open a 4-bed short-stay unit at Grove Road for homeless 16 & 17 year-olds | Young people at risk | December 2005 | <ul style="list-style-type: none"> • LBRuT Housing | £30,000 p.a. (already committed) | <ul style="list-style-type: none"> • Homelessness Strategy • Youth Justice Plan • Young People's Housing Strategy |
| Reduced homelessness resulting from domestic violence and reduced repeat homelessness | 4. Expand capacity of Refuge Floating Support Service from 2 to 10 | Women at risk of domestic violence | July 2006 | <ul style="list-style-type: none"> • SP Commissioning Body • Refuge | £45,000 p.a. | <ul style="list-style-type: none"> • Homelessness Strategy • Domestic Violence Strategy • Community Safety Strategy |
| More older people supported to live at home | 5. To establish access to purpose-built extra-care housing for LBRuT residents | Frail elderly | April 2008 | <ul style="list-style-type: none"> • SP Commissioning Body | £50,000 plus care costs and capital costs | <ul style="list-style-type: none"> • Older People's Strategic Framework • Extra Care Housing Strategy |

| OBJECTIVE ONE: RESHAPING SERVICES, WHERE APPROPRIATE, TO MEET IDENTIFIED NEED AND OFFER FLEXIBILITY | | | | | | |
|--|---|---|-----------------|---|---|---|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Providing better housing options for people with learning disabilities | 6. To establish a short-stay accommodation-based scheme for 6 young people in transition | People with learning disabilities | September 2006 | <ul style="list-style-type: none"> • PLD Partnership Board | £50,000 p.a. plus capital costs | <ul style="list-style-type: none"> • PCT Local Delivery Plan • Accommodation Strategy for PLD |
| Improved housing, health and social care for the most vulnerable | 7. To complete pipeline scheme providing 2 more units for people with HIV / AIDS | People with HIV / Aids | May 2005 | <ul style="list-style-type: none"> • Threshold Housing & Support • LBRuT Services for Adults | £7,000 (already committed) | <ul style="list-style-type: none"> • PCT Local Delivery Plan |
| | 8. To complete pipeline 6-unit development in Whitton | People with mental health problems | May 2005 | <ul style="list-style-type: none"> • Threshold Housing & Support • LBRuT SP Team • Community Mental Health Teams | (£28,000) – to be funded via savings from a second scheme | <ul style="list-style-type: none"> • PCT Local Delivery Plan • Mental Health Accommodation Strategy |
| Richmond being the safest borough in London, with reduced re-offending rates and successful aftercare | 9. To double to 12 the number of people supported through the safer communities scheme for those at risk of offenders | Offenders / those at risk of offending People with drug / alcohol problems | September 2006 | <ul style="list-style-type: none"> • SP Commissioning Body • Look Ahead Housing & Care | Nil | <ul style="list-style-type: none"> • London Probation Area Regional Business Plan • LBRuT Substance Misuse Strategy |
| | 10. To ensure continuation of supported rent deposit scheme once 2-year start-up funding stops | Offenders and those at risk of offending with drug problems | From April 2007 | <ul style="list-style-type: none"> • SP Commissioning Body • Community Safety Partnership | £40,000 p.a. | <ul style="list-style-type: none"> • LBRuT Community Safety Strategy |
| Reduced rates of repeat homelessness | 11. To increase funding for Resettlement Services to support a further 30 households a year moving into permanent housing | Single homeless Homeless families | April 2005 | <ul style="list-style-type: none"> • SP Commissioning Body • Resettlement Service • Housing providers | £30,000 p.a. (already committed) | <ul style="list-style-type: none"> • LBRuT Homelessness Strategy |

OBJECTIVE TWO: THAT THE PRINCIPLES OF ACCESSIBILITY, EQUALITY AND DIVERSITY ARE REFLECTED IN THE PLANNING AND DELIVERY OF ALL SERVICES

| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
|---|--|--|-----------------|--|---|---|
| Services that reflect the diversity of Richmond's community | 12. To complete an equality needs impact assessment (EINA) of the Richmond Supporting People programme | All | April 2006 | • SP Commissioning Body | Existing resources | <ul style="list-style-type: none"> • LBRuT Equality & Diversity Policy • Black & Minority Ethnic Housing Strategy |
| | 13. To implement recommendations arising from EINA | All | From April 2006 | • SP Commissioning Body | Existing resources | <ul style="list-style-type: none"> • LBRuT Equality & Diversity Policy • Black & Minority Ethnic Housing Strategy |
| | 14. To build a baseline on the accessibility to and outcomes of services by ethnicity and set future targets | All | April 2006 | • SP Commissioning Body | Existing resources | <ul style="list-style-type: none"> • LBRuT Equality & Diversity Policy • Black & Minority Ethnic (BME) Housing Strategy |
| | 15. To carry out research with other SW London Boroughs to identify cross-borough cultural-specific services, beginning with ethnic elders and use to inform commissioning decisions | All | Ongoing | • South West London Housing Partnership | Existing resources | <ul style="list-style-type: none"> • Sub-regional BME Strategy • Sub-regional SP statement |
| | 16. To improve the transparency and operation of the referral system into supported housing services | Various – mental health, people with learning disabilities | April 2006 | <ul style="list-style-type: none"> • SP Team • LBRuT Housing Provision | £20k (for part-time post – referral co-ordinator) | <ul style="list-style-type: none"> • Housing Allocation Policy |

| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
|---|--|-----------------------------------|----------------|--|------------------|---|
| Services that reflect the diversity of Richmond's community | 17. To transfer funding of services providing housing support to travellers' site into Supporting People | Travellers | April 2006 | <ul style="list-style-type: none"> • SP Commissioning Body • Richmond Housing Partnership | £15,000 | <ul style="list-style-type: none"> • Race Equality Scheme • Black & Minority Ethnic Housing Strategy |
| Promoting greater accessibility of services for people with learning disabilities | 18. To improve the availability of specialist housing advice and information for people with learning disabilities, carers and care managers | People with learning disabilities | April 2006 | <ul style="list-style-type: none"> • PLD Partnership Board • PLD Service • Housing Strategy & Development | To be agreed | <ul style="list-style-type: none"> • Accommodation Strategy for People with Learning Disabilities • Best Value Review |

| OBJECTIVE THREE: THAT PROVIDERS ARE ENABLED TO DELIVER HIGH QUALITY SERVICES THAT DELIVER VALUE FOR MONEY | | | | | | |
|--|---|--|------------------------|--|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Delivery of continuously improving services | 19. To complete entire set of 102 scheme reviews on schedule | All | March 2006 | <ul style="list-style-type: none"> • SP Team • Providers | Existing resources | <ul style="list-style-type: none"> • Providers' plans • Best Value • Housing Service Plan |
| Demonstrating continuous improvement | 20. To conduct follow-up inspections of reviews completed to check delivery of improvement plans | All | March 2007 | <ul style="list-style-type: none"> • SP Team • Providers | Existing resources | <ul style="list-style-type: none"> • Providers' plans • Best Value |
| | 21. To build baseline information on key performance information statistics for all local services in 2005/06 and set annual targets thereafter | All | March 2006 and onwards | <ul style="list-style-type: none"> • SP Team • Providers | Existing resources | <ul style="list-style-type: none"> • Best Value Service Improvement Plan |
| Delivering improved value for money | 22. To generate £300,000 in efficiency savings through the scheme review process, since the start of Supporting People, for re-investment | All | April 2006 | <ul style="list-style-type: none"> • SP Team | Existing resources | <ul style="list-style-type: none"> • Providers' plans • Best Value |
| To manage change | 23. To manage change of funding for registered care homes | Various – mental health, frail elderly and learning disability | March 2006 | <ul style="list-style-type: none"> • LBRuT Services for Adults | Existing resources | <ul style="list-style-type: none"> • Providers' Plans |

| OBJECTIVE FOUR: BUILDING EFFECTIVE PARTNERSHIPS WITH USERS, PROVIDERS, COMMISSIONERS AND OTHERS IN ORDER TO ACHIEVE SHARED GOALS | | | | | | |
|---|---|---------------------------|----------------|---|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Improving the health, housing and care of people with mental health problems | 24. To devise a Mental Health Accommodation Strategy (and implement thereafter) | All | October 2005 | <ul style="list-style-type: none"> • LBRuT Housing • Primary Care Trust • South West London & St Georges Mental Health NHS Trust | Existing resources | <ul style="list-style-type: none"> • PCT Local Delivery Plan |
| To develop greater housing choices for people with learning disabilities | 25. To devise an Accommodation Strategy for People with Learning Disabilities (and implement thereafter) | All | October 2005 | <ul style="list-style-type: none"> • PLD Partnership Board | Existing resources | <ul style="list-style-type: none"> • Best Value Review of PLD Services |
| To improve the quality and relevance of housing options for older people | 26. To develop an Older People's Housing Strategy with providers, linked to their plans for sheltered housing | All | October 2006 | <ul style="list-style-type: none"> • LBRuT Housing • Housing Providers | Existing resources | <ul style="list-style-type: none"> • Older People's Strategic Framework |
| That all young people leaving care are appropriately housed and supported to independence | 27. To review accommodation with Care Leaving Team in order to adapt to changing needs | Young People Leaving Care | October 2005 | <ul style="list-style-type: none"> • LBRuT Housing • Leaving Care Team | Existing resources | <ul style="list-style-type: none"> • Young People's Housing Strategy • Local Preventative Strategy |
| To increase opportunities for move-on from short-stay schemes | 28. To prioritise increasing move-on opportunities – including reviewing the quota system | Various | April 2006 | <ul style="list-style-type: none"> • LBRuT Housing Provision • Housing Providers | Existing resources | <ul style="list-style-type: none"> • Housing Strategy • Housing Allocation Policy |

| OBJECTIVE FOUR: BUILDING EFFECTIVE PARTNERSHIPS WITH USERS, PROVIDERS, COMMISSIONERS AND OTHERS IN ORDER TO ACHIEVE SHARED GOALS | | | | | | |
|---|--|-----------------------------------|--------------------------|---|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| To make planning decisions on the best possible information | 29. To update the needs assessment evidence base on an annual basis, prioritising areas where information is lacking | All | Annually | <ul style="list-style-type: none"> • LBRuT Housing | Existing resources | |
| | 30. To carry out a full needs assessment for people with learning disabilities to inform relevant strategy | People with Learning Disabilities | October 2005 and onwards | <ul style="list-style-type: none"> • PLD Partnership Board • Strategy & Resources | Existing resources | <ul style="list-style-type: none"> • Best Value Review of PLD services • Valuing People Accommodation Strategy |
| | 31. To improve systems of collecting and sharing and analysing needs-based information across agencies | All | Ongoing | <ul style="list-style-type: none"> • Supporting People Team • Strategy & Resources | Existing resources | <ul style="list-style-type: none"> • Directorate Plan |
| | 32. To assess on a sub-regional basis need amongst particular groups – e.g. offenders | Various | Ongoing | <ul style="list-style-type: none"> • South West London Cross Authority Group | Existing resources | <ul style="list-style-type: none"> • London Probation Area Business Plan • Community Safety Strategy |
| | 33. To support bids for capital funding which will deliver our identified priorities for new or re-shaped services | Various | Ongoing | <ul style="list-style-type: none"> • Housing Associations • South West London Housing Partnership | Existing resources | <ul style="list-style-type: none"> • Housing Strategy • London Housing & SP Strategies |
| Services centred on the user | 34. To develop a programme of formal user consultation, in addition to scheme reviews, to inform planning and delivery of services | All | April 2006 | <ul style="list-style-type: none"> • Supporting People Team • Strategy & Resources | Existing resources | <ul style="list-style-type: none"> • Social Services & Housing Public Involvement Strategy |

OBJECTIVE FIVE: TAKING OPPORTUNITIES TO IMPROVE THE ADMINISTRATION AND DELIVERY OF THE SUPPORTING PEOPLE PROGRAMME

| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
|---|---|---------------------|----------------|---|--------------------|--|
| A transparent and effective commissioning process | 35. To refine the commissioning arrangements for Supporting People and its relationships to other commissioning agencies | All | March 2006 | <ul style="list-style-type: none"> • SP Team • Strategy & Resources | Existing resources | |
| | 36. To draw up a set of specifications for new or remodelled services to assist prospective providers in developing proposals | Various | Ongoing | <ul style="list-style-type: none"> • SP Team | Existing resources | |
| To maximise benefits of sub-regional working | 37. To develop sub-regional benchmarking of the cost and quality of services to deliver gains in service delivery and value for money | All | Ongoing | <ul style="list-style-type: none"> • Supporting People Cross Authority Group | Existing resources | <ul style="list-style-type: none"> • South West London SP Statement |
| | 38. To research possibility of spot purchase of support across boroughs where there is over-capacity in one borough and unmet need in another | Various | Ongoing | <ul style="list-style-type: none"> • South West London Cross Authority Group | Existing resources | <ul style="list-style-type: none"> • South West London SP Statement |
| Efficient use of resources | 39. To modify payment regimes to reflect true occupancy in Block Subsidy schemes | Various | April 2006 | <ul style="list-style-type: none"> • Supporting People Team | Existing resources | <ul style="list-style-type: none"> • Best Value Improvement Plan |

7 THE ANNUAL PLAN 2005/06

7.1 INTRODUCTION

- 7.1.1 The annual plan set out over the following pages sets out the priorities for 2005/06. It combines relevant sections from the five-year plan set out in chapter seven along with extracts from the pre-existing Supporting People Service Improvement Plan that was devised in response to the Best Value inspection carried out in 2003 and 2004.
- 7.1.2 Information on how this action plan will be resourced has been presented in the previous chapter. Progress against delivery will be reported to the Core Strategy Group, the Commissioning Body and elected Members. The review of progress will then inform the formulation of the annual plan for 2006/07 and subsequent years.

SUPPORTING PEOPLE ANNUAL PLAN 2005-2006

| OBJECTIVE ONE: RESHAPING SERVICES, WHERE APPROPRIATE, TO MEET IDENTIFIED NEED AND OFFER FLEXIBILITY | | | | | | |
|--|--|------------------------------------|----------------|---|---|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Reduced inappropriate use of temporary accommodation for single vulnerable homeless people | 1. To open a 4-bed short-stay unit at Grove Road for homeless 16 & 17 year-olds | Young people at risk | December 2005 | <ul style="list-style-type: none"> • LBRuT Housing | £30,000 p.a. (already committed) | <ul style="list-style-type: none"> • Homelessness Strategy • Youth Justice Plan • Young People's Housing Strategy |
| Improved housing, health and social care for the most vulnerable | 2. To complete pipeline scheme providing 2 more units for people with HIV / AIDS | People with HIV / Aids | May 2005 | <ul style="list-style-type: none"> • Threshold Housing & Support • LBRuT Services for Adults | £7,000 (already committed) | <ul style="list-style-type: none"> • PCT Local Delivery Plan |
| | 3. To complete pipeline 6-unit development in Whitton | People with mental health problems | May 2005 | <ul style="list-style-type: none"> • Threshold Housing & Support • LBRuT SP Team • Community Mental Health Teams | (£28,000) – to be funded via savings on a second scheme | <ul style="list-style-type: none"> • PCT Local Delivery Plan • Mental Health Accommodation Strategy |
| Reduced rates of repeat homelessness | 4. To increase funding for Resettlement Services to support a further 30 households a year moving into permanent housing | Single homeless Homeless families | April 2005 | <ul style="list-style-type: none"> • SP Commissioning Body • Resettlement Service • Housing providers | £30,000 p.a. | <ul style="list-style-type: none"> • Homelessness Strategy |

| OBJECTIVE TWO: THAT THE PRINCIPLES OF ACCESSIBILITY, EQUALITY AND DIVERSITY ARE REFLECTED IN THE PLANNING AND DELIVERY OF ALL SERVICES | | | | | | |
|---|---|--|----------------|--|---|---|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Services that reflect the diversity of Richmond's community | 5. To complete an equality needs impact assessment (EINA) of the Richmond Supporting People programme | All | April 2006 | • SP Commissioning Body | Existing resources | <ul style="list-style-type: none"> • LBRuT Equality & Diversity Policy • Black & Minority Ethnic Housing Strategy |
| | 6. To build a baseline on the accessibility to and outcomes of services by ethnicity and set future targets | All | April 2006 | • SP Commissioning Body | Existing resources | <ul style="list-style-type: none"> • LBRuT Equality & Diversity Policy • Black & Minority Ethnic (BME) Housing Strategy |
| | 7. To carry out research with other SW London Boroughs to identify cross-borough cultural-specific services, beginning with ethnic elders and use to inform commissioning decisions | All | Ongoing | • South West London Housing Partnership | Existing resources | <ul style="list-style-type: none"> • Sub-regional BME Strategy • Sub-regional SP statement |
| | 8. To improve the transparency and operation of the referral system into supported housing services | Various – mental health, people with learning disabilities | April 2006 | <ul style="list-style-type: none"> • SP Team • LBRuT Housing Provision | £20k (for part-time post – referral co-ordinator) | |
| Promoting greater accessibility of services for people with learning disabilities | 9. To improve the availability of specialist housing advice and information for people with learning disabilities, carers and care managers | People with learning disabilities | April 2006 | <ul style="list-style-type: none"> • PLD Partnership Board • PLD Service • Housing Strategy & Development | To be agreed | <ul style="list-style-type: none"> • Accommodation Strategy for PLD • Best Value Review for PLD services |

| OBJECTIVE THREE: THAT PROVIDERS ARE ENABLED TO DELIVER HIGH QUALITY SERVICES THAT DELIVER VALUE FOR MONEY | | | | | | |
|--|---|--|------------------------|--|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Delivery of continuously improving services | 10. To complete entire set of 102 scheme reviews on schedule | All | March 2006 | <ul style="list-style-type: none"> • SP Team • Providers | Existing resources | <ul style="list-style-type: none"> • Providers' plans • Best Value |
| Demonstrating continuous improvement | 11. To build baseline information on key performance information statistics for all local services in 2005/06 and set annual targets thereafter | All | March 2006 and onwards | <ul style="list-style-type: none"> • SP Team • Providers | Existing resources | <ul style="list-style-type: none"> • Best Value Service Improvement Plan |
| Delivering improved value for money | 12. To generate £300,000 in efficiency savings through the scheme review process for re-investment | All | March 2006 | <ul style="list-style-type: none"> • SP Team | Existing resources | <ul style="list-style-type: none"> • Providers' plans • Best Value |
| To manage change | 13. To manage withdrawal of funding from registered care schemes | Various – mental health, frail elderly and learning disability | March 2006 | <ul style="list-style-type: none"> • SP Commissioning Body • Services for Adults | Existing resources | <ul style="list-style-type: none"> • Providers' Plans |

| OBJECTIVE THREE: BUILDING EFFECTIVE PARTNERSHIPS WITH USERS, PROVIDERS, COMMISSIONERS AND OTHERS IN ORDER TO ACHIEVE SHARED GOALS | | | | | | |
|--|--|---------------------------|----------------|--|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Improving the health, housing and care of people with mental health problems | 14. To devise a Mental Health Accommodation Strategy (and implement thereafter) | Mental Health | October 2005 | <ul style="list-style-type: none"> • South West London & St Georges Mental Health NHS Trust | Existing resources | <ul style="list-style-type: none"> • PCT Local Delivery Plan |
| To develop greater housing choices for people with learning disabilities | 15. To devise an Accommodation Strategy for People with Learning Disabilities (and implement thereafter) | PLD | October 2005 | <ul style="list-style-type: none"> • PLD Partnership Board | Existing resources | <ul style="list-style-type: none"> • Best Value Review |
| That all young people leaving care are appropriately housed and supported to independence | 16. To review of accommodation with Care Leaving Team in order to adapt to changing needs | Young People Leaving Care | October 2005 | <ul style="list-style-type: none"> • LBRuT Housing • Leaving Care Team | Existing resources | <ul style="list-style-type: none"> • Young People's Housing Strategy • Local Preventative Strategy |
| To increase opportunities for move-on from short-stay schemes | 17. To prioritise increasing move-on opportunities – including reviewing the quota system | Various | April 2006 | <ul style="list-style-type: none"> • LBRuT Housing Provision • Housing Providers | Existing resources | <ul style="list-style-type: none"> • Housing Allocation policy |
| Set up mechanisms for service providers to feed into SP commissioning body's decision-making process | 18. Decide on inclusion of a provider rep on SPCB | All | October 2006 | <ul style="list-style-type: none"> • Housing Providers • Supporting People Team | Existing resources | <ul style="list-style-type: none"> • SP Best Value Review |

| OBJECTIVE FOUR: BUILDING EFFECTIVE PARTNERSHIPS WITH USERS, PROVIDERS, COMMISSIONERS AND OTHERS IN ORDER TO ACHIEVE SHARED GOALS | | | | | | |
|---|---|-----------------------------------|--------------------------|---|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| | 19. To ensure that all SP service providers have opportunity to receive information and be consulted on the programme | All | Ongoing | <ul style="list-style-type: none"> Housing Providers | Existing resources | <ul style="list-style-type: none"> SP Best Value Review |
| To make planning decisions on the best possible information | 20. To update the needs assessment evidence base on an annual basis, prioritising areas where information is lacking | All | Annually | <ul style="list-style-type: none"> LBRuT Social Services & Housing | Existing resources | |
| | 21. To carry out a full needs assessment for people with learning disabilities to inform relevant strategy | People with Learning Disabilities | October 2005 and onwards | <ul style="list-style-type: none"> PLD Partnership Board Strategy & Resources | Existing resources | <ul style="list-style-type: none"> Best Value Review Valuing People Accommodation Strategy |
| | 22. To improve systems of collecting and sharing and analysing needs-based information across agencies | All | Ongoing | <ul style="list-style-type: none"> Supporting People Team Strategy & Resources | Existing resources | <ul style="list-style-type: none"> Directorate Plan |
| | 23. To assess on a sub-regional basis need amongst particular groups – e.g. offenders | Various | Ongoing | <ul style="list-style-type: none"> South West London Cross Authority Group | Existing resources | <ul style="list-style-type: none"> London Probation Area Business Plan Community Safety Strategy |
| | 24. To support bids for capital funding which will deliver our identified priorities for new or re-shaped services | Various | Ongoing | <ul style="list-style-type: none"> Housing Associations South West London Housing Partnership | Existing resources | <ul style="list-style-type: none"> Housing Strategy London Housing Strategy & SP Strategy |

| OBJECTIVE FOUR: BUILDING EFFECTIVE PARTNERSHIPS WITH USERS, PROVIDERS, COMMISSIONERS AND OTHERS IN ORDER TO ACHIEVE SHARED GOALS | | | | | | |
|---|--|---------------------|----------------|--|--------------------|---|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| Services centred on the user | 25. To develop a programme of formal user consultation, in addition to scheme reviews, to inform planning and delivery of services | All | April 2006 | <ul style="list-style-type: none"> Supporting People Team Strategy & Resources | Existing resources | <ul style="list-style-type: none"> Social Services & Housing Public Involvement Strategy |
| | 26. Formalise and document procedures to capture feedback from service users and individuals and demonstrate how this has informed 5-year strategy and service reviews | All | Ongoing | <ul style="list-style-type: none"> Supporting People Team | Existing resources | |
| | 27. To involve service users and carers in setting performance standards, commenting on services received and taking part meaningfully in service reviews | All | Ongoing | <ul style="list-style-type: none"> Supporting People Team | Existing resources | |
| | 28. Implement information systems with service users and providers to ensure universal access to information about SP and housing-related support | All | Ongoing | <ul style="list-style-type: none"> Supporting People Team | Existing resources | <ul style="list-style-type: none"> Social Services & Housing Public Involvement Strategy |

| OBJECTIVE FIVE: TAKING OPPORTUNITIES TO IMPROVE THE ADMINISTRATION AND DELIVERY OF THE SUPPORTING PEOPLE PROGRAMME | | | | | | |
|---|---|---------------------|----------------|---|--------------------|--|
| Desired Outcome | Action | Client Group | By When | Lead Agency(s) | Resources | Strategic Fit |
| A transparent and effective commissioning process | 29. To refine the commissioning arrangements for Supporting People and its relationships to other commissioning agencies | All | March 2006 | <ul style="list-style-type: none"> • SP Team • Strategy & Resources | Existing resources | |
| | 30. To draw up a set of specifications for new or remodelled services to assist prospective providers in developing proposals | Various | Ongoing | <ul style="list-style-type: none"> • SP Team | Existing resources | |
| To maximise benefits of sub-regional working | 31. To develop sub-regional benchmarking of the cost and quality of services to deliver gains in service delivery and value for money | All | Ongoing | <ul style="list-style-type: none"> • Supporting People Cross Authority Group | Existing resources | <ul style="list-style-type: none"> • South West London SP Statement |
| | 32. To research possibility of spot purchase of support across boroughs where there is over-capacity in one borough and unmet need in another | Various | Ongoing | <ul style="list-style-type: none"> • South West London Cross Authority Group | Existing resources | <ul style="list-style-type: none"> • South West London SP Statement |
| Efficient use of resources | 33. To shift payment schedules to better reflect occupancy rates on Block Subsidy schemes | Various | April 2006 | <ul style="list-style-type: none"> • Supporting People Team | Existing resources | <ul style="list-style-type: none"> • Best Value Improvement Plan |

| | | | | | | |
|--|--|-----|---------|--|--|--|
| | 34. To establish systems to enable verification of performance information submitted by providers (in discussion with providers) | All | Ongoing | <ul style="list-style-type: none"> Supporting People Team | £15,000 agreed to be paid from e-government fund to develop system | <ul style="list-style-type: none"> E-government |
|--|--|-----|---------|--|--|--|

APPENDIX 1 SUMMARY OF SOUTH WEST LONDON CROSS AUTHORITY STRATEGIC STATEMENT

1. South West London Cross Authority Group

The South West London Supporting People Cross Authority Group comprises of seven London boroughs: Croydon, Merton, Kingston, Lambeth, Richmond, Sutton and Wandsworth. The group is part of the wider South West London Housing Partnership. The group meets monthly and each borough sends one representative, usually the borough Supporting People Lead Officer. The Group recognises that all boroughs have a responsibility to host, support and develop services that meet cross authority need. The main aim of the group is to

'work collaboratively across the SW London region to manage and deliver the Supporting People Programme'

In addition we have established a sub regional Monitoring and Review Officers Group and an ad-hoc Finance Officers Group. These latter groups help to develop professional and consistent practice across the sub region.

2. Vision

The SW London Cross Authority Group of Supporting People Authorities will work to ensure that vulnerable people in the sub region have the opportunity to access good quality, safe, appropriate and stable housing and support. The group is committed to continued delivery of supported housing services that reflect the cultural and ethnic diversity of the sub region, promote social inclusion, and work to encourage vulnerable people to sustain, and where appropriate, achieve greater independence. The group will continue to work in partnership with stakeholders to develop new services, ensure that all services provide value for money and are delivered to the highest standards. The Group will work together to identify efficiencies in the administration and delivery of the Supporting People Programme.

3. Strategic Links

In addition to its role in the South West London Housing Partnership the Group is part of a wider strategic network. The Group has two representatives on the London Supporting People Strategic Forum (co-ordinated by the ALG) and has close links with its counterpart group in South East London with a joint meeting held between these groups every six months.

4. Purpose of the Strategic Statement.

All seven boroughs have produced this statement jointly. Its purpose is to set out the priorities agreed by the group, which will shape the direction of cross authority Supporting People work in South West London over the next five year period. The strategic statement identifies key areas for co-operation and joint working between the boroughs at both strategic and operational level.

5. Context

South West London is a diverse region, politically, socially and economically. It is home to just over 1/5th of London's total population with a growing number of BME households (increasing from 15% to 24% between 1991 and 2001)

The sub region is for many people an attractive place to live with a strong local economy and infrastructure. South West London has a high level of economic activity, diverse employment opportunities and above average levels of skills and attainment. However the South West sub region also has areas of social and economic deprivation. (4 wards fall within the worst 10% nationally and a further 42 within the worst 30%) Most of these are concentrated within neighbourhoods with large social housing estates. The relative affluence of the majority of the sub region can lead to increased social marginalisation of those communities and individuals with the least social and economic advantages.

Like most of London and the South East there is a serious shortage of housing and demand for affordable housing in the sub region is high. This shortage manifests itself in the high levels of homeless found across the sub region and the shortage of move – on accommodation available for tenants of short term supported housing schemes.

6. Cross Authority Client Groups and Services

The South West London Cross Authority Group has agreed a number of client groups for whom cross authority services provision will be required. These are Single Homeless (**SH**), Domestic Violence (**DV**), Drug and Alcohol Misuse (**SM**) and Ex-offenders (**EO**). Additionally the group will consider the supply regional need supply and need of BME communities and the provision of specialist services where these cannot be met at local level.

The London Supporting People Strategy has identified that in South West London need exceeds supply for all for all four main cross groups. Meeting the identified need for services for these groups is a key challenge for the sub region over the coming five years.

Existing services

Our preliminary supply mapping exercise has identified the range of services in the sub region that currently meet cross authority need.

Cross Authority provision by units

| | DV | SH | EO | SM | BME | OTH |
|-------------------|------------|-----------|------------|------------|------------|------------|
| Croydon | 21 | | 17 | | | |
| Kingston | 9 | | | | 5 | |
| Merton | 20 | | | | 16 | |
| Lambeth | 52 | 390* | 117 | 94 | 31 | 38 |
| Richmond | 17 | 12 | 19 | | | |
| Sutton | 12 | | 18 | | | 22 |
| Wandsworth | 55 | 144* | 49 | 113 | 119 | 106 |
| TOTAL | 186 | 12 | 203 | 113 | 119 | 128 |

**Includes rough sleeper services*

7. Achievements

Over the past three years the Group has work collaboratively to implement the Supporting People Programme across SW London. Our Key achievements have been

- To agree a common approach to the accreditation of providers
- To hold a series of joint training events and one joint Inclusive Forum
- To establish a cross borough nomination agreement for access to an accommodation scheme for teenage parents
- To agree a sub regional development of a BME sheltered housing scheme

- To establish a sub regional Monitoring and Review officers group to develop professional practice
- To agree a sub regional protocol for joint validation visits

8. Future Priorities

The South West London Cross Authority Group has agreed five key priorities for the coming five years. These priorities have been agreed as a result of our preliminary work on mapping cross authority supply and needs and benchmarking value for money. They also take account of the London Supporting People Strategy and individual borough Supporting People Strategies. Each year the Group will publish an Annual Plan setting out its activities for the coming year.

Priority 1: To make efficiencies in the administration and delivery of the Supporting People Programme across the sub region

Key actions and targets

- Agree a sub regional approach to value for money, to include an agreed definition of high, medium and low support services
- Establish a sub regional benchmarking system to collate and compare data on service performance and cost
- Agree a procurement and commissioning protocol for cross- authority services
- Agree and publish a sub regional information sharing protocol
- To identify service provision that can deliver cost savings if provided sub –regionally
- To agree post March 2006 review timetables that support future cross –authority work
- To agree a process and protocol for the review and sharing of information on cross authority provision

Priority 2: To ensure the needs of cross- authority client groups are included in regional, sub-regional and local service planning.

Key actions and targets

- To complete the sub regional mapping of cross authority provision and agree priorities for cross authority commissioning
- To establish a sub regional register of providers and services
- To collaborate on joint research into sub regional needs and current access arrangements to cross authority services.
- To ensure the needs of vulnerable people are taken account of in the wider SW London Housing Strategy
- To ensure the needs of vulnerable people in SW London are taken account of in pan – London service planning

- To agree a cross authority protocol on the decommissioning of services identified as meeting cross boundary needs

Priority 3: To ensure the cross authority needs of BME communities are taken account of in regional and sub regional and local planning

Key actions and targets

- To complete development of cross authority BME elders service and agree a cross borough nomination protocol
- To complete a sub regional analysis of the supply and need for BME specific services.
- To jointly develop BME services as appropriate to demand

Priority 4: To maximise opportunities for capital and revenue investment in Supporting People Services across South West London.

Key actions and targets

- To increase access to move on accommodation for Supporting People service users by working in partnership with The South West London Housing Partnership, and development and allocation managers across the sub region
- To jointly prioritise the development of new cross authority Supporting People services to meet identified need

Priority 5: To develop the skills and capacity of staff in Supporting People Teams and provider organisations to meet cross- authority needs

Key actions and targets

- To hold an annual joint sub regional Supporting People Inclusive Forum to focus on cross authority themes
- To agree a protocol for joint participation in service reviews
- To establish a joint training and development programme to support cross authority work.

Further details of specific actions, targets, lead responsibilities and timescales for completion are set out in the full version of our strategic statement and our agreed Annual Plan.

9. Communicating with Stakeholders

The South West London Group will communicate with stakeholders across the sub region by

- Publishing the minutes of Cross Authority Group meetings on individual web sites and/or the Spkweb
- Ensuring that cross authority issues and service development are communicated through borough newsletters and Forums
- Consulting on our full strategic statement with providers and other relevant stakeholders
- Hosting an Annual Joint Inclusive Forum to focus on cross authority issues.

APPENDIX 2 OBJECTIVES AND TERMS OF REFERENCE OF STRATEGY WORKING GROUP

Objectives

The objectives of this working group are as follows:

- To work in partnership with the Supporting People Core Strategy Group and the Richmond Commissioning Body to develop and consult on the Supporting People Strategy
- To collate the results of the needs mapping and supply audit and feed in the results to the process of developing the Supporting People Strategy
- On behalf of the Core Strategy Group to lead on the development of a Supporting People Strategy to be delivered to the ODPM by March 2005.
- To undertake consultation on the Supporting People Strategy with service users, carers, commissioners, and other stakeholders
- To develop mechanisms for the monitoring and evaluation of the strategy and to pass them on to the Supporting People Core Strategy Group

Terms of reference

1. The Working Group will meet at monthly intervals until the completion of the final draft of the Supporting People Strategy in December 2004.
2. The core membership of the group will include representatives from LBRuT Housing Services, Social Services (Adults), support providers (three representatives selected by the providers group), service users (where possible), South West London & St. George's Mental Health Trust, Richmond & Twickenham PCT, The London Probation Service, and the Joint Commissioning Boards. Representatives from other organisations will be co-opted as necessary.
3. The Working Group will be chaired by the Supporting People Manager
4. It will report to the Supporting People Core Strategy Group, which is responsible for the overall management of the project, on a monthly basis.
5. The Working Group will consult with the Supporting People Core Strategy Group at all stages on the planning, content, and recommendations of the Strategy.
6. Responsibility for co-ordinating and recording the work of the group will be with the Supporting People Team.

APPENDIX 3 LONDON BOROUGH OF RICHMOND UPON THAMES' SUPPORTING PEOPLE CHARGING POLICY

Introduction

The Supporting People Charging Policy must be in line with the Richmond Fairer Charging Policy in respect of how individuals are assessed for eligibility for SP Grant payments. However, unlike the Fairer Charging Policy as applied to day or home care services, all service users in SP services receiving any amount of HB will be automatically passported for full SP Grant, and will therefore not require a Fairer Charging assessment. Supporting People service users not receiving Housing Benefit (HB) have the right to a Fairer Charging assessment and may be eligible for full or partial payment of support charges through the SP Grant.

Levels of charge

The charge will be the support cost previously identified as the support element of the rent (Transitional Housing Benefit), and will be a distinct charge listed in the tenancy. The charge will be set by the support provider based on the interim contract, and any change to the charge to service users must be agreed with the administering authority. Where rent pooling previously applied in a service (those provided by the LSVT RSL), the charge will be based on the identified cost for support in each service divided by the number of service users.

Charging & collection arrangements

Service users in receipt of any amount of HB will not be charged. Existing service users at 31st March 2003 will be charged at the same level as before Supporting People, until the first service review. At that point service users will pay based on service costs agreed with the local authority, and based on the Fairer Charging assessment they may have. Service users who currently pay nothing under rent pooling will continue to pay nothing, until the first service review, the subsidy for these service users will be met by the savings to the LSVT RSL. For new service users (from April 2003) of services previously rent pooled, a charge will be made based on service costs agreed in the interim contract. The support provider will collect the Supporting People charge as part of the collection of the charge for the accommodation.

Application Processes

In order to ensure clear responsibility for accurate information with the service user, all service users need to agree to receive support services, and to pay the support charge where not exempt. The provider will need to ensure that there is a written agreement covering the support service, either as part of the tenancy or as a separate support agreement.

Establishing Eligibility

A service user's application for SP subsidy should be made at the commencement of their tenancy by completing a Housing Benefit Consent Form and a Financial Assessment Referral Form. It is the responsibility of the service user to complete these forms and submit them to the SP team. Providers must provide the necessary assistance to ensure that their service users complete the forms.

Revenues & Benefits will confirm HB status of passported service users, once the SP Team is notified of a new service user by the support provider. The Financial Assessment Form is

then sent to the Strategy and Resources Division Finance Team for means analysis. If those departments cannot establish eligibility, then no subsidy payment will be made. Once eligibility is established payments will begin for that service user to the Provider in the next payment period.

If initial eligibility has not been established, but a change of circumstance later takes place that could lead to a service user becoming eligible for subsidy, a new application will have to be made at that point.

Assessment of charges

Not all service users who are eligible for charging will be assessed, though all have the right to an assessment if they want one. Service users can opt simply to pay the charge in full, and give no details of their finances to anyone, or alternatively, service users can be assessed by the Social Services Strategy and Resources Division Finance Team to ensure they do not pay too much. This only applies to service users not already passported due to their HB eligibility.

Changes in Circumstance

Service Users' Responsibilities

It is the responsibility of service users to notify the SP team of any changes in their circumstances that could affect their eligibility to subsidy e.g. housing benefit ending or savings of over £30,000. This only applies to eligible service users who have taken up a service after April 2003. Service users who were eligible for subsidy on 31st March 2003 are not required to notify the SP team of any changes in circumstances that could affect their eligibility to subsidy.

Providers' Responsibilities

It is the Provider's responsibility to notify the SP team when an individual ceases to be a service user, and the date from which this took effect e.g. the date the tenancy or service ended. A 'Change of Circumstance Form' has been devised for the purpose of reporting these changes to the SP team. All providers have been given both hard copy and electronic versions of this form.

It is also the responsibility of the Provider to notify the SP team of any relevant changes in circumstance they become aware of, which could affect their service users' eligibility to SP subsidy. If Housing Benefit has ended, the reason for this, if known, should also be reported. If the reason is non-completion of a Housing Benefit renewal form, the SP team has the discretion to continue subsidy payments in respect of that service user.

The Provider should report changes in circumstances as soon as they become aware of them.

Providers are not required to notify the SP team of changes in circumstance affecting eligibility to subsidy for those service users who were eligible for subsidy on 31st March 2003.

Reviewing Eligibility

Once eligibility to SP subsidy has been established, the SP team will routinely review service users eligibility, at least every 5 years. This will be done with in conjunction with the Strategy and Resources Department, and may involve a Fairer Charging Assessment.

If an ineligible service user later becomes eligible for SP subsidy, payments will be made from the date eligibility was established. If the service user was eligible for SP subsidy for some time, but failed to submit an application for whatever reason, backdated payments may be made at the discretion of the SP team up to a maximum of three months.

Over and Underpayments of SP subsidy

An SP subsidy payment covers a period of four weeks i.e. there are thirteen payments to Providers each year. No payments or claims will be made to or from Providers outside of this regular payment. As the payments are made in advance at the beginning of each four-weekly period, it will be common for changes in circumstance to take place during the period for which payment has already been made, creating an over or underpayment for that period.

When notified of any changes in circumstance by the Provider, the SP team will make an adjustment for any corresponding under or overpayment to the next payment made to the Provider.

If an under or overpayment is caused by the SP team failing to act on the changes in circumstance reported by the Provider, then adjustments will be incorporated in the next payment made to the Provider, following discovery of the change of circumstance.

If an overpayment is caused by error or fraud on behalf of a service user, of which the Provider could not have reasonably been aware, then the Administering Authority will recover that overpayment from the service user directly.

If eligibility to SP subsidy is established due to an error made by either the Housing Benefit Department or the Strategy and Resources Division Finance Team, leading to an overpayment of subsidy, then the Council will not attempt to recover the overpaid subsidy, unless the Provider could have reasonably known of the error made.

Subsidy payments for periods when a service user in receipt of HB is either in hospital or custody, will not be considered as overpayments, as long as the service user retains a liability to pay a support charge during this period and continues to be in receipt of HB.

In the event of a service user's death, subsidy payments will continue to the tenancy end date.

Subsidy payments for those not on Housing Benefit

Where a service user is assessed by Social Services for only a partial payment, the remainder of the charge will be met through the block subsidy grant.

Subsidy payment for service users in hospital, and on remand will be paid for 52 weeks. Service users in prison will be paid for 13 weeks. This is in line with HB payment time limits.

Backdating of payments and reclaiming overpayments

The Administering Authority will limit the backdating of payments to a period of three months where the request for backdating is as a result of the provider's failure to notify the

Administering Authority of a change in client circumstances, or a new user. Where an overpayment has been made for whatever reason, and where the client is not eligible for subsidy for the period, the Administering Authority will reclaim the whole of the overpayment.

Appeal Procedures

If a service user, or Provider, considers that they have received an underpayment of subsidy, they should inform the SP team, giving full reasons why they think an underpayment has occurred.

If an underpayment is caused by a Housing Benefit decision, the service user or Provider must evidence the existence of a Housing Benefit award to the SP team. Only under these circumstances will the Council, at its discretion, produce an additional interim payment, but if this is not possible the additional subsidy will be paid on the next four-weekly payment.

If the provider is still dissatisfied with the non-payment of a sum considered to be outstanding an appeal can be made to the non-provider Supporting People Steering Group. A representative of the provider may attend the Group meeting to present a case for payment of the outstanding sum. The Group will consider any representations, both in writing and in person, and come to a decision whether the outstanding sum is an overpayment and if so whether it should be paid in full or in part.

Grant levels

Services where users may be eligible for charging will receive a grant based on actual HB claimants at 31st March 2003. Providers will have their grant adjusted regularly to meet the changes in service users' HB status, and based on new service users HB status. Providers must co-operate with service reviews in order to continue to receive grant subsidy for new service users on HB.

Non-payment

In most cases, the support provider acting as landlord could take legal action, though the courts may interpret this as a separate service, and so refuse possession orders. The support service cannot be withdrawn because an individual refuses to pay for it. If the charge is not recovered the collector bears the loss.

Fraud and appeals

The loss caused by fraud, like arrears and voids, will be borne by the collector of the charge, whether this is the landlord and support provider or the social services.

As previously stated, service users have the right to appeal, specifically in relation to the Supporting People support charge not to a decision regarding eligibility for HB or level of charging for other services, such as home care, under fairer charging policy. Appeals will relate to the time period covered by subsidy or the amount a service user has been assessed to pay.

Home Care and Supporting People

Where a service user receives both home care services and supporting people support services, and they are assessed to pay only part of the costs, the payment will be split on a pro rata basis between the two services. This will be based on the percentage of each cost that makes up the total cost to the service user.

APPENDIX 4 RISK MANAGEMENT POLICIES AND THE RISK REGISTER

This appendix covers arrangements for risk management and includes the current risk register. The plan and register concentrate on contingency planning for dealing with situations where a service collapses due to financial or governance problems or is affected by a major incident such as a fire or other emergency. The Richmond Commissioning Body must be sure that providers will be able to continue to provide services to our most vulnerable residents whatever the circumstances.

In respect of fire or other emergency a major part of our risk management and contingency planning is covered by the existing Social Services and Housing Major Incident Scheme, revised in April 2004. This provides for short-term temporary accommodation to be provided by the Advice and Assessment section with support and counselling provided by support officers from the Asylum Seeker service. The SP Team have been in contact with a range of providers who have agreed to make places available in the medium term for service users affected by an emergency. Long-term relocation, if needed, will be met by allocating service users places in similar projects to the one they have been forced to leave.

Where individual schemes or provider organisations face closure or restriction of service to users due to financial or governance problems, the SP Team must be able to respond quickly. The key is in early risk identification. To achieve this, we will:

- Where possible monitor management committee reports, minutes and financial statements
- Maintain a dialogue with providers in light of the above
- Keep in regular contact with the Housing Corporation to identify at risk RSLs
- Monitor complaints from service users
- Build risk management and financial stability into the review process through the accreditation process and a thorough examination of governance procedures
- Use the Quarterly Performance Returns monitoring of occupancy as an indicator of the efficiency of the organisation

The SP Team is currently engaged in an exercise with the other members of the South West London Cross-Authority Group, which will result in the setting-up of a list of preferred providers based on an independent rating of cost, efficiency and service-user outcomes. Providers on the list will be requested to make their expertise available, in the event of the failure of an organisation, to either take over the running of a service or services, or to provide advice and support to re-establish the organisation on a viable basis.

SUPPORTING PEOPLE RISK REGISTER

| Ref no. | Date identified | Risk | Consequence of risk occurring | Score | Actions to manage risk | Risk owner |
|---------|-----------------|--|---|--------|--|--|
| 001 | November 2002 | SPLS System development delayed significantly. Category-Operational delivery of SP plan | Inability to pay providers. Additional staff time to manage manual contingency system. Inability to produce reports for ODPM post SPINTLS | High | See LDA Contingency plan Invoke contingency plan Escalate contractual remedies for late delivery of system Cancel contract, implement new procurement procedure for 'off-the-shelf' system. | SP Lead Officer. |
| 002 | May 2003 | Provider closes due to emergency (fire, flood etc.) Category-Service Providers/ Service Users | Clients' homeless. Cost of providing alternative accommodation. Cost of additional support services | Medium | Agree contingency with HPU for immediate temporary accommodation. Notify EOOHS Manager of procedure for above. Explore options for medium-term accommodation by other providers. | Joint ADs Housing. SP Lead Officer. |
| 003 | May 2003 | SP Team permanent staff not in post. Category-Operational delivery of SP plan | Turnover of temp staff. Lack of capacity to carry out key recommendations from AC Inspection ODPM & local tasks cannot be delivered (e.g. reviews). | High | Agree team size & composition. Agree JDs & grading for posts. Increase use of outside staff resources. (P.O. Policy & Research, Strategy & Resources staff) on case-by-case basis. | AD Housing, SP Lead Officer |

| Ref no. | Date identified | Risk | Consequence of risk occurring | Score | Actions to manage risk | Risk owner |
|---------|-----------------|--|---|--------------------------------|---|--------------------------------------|
| 004 | June 2003 | SP Admin budget not sufficient for full admin costs. Category-Operational delivery of SP plan | Lack of capacity to carry out SP Team duties. | High | Allocate existing staff resource to SP Team on a task-by task basis. Vire resource from other budgets | AD Housing, SP Lead Officer. |
| 005 | June 2003 | SP Grant may reduce or not increase with inflation. Category-Financial Management | Services are not viable. Service users may be at risk. | Medium | Establish joint arrangements for re-commissioning services with alternative provider. Contingency plan for closing services. | Accountable Officer, CB |
| 006 | June 2003 | ODPM cost-reduction requirements at short notice. Category-Financial Management | CB & AA do not own decisions to reduce Grant budget | High (linked to previous risk) | Establish contingency for % reduction in Grant & ensure delegated responsibility given to Accountable Officer. | Accountable Officer, SP Lead Officer |
| 007 | June 2003 | Following service review more than one service found to have low VFM & Strategic relevance. Category-Service Users/ Service Providers | Large-scale re-provision of services Service Users at risk Refocusing &/or decommissioning of service will need high level of input from SP Team. | Medium | Discuss possibility with provider & users at initial contact stage of Reviews. Explore options for alternative services to take over service users | Accountable Officer |

APPENDIX 5 GLOSSARY

Accessible housing register – a register designed to match up vacancies in adapted and accessible housing with households requiring such accommodation

Accommodation-based schemes – support services which are linked to a particular property, such as a warden in a sheltered housing scheme.

Accountable Officer – holds corporate responsibility for the delivery of the Council's SP programme.

Administering Authority – responsible for the day-to-day delivery and administration of the SP programme.

Annual Plan – plan setting out tasks and targets for a year. This strategy incorporates the plan for 2005/06.

Association of London Government (ALG) – representative body of the 33 London authorities. Main author of the London Supporting People Strategy.

Audit Commission – is an independent public body responsible for the effective, efficient and economic use of public money. Its work includes Best Value inspections of local SP programmes.

Best Value – The legal duty that requires councils to secure continuous improvements to the quality, efficiency and effectiveness of all services to the public.

Commissioning Body – comprising senior representatives from the council, the Probation Service and the Primary Care Trust. Agrees the strategic direction, outcomes of scheme reviews and monitors delivery of programme.

Comprehensive Performance Assessment (CPA) - An overall assessment of the performance of a local authority carried out by Central Government.

Core Objectives – the six areas against which services are assessed and scored during the scheme review process.

Core Strategy Group – the steering group, made up of stakeholder representatives, which proposes the strategic direction of the programme and oversees the work of the Supporting People Team. (Also known as the Steering Group).

Criminal Justice Interventions Programme (CJIP) – Home Office programme designed to move drug-using offenders into treatment and away from crime. Now known as Drugs Intervention Programme (DIP).

Cross Authority Group – the group of representatives from South West London authorities working together to provide services to mobile client groups and to share good practice.

Designated Service – services of national or regional significance, which are subject to special financial and review arrangements. Relates to accommodation-based schemes for women at risk of domestic violence and various very specialist services.

Employment Deprived – a measure used in the Index of Multiple Deprivation which measures the proportion of the working age population that are excluded from work, through no choice of their own.

Epidemiological approach – a forecasting method, mainly used by public health specialists, to forecast the incidence in of a condition in a population by applying prevalence rates.

Equality Impact Needs Assessment – a tool to assess and record the likely impact a policy and / or service can have on different individuals and equality groups.

Extra Care Housing - provides high levels of on-site care and support for older people. It is often specially designed self-contained housing and may have a range of communal facilities sometimes available to older people in the wider local community as well.

Floating Support – a service which is not linked to a particular property but which supports an individual where s/he is currently living.

GLA – Greater London Assembly.

Home Improvement Agency (HIA) – enable people to maintain their independence in their own home for the foreseeable future. Mainly support older people, people on low incomes and those with disabilities who live in private-rented or owner-occupied housing.

Housing Association – a non-profit making organisation that provides affordable housing for those who cannot afford to buy a home.

Housing Corporation – a Government body that allocates public funds to Housing Associations and monitors their performance.

Inclusive Forum – a forum used to consult all stakeholders on the priorities and operation of the local SP programme.

Income Deprived – the proportion of the population of an area experiencing income deprivation. Includes those households in receipt of Income Support and various other benefits. One of seven indicators contributing to the overall Index of Multiple Deprivation (see below).

Index of Multiple Deprivation – produced for the ODPM and combines seven measures to provide a comparison of multiple deprivation across England.

Large scale voluntary transfer (LSVT) – the permanent transfer of ownership of the council housing stock to another landlord, normally a housing association, by majority agreement of tenants.

Legacy funding – sources of funding that met the running costs of schemes prior to Supporting People being set up. These sources include THB, PAGS and SHMG (see below) which have now been subsumed into the one Supporting People Grant.

Local Delivery Plan – sets out the Primary Care Trust's plans for delivering health services over a 3-year period.

Long-term Service – a service provided on a continuous basis, usually for an open-ended period.

London Probation Service – statutory agency with responsibility for working with offenders to reduce re-offending and ensure the protection of the public. A member of the Commissioning Body.

National Offender Management Service (NOMS) – set up in 2004 to bring together Probation and Prison Service with aim of end-to-end management of offenders.

Office of the Deputy Prime Minister (ODPM) – the Government department with responsibility for the Supporting People programme.

Pipeline Service – a service that was being developed in the run-up to Supporting People and commenced after 1 April 2003.

Probation Accommodation Grant Scheme (PAGS) – a grant that, prior to Supporting People, was paid by the Home Office to Probation Services to fund accommodation and support for ex-offenders. It is now incorporated within the SP Grant.

Provider – an individual or organisation that provides housing-related support. This can include housing associations, local authorities, voluntary and private-sector bodies.

Quality Assessment Framework – the system of reviews and performance monitoring used by authorities to ensure that providers deliver quality services in line with their contractual obligations.

Registered Social Landlord – a housing association registered with the Housing Corporation (see above).

Richmond Council for Voluntary Services – is an independent organisation that promotes and develops voluntary sector organisations in the borough.

Richmond & Twickenham Primary Care Trust – is the local lead agency responsible for the health of the local community. A member of the Commissioning Body.

Scheme Review – a review of a contracted service, undertaken to decide whether the contract should be renewed, and if so, on what terms. All services are to be reviewed by 31 March 2006.

Shadow Strategy – administering authorities' first Supporting People Strategy, produced in late 2002 covering 2003/04.

Sheltered housing – used to describe a range of housing aimed at older or disabled people. It can include grouped housing with a resident or visiting warden, bungalows and flats that are dispersed and very sheltered or extra-care provision.

Short-term service – a service delivered to a user for no more than two years, with the intention usually that the user moves onto more independent living.

South West London Housing Partnership – covers Richmond upon Thames, Wandsworth, Kingston upon Thames, Sutton, Lambeth, Merton and Croydon. The partnership aims to deliver the objectives of the London Housing Strategy in SW London and to make the case for continued investment in housing in the sub-region.

Supporting People Knowledge Web (Spkweb) - An ODPM managed website dedicated to Supporting People. Found at www.spkweb.org.uk.

Spot purchasing – purchasing of support services for individuals, usually either on an emergency basis or on demand.

Supported Housing Management Grant (SHMG) – Housing Corporation revenue funding for housing association supported services. This funding was transferred into Supporting People Grant from 1 April 2003.

Supporting People – a new funding arrangement for housing related support services for those living in either specialist supported housing or in their own homes. Introduced in April 2003.

Transitional Housing Benefit (THB) – an interim system used to identify and pay for the costs of housing-related support prior to the implementation of Supporting People on 1 April 2003. These costs were then transferred into Supporting People Grant.