Supporting people
Communities and Local Government

Supporting People

East of England Regional Strategy

2008-11

Supporting People East Region Group

June 2008

Contents

EXECUTIVE SUMMARY

Supporting People is a central government programme which funds and determines strategic priorities for housing related support in local areas and monitors and reviews housing-related support services for vulnerable people.

The Supporting People East Region Group (SPERG) is made up of lead officers from the 10 Administering Authorities in the region. They commissioned the regional strategy in order to provide an outline on the direction of travel and the strategic priorities that have been identified to meet the housing related support needs of vulnerable people in the East Region 2008-2011. This document is not intended to replace local 5-year strategies but provide a link between local and national policy and is aimed at enabling Supporting People to work strategically at a regional level.

The key issues for Supporting People (SP) in the East Region are as follows:

1. **Government has identified the East Region as an important Growth Area.**
   The Government has suggested that the population in the East Region will increase by 10.6% to 2021 and has predicted housing growth based on these figures. The increase in numbers of people and affordable houses in the region is likely to lead to an increase in demand for supported housing. Local government funding has only increased in real terms by 1% over the term of the spending review[1]. The Communities and Local Government (CLG) programme grant settlement for 2008-2011 actually results in cashable cuts of more than 4% over the funding settlement despite the anticipated increase in population and household numbers. This raises concerns about the sustainability of new housing projects and being able to provide the associated support services to meet need. SPERG have argued for additional SP funding in light of growth (endorsed by the East of England Regional Assembly) and plan to develop a business case to enable access to regional development/revenue funds should they become available. CLG have also recently commissioned a research project to establish whether and to what extent, increased housing development in Growth Areas will result in increased need for housing support.

2. **The face of local government is changing with the emphasis now clearly on local decision making.**
   From June 2008, Local Area Agreements (LAAs) will become the main delivery agreement between the local area (represented by the Local Strategic Partnership) and central government (represented in negotiation by the regional government office). All authorities will agree up to 35 local performance indicator targets taken from the 198 targets in the national indicator set. Communities and Local Government (CLG) want to ensure that Supporting People can be properly integrated within this framework and from April 2009 (subject to the evaluation of pathfinders) SP funding will be aligned through LAAs. SP teams and SPERG need to ensure that the value of the SP programme is recognised and that the housing related support needs of vulnerable people continue to be met. SPERG will work with SP teams and regional stakeholders to negotiate and take an active part in the process of deciding on LAA priorities.

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[1] Inside Housing news article 'Spending review will leave councils struggling to cope' published 15th October 2007 www.insidehousing.co.uk

3. **Reduced funding for local government and Supporting People in addition to the increasing need to make efficiency savings.**

   The Gershon Efficiency Review [2] signalled a change for local government with a clear drive towards achieving year on year public sector efficiencies of 2.5% cashable and 2.5% non-cashable savings. Building on this the Comprehensive Spending Review 2007 (CSR07) [3] called for least 3 per cent value for money savings per year over the CSR07 period across central and local government. The CLG programme grant settlement for 2008-2011 actually results in cashable cuts of more than 4% over the funding settlement therefore putting increased pressure on SP teams to continue to deliver high standards of housing related support services and improved outcomes for service users with less money. SPERG are currently taking an active part in two regional Value Improvement Projects investigating the opportunity for common procurement practices and the potential for joint contracting of services with Social Care commissioners in the expectation that these measures could lead to improved efficiencies in the East of England.

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[2] Releasing Resources to the Front Line – Independent Review of Public Sector Efficiency, 2004.
[3] http://www.hm-treasury.gov.uk/media/6/7/pbr_csr07_chapter1_207.pdf

INTRODUCTION

Supporting People (SP) is a central government programme which funds and determines strategic priorities for housing related support in local areas and monitors and reviews housing-related support services for vulnerable people.

Definition of housing related support

Communities and Local Government (CLG) Grant conditions state:
"Support services which are provided to any person for the purpose of developing that person's capacity to live independently in accommodation or sustaining his/her capacity to do so." These can be long or short-term services and are tenure neutral.

Housing-related support works with a wide range of vulnerable groups to help them live independently. There are 21 different Supporting People client groups ranging from the young single homeless to older people. Some individuals have complex needs and therefore meet the criteria for more than one client group. For example, a homeless person may also have a drug dependency as well as a mental health problem.

In addition to the number of different client groups Supporting People generally works with three different types of need[4]:
• People in receipt of care with support
• People living independently with support only
• People experiencing, or at risk of, social exclusion

These are not discrete or exclusive categories. Some people could be included in more than one, and others will move between them.

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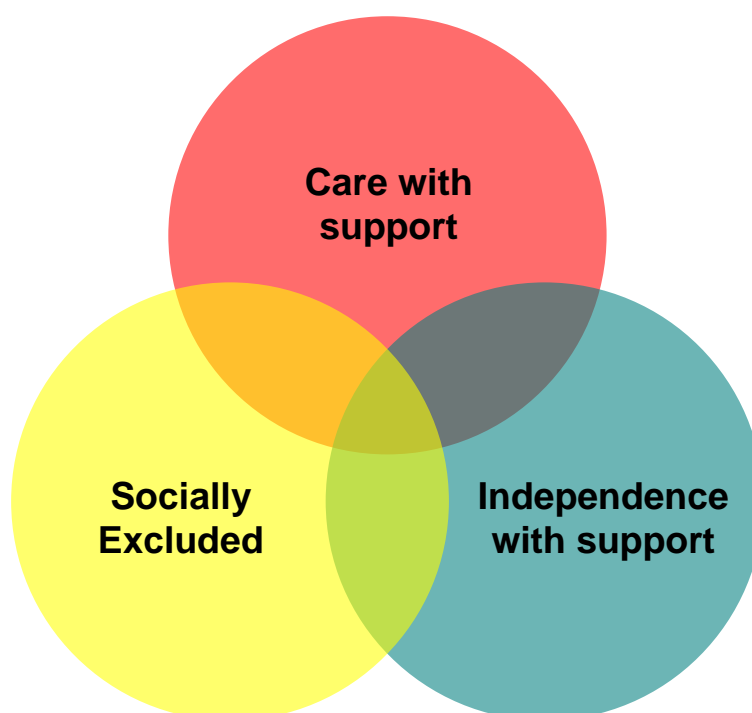
[4] Creating Sustainable Communities: Supporting Independence, November 2005.

The Supporting People grant is used to pay for services that are aimed at helping vulnerable people live independently in their homes and can include:

- Life skills training, such as support to acquire domestic skills;
- Assisting people with dealing with others such as landlords, neighbours, and a range of professionals;
- Assisting people with personal budgeting;
- Support with moving to more independent accommodation.

As Supporting People is a local programme, it is not consistent across the East region due to differences in local government structures, governance, partnerships, political preference and priorities. The SP authorities in the East are the counties of Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk and unitary authorities of Luton, Peterborough, Southend-on-Sea and Thurrock[5]. Local teams are currently working on updating their individual strategies 2005-10, conducting robust needs analysis, whilst gaining a better understanding of the market and improved methods of commissioning.

Supporting People is currently funded by a ring-fenced grant that is governed by central government grant conditions. The SP grant has been subject to a reducing allocation and the three-year settlement for 2008-2011 equates to further cuts of more than 4% over the period of the funding settlement. The National SP strategy has indicated that SP funds will be delivered through Local Area Agreements from April 2009 (subject to the evaluation of pathfinders taking place in 08/09).

As a region we have completed work on operational efficiencies and investment priorities (see sections 4 & 5), but this is the first Regional Supporting People Strategy for the East. This document is not intended to replace the local 5-year strategies or bind local authorities. Instead it will provide a framework and themes for SP authorities to consider and clarity on the role of the Supporting People East Region Group (SPERG) as well as act as a tool for use in discussions locally regarding the value of housing related support in the wider prevention agenda.

This strategy was commissioned by SPERG, which is made up of lead officers from the 10 SP Administering Authorities (AAs) in the East and includes a representative from Space East and the National Housing Federation. The East of England Regional Assembly has supported this strategy, in part through officer support and part through the Regional Housing Advisory Group (RHAG), the officer group that supports EERA's Housing & Sustainable Communities Panel (HSCP). The HSCP performs the functions of the Regional Housing Board in the region.

The SP programme contributes to the local crime and disorder reduction and wider prevention agendas. This is undertaken locally through linkages between local Supporting People and existing partnerships, such as Crime & Disorder Reduction Partnerships (CDRPs), Children & Young People Strategic Partnerships (CYPSPs), Drug & Alcohol Action Teams (DAATs), Youth Offending Teams and Domestic Abuse Prevention. CLG research[6] into the estimated financial benefits of the SP programme have found that for every £1 of SP money spent there is a net gain of £1.78.

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[5] Bedfordshire County Council will become two unitary authorities from April 2009. The local government structures in Norfolk and Suffolk are being reviewed by the Boundary Commission, with a stated intention of a unitary solution. The impact of these changes on the affected SP authorities is as yet unknown.
[6] Research into the financial benefits of the Supporting People programme, January 2008.

This strategy has links with other national policy drivers such as 'Our Health, Our Care, Our Say', the 'Commissioning framework for health & well-being' and strategies such as the Communities Strategy, a National Strategy for Housing in an Ageing Society and the National SP Strategy.

There is a continuing need to focus on the most vulnerable and marginalised in society at the regional level. This strategy has links with other key regional strategies such as EERA's Social Strategy and EEDA's Economic Strategy in considering the needs of an ageing population, Gypsies & Travellers, homeless people, Black & Minority Ethnic (BME) communities and migrant workers. There is a common understanding that affordable housing supports healthy outcomes for vulnerable people and is an important ingredient in gaining access to support services, employment and independence.

This strategy links with other key regional strategies including the Regional Housing Strategy, the Regional Spatial Strategy and the Regional Strategic Plan for Reducing Re-offending. Actions from this strategy will also be linked in to the refresh of the Regional Housing Strategy action plan and considered in a future Single Regional Integrated Strategy.

Purpose and Focus

The Regional Supporting People Strategy will outline the direction of travel for the SP programme and the strategic priorities that have been identified to meet the housing related support needs of vulnerable people in the East Region 2008-2011. SPERG will work with regional agencies such as Space East, NHF, the Care Services Improvement Programme (CSIP) and the Regional Housing Advisory Group (RHAG) to ensure delivery.

The **purpose** of this strategy is to:
- Identify regional actions for Supporting People and its regional partners in order to promote independence for vulnerable people, including
  o Providing a common framework and approach to capital funding for new service developments across the SP authorities in the region
  o Aiding discussions around funding bids with EEDA, CLG & EERA, including Improvement East which combines the former Regional Improvement Partnership; Building Capacity East (BCE) and the Regional Centre of Excellence East (RCE).
- Ensure inclusion of Supported Housing issues in the key regional strategies which impact on SP services e.g. Economic/Spatial/Health/Social/Housing strategies
- Identify SP cross-boundary initiatives where sharing of SP resources will be beneficial
- Propose ways forward to make best use of SP outcome based commissioning and performance management within local LAA objectives and national targets

This strategy will focus on those issues and actions that will benefit from a co-ordinated SP approach across the region.

The strategy is structured in five sections that cover the four key areas of the national SP strategy with an additional section on investment & prioritisation. Each section will
  - Identify key current or future issues
  - Provide an analysis of the issues
  - Provide a synopsis on progress made to date.
  - Provide a **Summary of Actions** at the end of each section; regional and local actions for Supporting People partnerships

CHAPTER ONE

1. Keeping people that need services at the heart of the Programme

1.1. Current Needs and Issues

### 1.1.1. *Service User Involvement in Governance and Service Delivery*

Service user involvement is essential to ensure that SP services reflect the needs of the people who use them. SP funding currently benefits over 78,500 service users in the East of England. Involving service users, and where required their carers, in the programme can increase independence, inclusion, encourage the development of life skills and increase self-esteem.

Since the initial implementation of Supporting People in 2003 each SP team has completed service reviews on all of their existing services. These reviews included establishing whether a service was strategically relevant; ensuring services met at least a level C standard on the Quality Assessment Framework (QAF) and establishing whether the service was providing the appropriate services and was good value for money. As a result of some of these reviews some services have been remodelled or decommissioned and decisions are being made locally about where gaps in provision and support might exist.

SP teams in the region have analysed the need for specialist BME services during the development of their 5-year strategies. This work has included cross-partnership funded research in BME housing needs for Gypsies & Travellers. In the main, it was found that the focus should lie on meeting their needs in existing services rather than developing specialist accommodation. In the development of the regional position statement for Gypsies & Travellers services, SPERG consulted service users at several stages.

Outcomes for Service Users
Each service user has different needs and Supporting People aims to provide services that meet these individual needs. CLG introduced a national outcomes monitoring framework in May 2007, to help identify whether service users are achieving their desired outcomes. Figure 2 illustrates how these outcomes feed into a hierarchy of performance indicators from performance management for providers that then feed into local and national indicators.
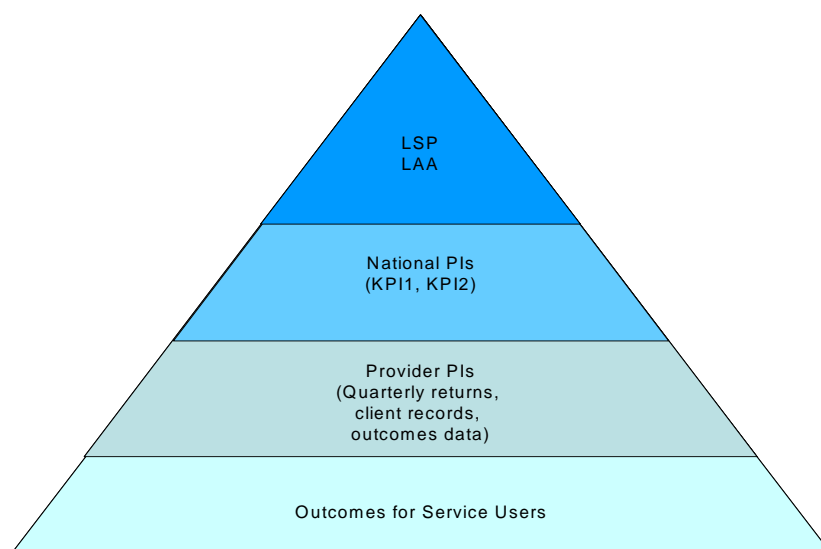
Figure 2 – Hierarchy of performance management information

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As part of the public service reform agenda there has been an increasing move towards giving service users more influence over what type of services are available and how they are delivered and funded. The introduction of Self-Directed support measures such as Individual Budgets are becoming more widely used and increasing numbers of service users are now choosing to put together their own packages of support (see Chapter 3, 3.2).

The Better Government for Older People Network and the Valuing People White Paper[7] identified problems with existing services for older people and people with learning disabilities. In order to improve public services for these groups amongst others, there has been a shift towards involving people in planning and designing services to meet needs and encouraging choice, inclusion and opportunities for independence. For example, Local Councils have a duty to give people with learning disabilities opportunities to choose between housing, care and support options including supported housing and small-scale ordinary housing.

Supporting People teams consult service users in a variety of ways to find out what they think of the services that they use including questionnaires and Service User Forums. Service User Tender Evaluation Groups have also been used and have helped with the whole tender process by ensuring that services are designed to meet the needs of Service Users. This approach is being rolled out to Supporting People authorities in the region.

Supporting People support services provide links between Service Users and advice groups such as Citizen's Advice Bureaux, Welfare Rights, advocacy services and other community groups.

Supporting People teams are in the process of reviewing their 5 year strategies and will look closely at Service User involvement and how to further increase engagement in the development of policy and strategies, including vulnerable people from Black and Minority Ethnic communities.

SUMMARY OF ACTIONS

"Service User Involvement"

- **SPERG** will;
  o Produce a regional framework for engaging with service users

- **Local SP Partnerships** will;
  o Develop a service user strategy
  o Involve service users in the designing, planning and performance management of new and existing services
  o In light of Self-Directed Support, ensure services are planned with consideration for the types of services that users may want to access

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[7] 'Valuing People' White Paper, 2001

1.1.2. Move-on from Supported Housing and Service Blocking
Homeless Link's resettlement handbook (2007) defines move-on as "a positive, planned move from hostel or temporary supported accommodation, utilising one of a whole range of housing options as appropriate for the client." Limited availability of suitable move-on options for people ready to leave supported housing remains one of the key issues for under-performance of supported housing schemes. Delays in move-on reduce the chances of positive outcomes for service users, whilst service blocking means that fewer vulnerable people have access to the kind of preventative and independence-promoting support that can help them to sustain an independent life in the community.

> **Case Study – Terry**
> Following twelve years of service in the army Terry had remained in Germany where he had previously been stationed. He gained employment as an interpreter and then went on to start his own business running security for events.
>
> He had declared bankruptcy and returned to the UK having lost everything. He described living as a relatively affluent member of society in Germany, owning his own house and business but returning to the UK with only the clothes he was wearing and a sports bag.
>
> He had nowhere to stay in the UK so had slept rough, breaking into a public toilet each night as it was heated. He had sought help at the council and had been given the contact details of local supported housing services. He was given a room at a hostel and the members of staff were able to help him to start sorting out his financial situation. He applied for emergency funds from the British Legion and contacted his regiment to gain documentation proving his years of service. He was then able to claim job seekers allowance and housing benefit.
>
> He felt the support and knowledge of members of staff in this process were essential for him and feels that they have made a significant impact in him getting his life back on track. He described having no understanding of the British system and was unsure where he needed to go and what he needed to do. This had impacted negatively on his emotions and motivation and he was appreciative of the encouraging yet firm approach staff took in helping him as he feels he could easily have ended up losing his will to get back on his feet. He has now moved into move-on accommodation and is actively seeking employment opportunities.

Short-term supported housing services often show a higher level of unplanned outcomes or a lower rate of people leaving the service than can reasonably be expected. Delays in, or absence of, access to suitable move-on accommodation can lead to people being evicted from a service upon completion without suitable follow-up. This often means losing immediately all beneficial aspects of the support that has been provided.

Anecdotally, providers indicate that a typical delay in move-on following the assessment that a person is ready to leave the service is 3-6 months, but is considerably longer in some areas, for example Chelmsford, and in individual cases. The lack of move-on increases the average length of stay unnecessarily and as a result reduces the effective use of limited supported accommodation resources. In a short-term service, an average delay of 6 months means a reduction in numbers of people helped by 20-25%.

The relationship between service blocking and the lack of move-on options is well documented as being the result of one of, or a combination of, the following factors:

- **Lack of suitable move-on accommodation**: mostly social / private rented accommodation, but also step-down facilities;

- **Lack of (floating) support** upon resettlement; leading to a lower availability of (rented) accommodation;

- **Low housing needs priority** when leaving the service. For example, people who are in a short-term supported housing service, are sometimes deemed to be appropriately housed, or people referred into a service may have too low a level of need to score high in housing allocation systems when leaving the service.

The move-on problem is likely to persist due to shortages in rented housing markets. The development of Choice-Based Letting schemes (CBL), especially where these are developed through the housing sub-regions, provides an opportunity to raise the profile of vulnerable people and ensure they are able to access appropriate housing, especially when moving on from (expensive) accommodation-based support or care services. SP teams have been involved in developing CBL schemes to varying degrees across the region.

Move-on and floating support aim to help service users make the final steps towards living independently. The CLG definition of floating support is 'support services which are not tied to the accommodation' and some of the positive outcomes for users include learning independent living skills, accessing training/employment and improved health.[8] All Supporting People teams are working towards increasing the quality, quantity and coverage of floating support services available. It is hoped that with increased floating support services the risk of tenancy failure will reduce and more landlords will be willing to let their properties to vulnerable people. This does not necessarily imply a reduction in accommodation related services.

> **Case Study – Mary**
> Mary is a woman in her late 30's with young son. She was referred when an in-patient. She had lost her tenancy because she started a fire in her flat. Her workers negotiated with the local authority (LA) around offering another tenancy. The LA was willing to do so because Supporting People were to offer support. This enabled Mary to leave hospital when her recovery permitted. Mary's mental health crises are precipitated by stresses around her son, who has special needs, and other family members. These issues are ongoing but Mary says that being able to discuss these with support worker, nips problems in the bud, and she is able to manage her life, care for her son and run a successful tenancy. Without support Mary feels that there is likelihood that she would have needed more intervention from acute services. Mary is now acting as Service User representative on her local agency interview panel, is a volunteer at a local school, listening to children read, and a paid lunch time supervisor at another school two days a week.

The 'move on plans protocol' (MOPP) has been developed to help local authorities and providers to increase the rates of move on from hostels and temporary accommodation.

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[8] Research into the effectiveness of floating support services for the Supporting People programme, April 2008

Supporting People teams are working to produce local solutions to move-on difficulties through partnership working with housing allocation teams.

The number of services in the East Region in 2006/07 was 2,808

2,431 were accommodation based support services (where a combined package of housing and support is provided for the service user)

377 were Floating Support (where the support is linked to the person not the accommodation).

The number of service users currently in receipt of floating support in the region stands at over 6,500.

For many homeless people and those at risk of homelessness, another significant barrier to accessing private rented accommodation is the rental deposit and/or rent in advance that most private sector landlords require. In order to tackle this problem, rent deposit schemes have been set up in some areas of the country in order to help those in housing need who cannot afford to pay a deposit. Rent deposit schemes do not usually pay the deposit directly, but instead guarantee the landlord that any money owed to them at the end of the tenancy will be paid. The schemes also investigate any claims of financial loss made by the landlord. Some schemes are restricted to people on low incomes or in receipt of welfare benefits and most only offer bonds up to a certain amount. Supporting People programmes can fund rent deposits where they are part of a package of support.

SUMMARY OF ACTIONS

"Move-on from Supported Housing"

- **SPERG** will;
  o Identify some common themes that can be developed for implementation on an AA, housing sub-regional or regional level:
    ▪ Set up a regional working group to promote the adequate supply of move-on accommodation through Regional and Sub-regional housing strategies and market assessments
    ▪ Monitor how vulnerable people in the region are accessing Choice-based letting systems and rent deposit schemes.

- **Local SP Partnerships** will;
  o Feed into Local Strategic Partnership and Local Area Agreement planning at locality level for example in new housing development planning.
  o Develop a move-on strategy
  o Share good practice on move-on and plan better move-on arrangements with other stakeholders

1.1.3. Cross-boundary Coordination of Supporting People programmes

The National Supporting People strategy positions Supporting People as a delivery vehicle that enables the commissioning of support for vulnerable people provided in partnership which is also flexible and cross-boundary, cross-tenure and cross-client group.

Some individuals may need to cross local authority boundaries in order to access appropriate housing related support services. Local authorities have a responsibility to consider the support needs of people who may move from one local authority to another and to maintain local services which have been designated by the government as meeting the needs of people from a wider catchment area than the host authority.

In 2005-2006, 12% of referrals came from outside the region and the primary group most likely to be referred from another authority were women at risk of domestic violence. The Supporting People client record forms for April 2005-March 2006 show that there were four client groups where more than 15% of new clients in the East did not come from the area where provision is situated.

Client group	% Referred from outside the host authority
Women at risk of domestic violence	41.6
Rough sleepers	21.4
Offenders/at risk of offending	18.9
People with HIV/AIDS	16.7

Source: Client record database for April 2005 - March 2006, CLG

Ormiston Gypsies and Travellers Support - Norfolk

A woman and her partner living with 5 children aged between 15 years - 18 months had bought land after living as Travellers for 20 years. Both adults have low levels of literacy.

A local council made an initial referral, with a request for support to gain a school place for their child as they were experiencing difficulties. Ormiston provided details of phone numbers and made contact with a school on behalf of the family to secure a place.

Once this was achieved the family asked for support with a planning permission application. A support worker met the family several times to help complete forms and discuss the process to ensure they understood and were able to make choices. Once planning approval was achieved the family asked for support with access to water and electricity supply. The support worker was able to signpost and contact people on their behalf when necessary.

Outcomes:
- Planning permission was granted - the family was able to secure their home
- Connection to basic utilities was achieved
- Access to school was secured with the involvement of the adults
- This was done in a collaborative way enabling the adults to develop self-advocacy skills to further their independence

SPERG has identified two specific areas for developing cross-boundary access and development for the East of England –
   A. A coordinated approach to meeting the needs of mobile service users
   B. The development of cross boundary agreements

A. A coordinated approach to meeting the needs of mobile service users
The Audit Commission raised concerns about whether people who are crossing boundaries to receive services are properly assisted, and saw the lack of planning and funding mechanisms as the major issue for Supporting People requiring structural adjustment. Communities and Local Government and the Audit Commission[9] see cross-boundary work as a way to achieve efficiencies by joint commissioning, to improve the consistency of approach to assist providers, and to share good practice. The future for high need, low prevalence client groups could be regional or cross boundary level planning and delivery of services through a multi-area agreement.

In 2005, SPERG set up cross-boundary working groups to investigate the housing related support needs of the following mobile service users – victims of Domestic Violence, Gypsies & Travellers and Offenders/at risk of offending. The groups concluded that cross boundary service user movement was not being inhibited by existing services or policies and this work has now been completed. It may be necessary to look at the needs of other mobile service users in the future, for example migrant workers (see Item 1.2.1d)

The East region is a **net importer** of clients and is the only region that has the same number of clients moving cross-boundary (within the same region), as cross-regionally.

- Women at risk of domestic violence and single homeless people with support needs are most likely to migrate into East

- People with alcohol problems and drug problems are most likely to migrate away from the East

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Source CLG

B. The Development of cross boundary agreements
A lack of cross-boundary protocols and arrangements can potentially restrict cross-border working.

The cross-boundary working groups found that referrals were often taking place as a result of informal networks, for instance by women's refuges, but that no formal protocols currently exist between Supporting People teams in the East. A cross boundary protocol for Supporting People funded services will be developed in the event of any future needs.

Offenders leaving custody that have been allocated accommodation on release are four times more likely to have employment, education or training than those who do not have housing in place[10]. SPERG are working with the regional Accommodation Pathway Delivery Group (APDG) to develop offender information exchange protocols and improve links between criminal justice agencies, housing and support providers to ensure that housing related support services are available at both a local and cross boundary level.

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[9] Audit Commission, Housing Inspectorate Key Lines of Enquiry, Supporting People, July 2007
[10] Niven S & Stewart D (2005) *Resettlement outcomes on release from prison* Findings 248 London Home Office

The APDG hope to showcase best practice in housing offenders, including young offenders at a regional conference in 2008 in line with the Regional Strategic Plan for Reducing Re-offending.

Multi-Area Agreements between Supporting People teams and local partners could also help to ensure that the needs of mobile client groups and those with rare/complex needs are taken into account (see Chapter 3, 3.1).

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SUMMARY OF ACTIONS

"Cross-Boundary coordination"

- **SPERG** will:
o Review any existing cross-boundary protocols and produce a regional cross-boundary working protocol

- **Local SP Partnerships** will:
o Investigate options for cross boundary services where need is found to exist close to the border of two neighbouring authorities.

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1.2. Future Needs Projections

1.2.1. Demographic Change

Demographic analysis across the region has identified a number of areas of growth with the Government projecting that the population in the East Region will increase by 10.6% to 2021. As a result, against a backdrop of increasingly limited financial circumstances, SP teams are subject to increasing demands for new developments that compete with each other and with viable calls to sustain and improve current services.

The Comprehensive Spending Review announced an increase in capital funding for housing in the region to meet demographic growth and house building in the 'growth areas'. Local government funding however has only increased in real terms by 1% over the term of the spending review.[11] The CLG programme grant settlement for 2008-2011 actually results in cashable cuts of more than 4% over the funding settlement despite the anticipated increase in population and household numbers. This raises concerns about the sustainability of new housing projects and being able to provide the associated support services to meet need. Demographic trends, together with changes in the size, nature and distribution of the SP grant, will lead to a need for restructuring SP services and drive the need to attract partners' investment into supported housing.

a. **Overall increase in the population.**
    Three of the four Growth Areas identified in the Sustainable Communities Plan (2003) are either wholly or partly in the East of England: Thames Gateway; London-Stansted-Cambridge-Peterborough growth corridor; Milton Keynes and South Midlands. The region also has 3 Growth Points announced in autumn 2006: Haven Gateway, Norwich and Thetford; an additional round of Growth Points was announced the Housing Green Paper (2007). Twenty-one major

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[11] Inside Housing news article 'Spending review will leave councils struggling to cope' published 15th October 2007 www.insidehousing.co.uk

settlements in the region have been designed as Key Centres of Development and Change in the East of England Plan (Regional Spatial Strategy).

The final East of England Plan was published in May 2008 and sets out plans for 508,000 new homes in the East of England by 2021. It also expands the Growth Areas to cover a number of districts such as St Edmundsbury and Chelmsford. This would suggest a population increase of 10.6% (Annual Monitoring Report, 2007). However, population growth does not translate directly into the need for 10% more housing (or vice versa). It is the growth in households that needs to be accommodated. A consequence of the ageing population and changes in household means that significantly more housing is required. Therefore, the figure of 508,000 homes represents an increase of 22% over the homes at 2001 in the region.
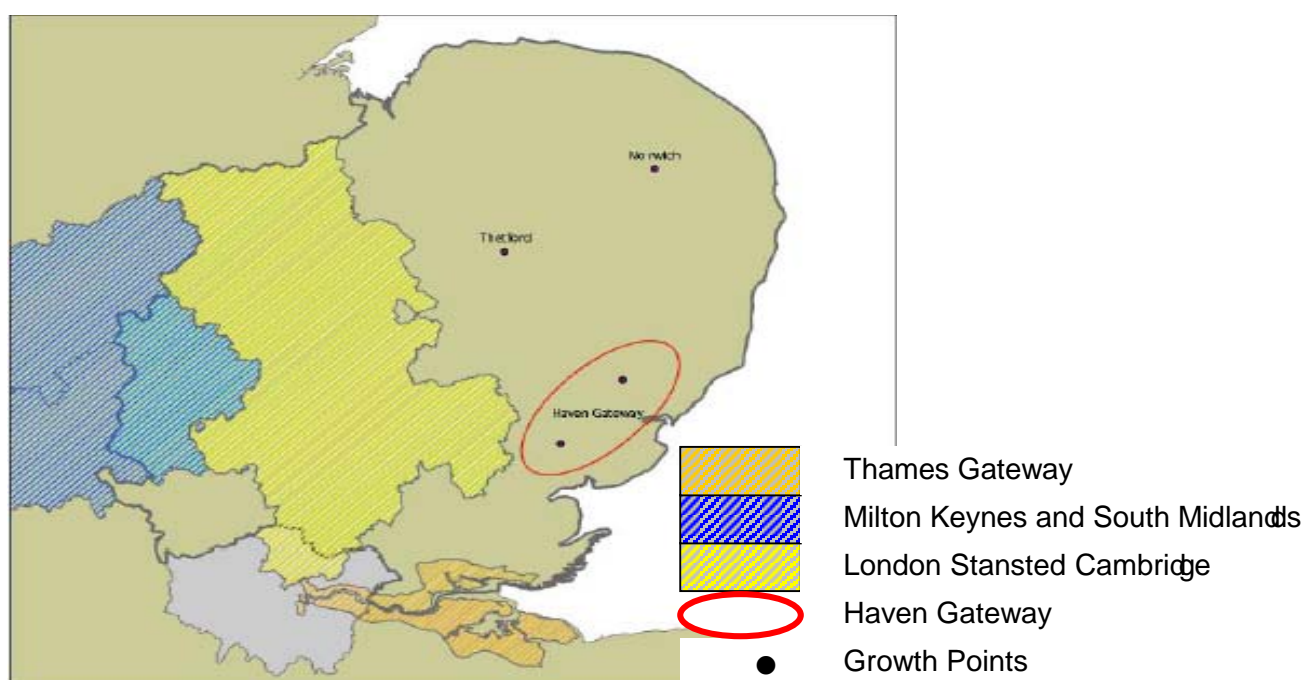
Figure 3 - Growth areas in the East of England.[12]

The increase in numbers of people and affordable houses in the region will inevitably lead to an increase in demand for supported housing. There has been no indication that additional funding will be made available for Supporting People services despite the increase in population or household numbers. CLG have however recently commissioned an important research project to establish whether and to what extent, increased housing development in Growth Areas will result in increased need for housing support. It is hoped that the project will inform and assist Growth Areas in planning for and commissioning housing support services, which meet the needs of their communities.

Supporting People teams in the East of England have worked with the Housing Corporation, EERA and housing sub-regions to ensure that sufficient capital is allocated for supported housing. This has resulted in a regional average of 10% of the National Affordable Housing Programme (NAHP), although the percentage varies between housing sub-regions according to locally determined priorities.

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[12] SCP Growth Areas and Growth Points, EERA, December 2006

Needs mapping is ongoing by SP teams as part of their review of their local SP strategy and SPERG will monitor progress with the aim of collating evidence on a regional and sub-regional basis.

b. An ageing population

'The largest percentage growth in population in the year to mid-2006 was at ages 85 and over (5.9 per cent). The number of people aged 85 and over grew by 69,000 to a record 1.2 million'[13]. The East region's older population is growing faster than average for the UK and this has significant implications for housing, health and employment policy. 17% of the population is over 65, with much higher rates in some coastal areas[14].

'The number of people aged 65 or more is expected to increase by 46% between 2001 and 2021 to about 1.3 million people, a fifth of the total population. The over 75s are expected to increase by over 50% and the over 85's by almost 85%. Each of these age groups will have slightly different health and care needs with implications for service delivery'[15]

The National Strategy for Housing in an Ageing Society (2008) sets out the Government's ambitions to improve housing for older people. The strategy includes actions to
- **Ensure that housing meets the future needs of older people**
- **Allow greater independence for older people by supporting more older people to remain in their own homes.**

CLG see HIAs as having an increasing role in delivering improved housing-related support services for growing numbers of older people and have commissioned Foundations, the national co-ordinating body for HIAs, to undertake the 'Future HIA project', due Autumn 2008. The project recognises that the sector is extremely diverse and that no single model will be appropriate for all agencies. CLG see HIAs working as a 'hub' around which vulnerable clients such as older people, with personal support, make informed choices about the full range of housing options available to them. The project will also establish which services might be viewed as core to a Future HIA for example home adaptations, which should be optional and which would not be delivered by the HIA but through links to partner agencies, such as health services.

Research and experience show a shift in the attitude and expectations of older people on independence and accommodation. Older People increasingly want to stay in their own homes rather than move into sheltered housing to receive (or anticipate) low-level preventative support. A substantial rethink is required in all administering authorities on the role of SP funding in the provision of a suitable mix of services that keeps the older people population as independent as possible, as long as possible. Very Sheltered and Extra Care provision can help prevent a move into residential care and SP teams across the region have been working closely and supporting the development of extra care and very sheltered schemes with Adult Social Care colleagues.

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[13] http://www.statistics.gov.uk/cci/nugget.asp?id=949 - National Statistics
[14] Sustainable Futures – Consultation draft of the Revised Integrated Regional Strategy for the East of England, September 2007
[15] East of England Plan (RSS), Annual Monitoring Report 2006-07, EERA

Most SP teams are also involved in reviewing the cost, role and outcomes of sheltered housing-type provision, exploring the use of assistive technology, providing community-based support for older people, and developing Home Improvement Agencies (HIA's) across the region. In this SP teams will need to consider how their services will interact with the increasing role of (older) carers in the future.

HIA's are not-for-profit, locally based organisations that assist vulnerable home owners or private sector tenants who are older, disabled or on low income to repair, improve, maintain or adapt their home. Home Improvement Agency (HIA) services currently cover 85% of the east region. SPERG is working to encourage HIA coverage across the whole region and has agreed to a target of 95% coverage by 2010 as an action point in the refreshed Regional Social Strategy. Full coverage is also an ambition of the Regional Housing Strategy. To achieve this, SP teams will be working with CSIP to promote HIAs as part of the wider health prevention agenda, whilst some authorities have included targets for HIAs into the Local Area Agreement as a contribution to the prevention agenda.

Case studies - Suffolk

Mrs W aged 93 and partially blind. Mrs W had a shared roof in a bad state of repair and faced a bill of £5K. The HIA caseworker raised the full amount from 3 charities and introduced Mrs W to the Royal National Institute for the Blind.

Mr D aged 92 and awaiting hospital discharge. Mr D's house was unfit for him to return as it had no bathroom and dangerous electrics. The HIA promptly arranged for the property to be rewired, have repairs made to the w/c and a new back door fitted.

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c. **Changes in Households and Social Inclusion**
As noted above household size is decreasing, which affects housing markets, including the need for affordable housing. The number of households is increasing as household size decreases. A significant proportion of the growth in households and population will be as a consequence of natural growth: 59% of household growth will come from the formation of new households within the existing population.[16] CLG household projections indicate an increase of almost 530,000 households between 2001 and 2021 with 67% of the increase due to single person households.[17] Family breakdown is also a large contributor to increasing numbers of households.

With family breakdown, quite often support networks also suffer, which can lead to an increased need for preventative support services particularly for vulnerable young people to help with increased / escalated mental health problems, often in relation to alcohol or substance abuse. The numbers of homeless could potentially increase with more competition for existing housing, despite the numbers of rough sleepers and those in temporary accommodation decreasing nationally[18]. There is therefore the need to protect funding to those at risk of social exclusion, where housing-related support plays an essential part in preventing or dealing with a crisis situation and restoring independence in a sustainable way.

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[16] Draft East of England Plan, December 2004.
[17] East of England Plan (RSS), Annual Monitoring Report 2006-07, EERA
[18] http://www.communities.gov.uk/housing/homelessness/

The Comprehensive Spending Review 2007 announcement introduced a new set of Public Service Agreements (PSA) – key targets for Government. For example, one of these was PSA 16: 'Increase the proportion of socially excluded adults in settled accommodation and employment, education or training'. This agreement is aimed at, amongst others; care leavers at 19, adults in contact with secondary mental health services and offenders under probation supervision. Although it will not be mandatory to include these targets within Local Area Agreements, local government will be required to make improvements in these areas. Supporting People Floating Support services focus on prevention and early intervention to reduce the risk of homelessness and so are central to achieving these new targets.

Case Study – Nick

Nick's mother asked him to leave the family home because there was not enough room for him and his three sisters. He had previously been very dependent upon his mother and had no experience of looking after him self. He smoked a large quantity of cannabis every day. Nick had never worked and had had a negative experience of education. He was unwilling to enter new situations in education or employment for fear that they would be like school.

The staff had links with a company in the community and managed to arrange for Nick to do some voluntary work for them as a driver's mate. This has now become a regular activity giving Nick four days of work a week. He regards being able to get up on his own to go to work as being a significant achievement for him and described feeling much better about himself as a result. Before starting this work he had no ambitions or plans to work. He now hopes that his voluntary work will turn into a paid position and is actively seeking further opportunities.

As Nick gained self-esteem and confidence he started to care more about his wellbeing and his appearance and to participate more in the community life at the project. The project workers were able to give him advice and help with life skills in a number of practical areas. They also challenged him about his use of cannabis and Nick reacted positively to this reducing the quantity he was smoking significantly.

Nick recognises that without the interventions and support offered at the project he would probably be homeless. He also felt that this might have been particularly difficult for him as he lacked confidence and would have been unable to survive independently.

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d. **Migration**
   The Audit Commission has recently acknowledged that migrant workers are adding to the demand for affordable rented property in East Anglia where there is already a housing shortage[19]. The Office of National Statistics (ONS) project the population to increase by 821,000 from 2001 to 2021 with approximately 58% of the projected change arising from net migration and 42% from natural change.[20]

Currently, the dynamics of inward and outward movements and how many migrants can remain permanently is not clear. However, the latest migration estimates by the Office of

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[19] Audit Commission publication 'Crossing Borders', January 2007
[20] East of England Plan (RSS), Annual Monitoring Report 2006-07, EERA

National Statistics[21] reveal a net influx of European immigration, both short-term and long-term, that produces an unquantified demand on housing, SP support and social/health care services. Also, once EU citizens gain residency rights they become eligible for assistance under homelessness legislation, which could have an impact on social housing and SP funds.

The East of England Development Agency estimated that there were between 50,000-80,000 migrant workers in the East of England in 2005[22]. EEDA has since set up a regional steering group and a studentship to provide quarterly updates on migration numbers and will monitor migration trends starting in 2008. Supporting People teams will work with EEDA, and other agencies such as EERA, local Housing Authorities, GO-East and the Strategic Health Authority in identifying the potential impact on housing and possible housing related support needs of migrant workers.

1.2.2. Service development needs: Needs/Supply Analysis
Gaps in provision persist. Filling these gaps can be achieved through improving outcomes from existing services, re-designing existing service portfolios or commissioning new services. In most cases a gap between supply and needs will be apparent, but the challenge for SP teams is to identify key strategic supply shortages at present and in the future.

The East of England accommodates 25% of England's Gypsy and Traveller communities living in trailers and caravans. However, the region provides only 16% of the country's local authority Gypsy and Traveller caravan sites. As a result, 1 in 4 caravans in the region are on unauthorized sites.

In February 2008, EERA submitted to the Secretary of State the draft RSS Single Issue Review on Planning for Gypsy and Traveller Accommodation in the East of England on which a 12-week public consultation has recently ended. The policy proposes that to contribute to housing provision in the East of England as a whole, provision will be made for at least 1,187 net additional residential pitches for Gypsy and Traveller caravans over the period 2006-2011

Supply mapping: The regional benchmarking work is delivering a single resource of comparable information on service cost, quality and outcomes.

Needs mapping: Consistent mapping of needs across the region for the full range of client groups and service types is more problematic because of (access to) reliable and comparable needs data. Differences in the pattern of need between client groups are addressed through local SP strategies and investment priorities, and therefore this is not an issue to be addressed by SPERG.

In some cases, vulnerable groups with specialist, low-prevalence needs e.g. those with dual sensory disability, Gypsies & Travellers may require a limited number of services with cross-boundary access, whilst gender and ethnicity-specific needs require further investigation as well.

As part of the implementation of the white paper 'Our health, our care, our say' the Department of Health published a commissioning framework requiring that Primary Care

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[21] ONS 2006 mid-year estimates
[22] Migrant Workers in the East of England, Autumn 2005

Trusts (PCTs) and local authorities put together a Joint Strategic Needs Assessment (JSNA). The aim of this process is to describe the future health, care, and well-being needs of local populations and the strategic direction of service delivery to meet those needs. It is the Government's intention that the JSNA will form an integral part of the planning cycle of local authorities and PCTs in informing the Local Area Agreement (LAA), the Community Strategy, and commissioning decisions. Supporting People teams are encouraged to take an active involvement in the process.

SPERG is represented on the Regional Housing Advisory Group (RHAG), which prepares the Regional Housing Strategy on behalf of EERA. It also provides housing technical advice and expertise to EERA's Housing and Sustainable Communities Panel, which performs the functions of the Regional Housing Board in the region. The SPERG representative can promote SPERG's interests and ensure that strategic housing and supported housing policy is conjoined at a regional level.

Work is being undertaken across the region on Strategic Housing Market Assessments (SHMAs) to identify both need and demand across a housing market area. In some areas the SHMA is being prepared in accordance with housing sub-regional boundaries, though in others there are several SHMA groupings, e.g. the London Commuter Belt. SPERG members have been engaged in ensuring that the needs of vulnerable groups are appropriately represented. EERA has commissioned consultants to undertake a quality assessment of SHMAs in the region, identifying innovation and good practice and to establish a baseline for future SHMA research in the region. The completed report is available on EERA's website at www.eera.gov.uk.

SUMMARY OF ACTIONS

"Demographic Change and Increased Development Needs"

- **SPERG** will:
  - Engage with CLG & CIVIS in their research to establish what impact the Growth Areas will have on the need for supported housing.
  - Lobby CLG for additional SP funding based on population growth projections for the East
  - Ensure that Supported Housing needs are included in the proposed integrated Regional Development Agency's 'Regional Strategy'
  - Contribute to the development of an agreed set of national HIA outcomes
  - Develop a minimum standard for HIAs to improve consistency of services
  - Achieve 95% regional coverage of HIAs by winter 2010[23]
  - Consider options to facilitate improved use of existing housing stock for older people
  - Work with regional agencies in identifying SP-eligible housing-related support needs of migrant workers

- **Local SP Partnerships** will:
  - Evidence the need for supported housing including:
    - Link with Joint Strategic Needs Assessments and ensure the inclusion of housing, supported housing and housing-related support services
    - Engage in production of Strategic Housing Market Assessments

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[23] Action in the revised Regional Social Strategy

CHAPTER TWO

2. Enhancing Partnership with the Third Sector

The Deakin Commission Report on the 'Future of the Voluntary Sector' (1996) called for a set of principles to form the basis for a partnership between government and the voluntary and community sector. This led to the introduction of the 'Compact'[24] which is an agreement between local voluntary and community sectors, councils and other local public bodies. These agreements now cover 99% of England.

The Partnership in Public Services Action Plan for the Third Sector[25] regards the third sector as a key partner in a mixed economy of public service provision, alongside the public and private sectors. The sector comprises organisations that:

- Are non-governmental;
- Are 'value-driven' – that is, that are primarily motivated by the desire to further social, environmental or cultural objectives rather than to make a profit *per se*; and
- Principally reinvest surpluses to further their social, environmental or cultural objectives.

It includes the voluntary and community sector, social enterprises and community interest companies. The Government also uses the term to refer to Housing Associations/Registered Social Landlords.
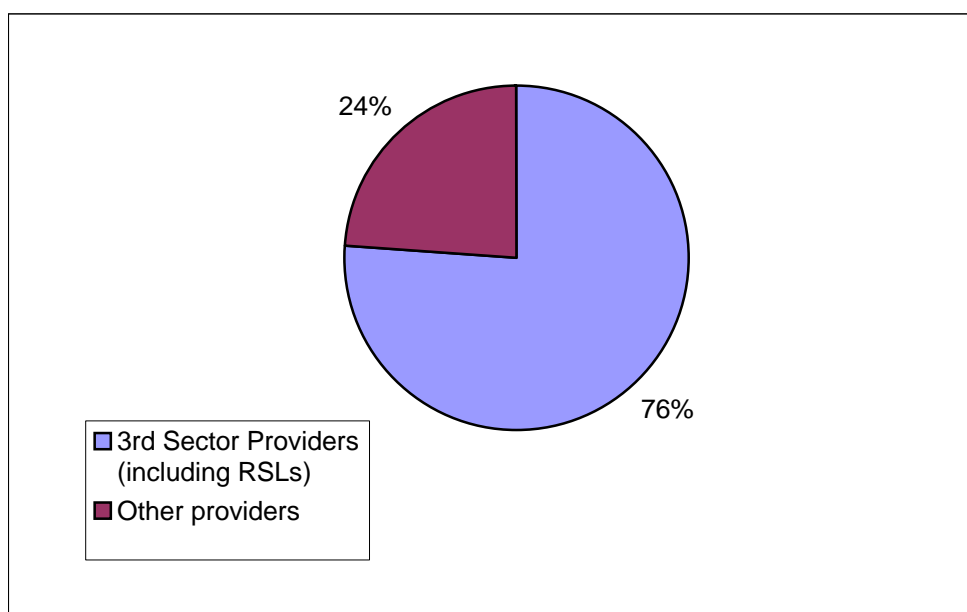
Figure 4 –Percentage of Services by Provider in the East Region

'Strong and Prosperous Communities', the Local Government White Paper published in autumn 2006, set out clear expectations that the sector should be a key partner to local government in creating strong and sustainable communities. The national strategy for

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[24] http://www.thecompact.org.uk/homepage/100016/home
[25] Office of the Third Sector, 2006

Supporting People also makes it plain that partnership between Local Authorities and their third sector partners is a vital part of delivering housing related support.

The Audit Commission's 'Hearts and Minds'[26] publication, recommends that commissioners engage not for profit organisations in service planning, designing commissioning processes and consider the impact of the process on the size and diversity of their local suppliers. The Comprehensive Spending Review 2007 outlines how the third sector contributes to the delivery of key priority outcomes. Third Sector involvement will be vital in achieving the Public Service Agreement 16 target of increasing the proportion of socially excluded adults in settled accommodation.

2.1. Governance and Involvement

In the discussion paper for the Third Sector Strategy for Communities and Local Government June 2007, it sets out how CLG are working towards better engagement with the third sector and enabling it to be an effective local partner. A working partnership with the third sector is important to help build communications with service users, address capacity building issues and to deliver effective and efficient services that meet the needs of vulnerable people in the community.

The National Housing Federation and Space East (organisations which represent providers) attend SPERG meetings on a regular basis to ensure Third Sector representation and feedback. The representatives from these groups provide a mechanism for distribution and consultation on this document. They will also be actively involved in delivering on the action plan

Involving the third sector with work locally is already happening, ensuring that the important voice of service providers is fed into important commissioning policy decisions.

Supporting People will work with the third sector locally as a key strategic partner to help influence Local Strategic Partnerships and shape policy developments such as Local Area Agreements.

2.2. Commissioning of the Third Sector

CLG argues that Supporting People has developed best practice in commissioning and procurement established a consistent quality framework and helped the third sector to measure how effectively they are delivering positive outcomes for the people they are there to help[27]. The Audit Commission advocates 'intelligent commissioning', rather than special treatment for the voluntary sector, and the development of a better evidence base than currently exists to demonstrate value for money. Space East commissioned a cost benefit analysis of not for profit supported housing services in the region. It concluded that the net benefit to the region is £12.6 million, which corresponds to an added value service of 37%.[28]

The Improvement and Development Agency (IDeA)[29] has recommended eight principles for third sector commissioning such as: consulting potential provider organisations, including those from the third sector and local experts, well in

[26] Hearts and minds: commissioning from the voluntary sector, Audit Commission, July 2007
[27] Third Sector Strategy for Communities and Local Government
[28] Adding Value? – Rebuilding Lives, Space East, July 2007
[29] http://www.idea.gov.uk/idk/core/page.do?pageId=6583598

advance of commissioning new services; working with them to set priority outcomes for that service; and Seeking feedback from service users, communities and providers in order to review the effectiveness of the commissioning process in meeting local needs.

One role for SP commissioners is to help the third sector to become more innovative in its approach to tendering for services, especially in the present policy climate of increasing the emphasis on self-directed support and floating support services that could have a profound effect on smaller organisations and SP contracting and commissioning in general.

The contract rationalisation RCE programme (Chapter 5) will facilitate engagement with the market on a regional and sub-regional basis, including negotiation with providers and ultimately reduce the level of bureaucracy experienced by providers, some of which currently hold contracts with both SP and Adult Social Care for the same service.

The Regional Strategic Commissioning toolkit pilot training (Chapter 5) will look at impact analysis and how providers can be supported ahead of procurement processes. Once evaluation of the toolkit training has taken place the hope is to adapt it for use with providers therefore ensuring a consistency of approach from both sectors.

SUMMARY OF ACTIONS

"Enhancing Partnership with the Third Sector"

- **SPERG** will:
  o Produce a memorandum of understanding on how SPERG will engage and consult with provider representative groups

- **Local SP Partnerships** will:
  o Ensure the use of intelligent commissioning & effective procurement in line with the Audit Commissions recommendations
    ▪ Consult with third sector on commissioning principles
    ▪ Make use of local provider forums to share information
    ▪ Ensure third sector providers, especially small providers, are appropriately placed to tender for services through greater dialogue and debate prior to consultation
    ▪ Ensure viability and vibrancy of third sector through effective market management
    ▪ Observe local Compact[30] commitments
    ▪ Offer support to providers around remodelling existing services

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[30] Compact is an agreement between government and the Third Sector. See footnote 16 above.

CHAPTER THREE

3. Delivering in the new local government landscape

3.1. Local Area Agreements
Local Area Agreements (LAAs) will become the main delivery agreement (a contract) between the local area (represented by the Local Strategic Partnership) and central government (represented in negotiation by the regional government office e.g. GO-East). The government currently intends that all Supporting People funding will be routed through the LAA by April 2009, as part of the LAA grant (subject to the results of the pathfinders).

The national indicator set of 198 performance indicators, and the outcomes they measure, provide a clear statement of Government's priorities for delivery by local government and its partners over the next three years. These will be the only indicators on which central government will be able to monitor performance in local government.

Housing support is embedded within the set of local government performance indicators. There are around 20 indicators that relate to vulnerable people but two of these indicators relate specifically to Supporting People services and are currently Key Performance Indicators.
- NI 141 Number of vulnerable people achieving independent living (KPI 2)
- NI 142 Number of vulnerable people who are supported to maintain independent living (KPI 1)

LAA's will themselves identify, and set targets for, 35 priority indicators that focus on addressing local priorities drawing on:
- The local Sustainable Community Strategy
- The findings of the Comprehensive Area Assessment when these are undertaken
- An understanding of the changing needs of the locality

SP teams across the region have been involved in discussions about what should be prioritised for inclusion in the Local Area Agreements.

In addition to the national indicator set, authorities can agree on local indicators, whose performance will also be considered in the Comprehensive Area Assessment.

CLG want to ensure that Supporting People can be properly integrated within this framework and talk of the possibility of aligning funding, services and commissioning through the LAA. CLG anticipate that the SP programme will be delivered through the LAA framework from April 2009 subject to evaluation of the pathfinders. Essex and Norfolk SP have agreed to be pathfinder authorities and their experiences will help to inform the CLG decision on whether the ring-fence on the SP grant should be removed.

There may be concerns about whether funding will continue to be used for housing related support but providing there is the full engagement of partners and stakeholders the value of SP services in prevention and gaining independence should be recognised, (see diagram on page 5). It should also be recognised that SP meets the wider objectives of other commissioners such as adult social care.

3.2. Self Directed Support

In 2005 the government's policy 'Improving the Life Chances of Disabled People' set out a new vision for the services that support disabled people. It proposed that by 2012 all disabled people would control their own Individual Budget and was based on the work of 'In Control' pilots.[31] Individual Budget pilots including two in the East region are nearing conclusion and the lessons learnt will inform how care packages are constructed in future. Individual Budgets are not necessarily direct payments. A person offered an Individual Budget is told up-front how much money they can spend on their support. If they need help to plan and organise their support, then this assistance can be made available. There may be certain constraints put on how the funding will be spent.

The ethos for both Supporting People and Individual Budgets is similar, sharing an ambition to use support planning to underpin service user focused support. The established Supporting People methodology, for example in applying the Quality Assessment Framework, means that there are difficulties of applying Supporting People funded services as currently configured i.e. the application of Individual Budgets to accommodation-based services may mean that the viability of services is threatened.

Approaches are being developed that could resolve these difficulties –
- Regard the choice being exercised by service users as the point at which they choose to select accommodation with linked service provision (the "package holiday" approach)

- Provide a measure of choice in the services provided, for example through a costed menu, though not in selection of the service provider

- Regard Supporting People funded services as a potential precursor to Individual Budgets with the intention of training service users in readiness for the time they can move into more independent accommodation and to support themselves using Individual Budgets

Building on the experience of the Individual Budget national pilots, Supporting People providers/commissioners need to determine the role they can best play in the roll out of the Individual Budgets programme. SPERG can most usefully share information on protocols with other commissioners, budget accountability and training of service user advisors.

3.3. Local Connection and Cross-border Re-connection
There is a lot of discrepancy in how connection policies for referrals and nominations operate across the region. Most Supporting People services however do not operate a local reconnection policy for referrals and nominations. This has led to move-on problems in some services, especially for homeless hostels in areas with high numbers of rough sleepers who do not have a registered connection with a housing or support authority.

In some cases, reconnection policies have been developed as part of the host authority's work to tackle and prevent homelessness. The purpose is to reconnect rough sleepers with housing and support in an area where they have proven social and support networks, therefore, preventing vulnerable people

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[31] http://www.in-control.org.uk/

becoming isolated in areas where they have no social and support networks and have only accessed a service due to availability of accommodation.

Re-connection, and its relation to local connection policy, is an important issue in Bedford, Cambridge and Norwich, but not for all Administering Authorities in this region. The SPERG view is that a focus on establishing reconnection is preferential to introducing a local connection policy, which has the potential to hinder needs-led access to services. SPERG has a role to play in the development and management of such arrangements and will also continue to contribute to the Accommodation Pathways Delivery Group (NOMS), which looks into tackling this issue with regards to ex-offenders[32]. SPERG is also represented on the Regional Homelessness Advisory Panel (RHAP) and this may be an appropriate forum to discuss re-connections with stakeholders.

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SUMMARY OF ACTIONS

"Delivering in the new local government landscape"

- **SPERG** will:
  o Investigate the potential impact of self directed support on landlords, RSLs, third sector and supported housing developers
  o Monitor progress against LAA targets

- **Local SP Partnerships** will:
  o Seek to understand how the local SP programme can best contribute to community strategies and to influence the development of LAAs
  o Ensure that housing-related support needs, and services that meet this need, are recognised in plans to develop and deliver services through LAAs and JSNA-based commissioning
  o Review their five-year strategy in light of emerging priorities from local sustainable community strategies, LAAs and Joint Strategic Needs Assessments (JSNAs)
  o Become involved in the development of local connections policies where being developed

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[32] See also the Regional Strategic Plan for Reducing Re-offending

CHAPTER FOUR

4. Increasing efficiency and reducing bureaucracy

The Gershon Efficiency Review [33] signalled a change for local government with a clear drive towards achieving year on year public sector efficiencies of 2.5% cashable and 2.5% non-cashable savings. Building on this the Comprehensive Spending Review 2007 (CSR07)[34] called for least 3% value for money savings per year over the CSR07 period across central and local government.

SPERG recognise that there is a need to manage the potential impact of these efficiencies on providers and service. They will manage any budget reductions in a strategic way and will endeavour to ensure that quality services continue to be provided at an affordable price.

Eleven Value Improvement Projects started in 2005 looked at improving value for money and outcomes for service users whilst ensuring efficient services and from April 2008, The SP Value Improvement Programme will integrate into the National Improvement Strategy and will help to link with the priorities of *Strong & Prosperous Communities.*

Outcomes based contracting/commissioning will be key to the delivery of the national outcomes framework and the way in which services are procured. There is a clear crossover into the area of procurement and contracting. Measures of quality and value for money will also be affected and will be considered by SPERG.

4.1. Procurement

The Audit Commission advocate using 'intelligent commissioning' practices with the voluntary sector[35] and advise commissioners to work towards a good understanding of service needs and the market in order to ensure effective procurement.

In evaluating the outcomes of the joint Regional Floating Support Project conducted by Essex County Council and Thurrock Borough Council in 2005, it was agreed that there was a need for a practical accredited short training course in Strategic Commissioning.

> ### RCE funded programme - Regional Strategic Commissioning Toolkit
>
> SPERG have developed a regional approach to commissioning with sponsorship from the Regional Centre of Excellence East (now incorporated into the East of England Improvement & Efficiency Partnership – Improvement East). They have tested this approach through piloting a practical four day commissioning course designed to equip commissioners to deliver strategic commissioning activities across the SP, health, housing and social care partnership.
>
> Following the success of the course, SPERG is now working with the Regional Efficiency and Innovation Partnership and CSIP to produce a Regional Commissioning Toolkit and to explore the potential for delivering a wide range of cross agency short courses. The learning and the toolkit will be shared at a regional conference in Winter 2008"

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[33] Releasing Resources to the Front Line – Independent Review of Public Sector Efficiency, 2004.
[34] http://www.hm-treasury.gov.uk/media/6/7/pbr_csr07_chapter1_207.pdf
[35] Hearts and minds: commissioning from the voluntary sector, July 2007

4.2. Contracting

Contracting arrangements need to reflect the proposed major changes to the Supporting People programme. With the expectation that the Supporting People programme is to be delivered through the LAA framework (including the SP grant being incorporated into the area based grants) contracts will need to reflect the alignment and integration of services to meet priorities defined in the LAA.

The SP Programme has been viewed as a leader in the field of contracting, with robust contract monitoring and quality assurance systems and evidence of joint working e.g. development of a regionally agreed contract. However, in future SP will no longer work in isolation. Those skills developed during the implementation (and beyond) of the SP programme will be essential to successfully deliver integrated service solutions.

A working group was set up in 2005 to develop a common approach to the Accreditation process and look at the possibility of "passporting" providers in the region. A final regional accreditation process was agreed by SPERG and started in June 2006[36]. This has led to reduced bureaucracy for providers with large providers that have services in more than one Administering Authority now being accredited by only one authority, as opposed to all of the authorities that they have contracts with. The process is reviewed annually to make sure that the process is still fit for purpose.

SPERG set up a working group in 2004 to look at producing a regional contract. This process involved SP contracts officers working together from across the region and advice from legal departments. A regional 'Steady State' contract was agreed with only minor local modifications and has been in use since December 2004.

RCE Project – Contract Rationalisation

Work on a RCE project endorsed by SPERG is looking at contract rationalisation and the joint contracting of services with Adult Social Care.

The project will initially concentrate on Mental Health and Learning Disabilities services.

Integrated contracting arrangements with Social Care, PCTs etc will reduce the level of bureaucracy experienced by providers and ensure that more joined-up planning and service solutions are developed to meet the outcomes specified in the LAA.

One payment, integrated contracting documentation, aligned performance management and single contract management systems are essential to limit the numerous interventions experienced by providers of different service streams.

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[36] http://www.spkweb.org.uk/Regional_SP/East_of_England/Regional+Accreditation.htm

4.3. Joint commissioning
SPERG will investigate the potential for the joint commissioning of cross boundary, sub-regional or regional services based on outcomes from the needs/supply mapping. It should be noted however that at this time the CLG will not allow joint contracts between two neighbouring authorities.

4.4. Benchmarking Costs
SPERG set up a Value For Money working group to carry out a benchmarking exercise on services for the following client groups;
- Offenders and those at risk of offending.
- Domestic Violence
- Young people at risk and leaving care.
- Teenage parents
- Gypsies & Travellers
- Homelessness
- Substance Abuse
- Older People
- Learning Disabilities
- Physical Disabilities
- Floating Support

The exercise was carried out in accordance with best practice.

Access to other nationally held benchmarking figures, such as Housemark, will be sought where appropriate. The CLG have recently developed a Costing Model Toolkit designed for Administering Authorities to benchmark hourly rates with comparable services across the country, which is now available.

SUMMARY OF ACTIONS

"Increasing efficiency and reducing bureaucracy"

- **SPERG** will:
  - Support the opportunity for common procurement practices and good practice models as a result of the Regional Strategic Commissioning Toolkit.
  - Investigate the implementation for joint, outcome-based commissioning of services based on local needs/supply mapping exercises, e.g. Joint Strategic Needs Assessments (JSNA). Support the investigation into the potential for joint contracting of services with Adult Social Care commissioners

- **Local SP Partnerships** will:
  - Consider joint commissioning where needs have been identified.
  - Use the data from the VFM benchmarking exercise
  - Ensure linking needs/supply analysis to JSNAs.

CHAPTER FIVE

5. Investment & Prioritisation

SPERG is a member of the regional Regional Housing Advisory Group (RHAG) that provides guidance and advice to EERA's Housing and Sustainable Community Panel, which in this region performs the role of the Regional Housing Board. RHAG supports EERA in the production of the Regional Housing Strategy and monitors progress against it. It also supports EERA in developing the region's housing investment recommendations to Ministers, including the allocation methodology.

The Housing Green Paper *Homes for the Future* announced investment of at least £8 billion in affordable housing in 2008-11, offering a £3 billion increase over the current funding period. The National Affordable Housing Programme 2008-11 Prospectus (September 2007) does not set out a recommended percentage of funding for the Supported Housing theme in the East. However, in its advice to Ministers (Housing Investment Plan 2008-11), EERA proposed that 10.25% of the NAHP is allocated to Supported Housing.

5.1. Capital & revenue links

The de-coupling of housing capital from housing related support revenue funding at the inception of the Supporting People programme has meant that it has been difficult to plan new accommodation-based supported housing schemes. SPERG has been working with the Housing Corporation, EERA, housing sub-regions and others to rectify this position.

Building on the adjustment to programme process used in 2006, SPERG in partnership with the Housing Corporation and sub-regional housing representatives, designed a regionally agreed prioritisation matrix which was piloted by the East in an adjustment to programme 'mini-bid round' for 2006/07. Evaluation and refinement of the process has been undertaken as well as training on how to complete the matrix. A refined regional prioritisation matrix has been agreed and used for the 2008-11 investment bid round.

The CLG programme grant settlement for 2008-2011 has led to cashable cuts of more than 4% over the funding settlement despite the anticipated increase in population and household numbers. This settlement clearly does not match the capital funding settlement and this disparity in capital and revenue funding will have a profound effect on the number of Supported Housing schemes that can be considered in bid rounds. Without the revenue to support the capital bids to the Housing Corporation, Supported Housing in the East could potentially lose out on future capital bid allocations and the money redistributed within the region for other housing needs. SPERG have written to CLG to highlight the impact that this reduction could have on the future development of supported housing and their comments have been endorsed by EERA.

5.2. Remodelling

The Housing Corporation have stated in their prospectus that they will support bids for the remodelling or re-provision of existing projects where it can be shown as representing value for money, is consistent with local priorities, is strategically relevant and within regional resource constraints.

The Housing Corporation will require evidence that;

- The project is no longer suitable for the needs of the client group or that the existing client group is no longer a priority for provision

- There is ongoing need for the remodelled project and that it will continue to meet need for years to come

- There has been a full options appraisal of the relative value of the remodelled project against provision of a new project

Remodelling sheltered housing using a combination of peripatetic staff and community alarms rather than a resident warden is becoming an increasingly popular model of service provision with commissioners. Depending on design constraints, it may be possible to adapt sheltered housing schemes to provide better integrated joint care and support i.e. as very sheltered housing or housing with care. Where sheltered housing is no longer popular, it may need to be remodelled to become general needs housing or to be converted to other supported housing use such as for single homeless people.

Greater use of supported housing rather than more institutional forms of accommodation is a major policy driver in health and social care for all community care groups including older people, people with mental health problems, people with learning difficulties and people with physical disabilities. Whilst the appropriate type of accommodation may take different forms according to the needs and choices of service users, there is a requirement for close dialogue with other commissioners. This is particularly the case where predominantly health and social care facilities are being re-provided with the aim of enabling people to live in supported housing. Discussions and agreement using the prioritisation matrix referred to in section 5.1 above provides a mechanism for this dialogue to take place. Local commissioners from health, social care, housing, the Probation service, Drug and Alcohol Teams and Youth Offending teams all have had the opportunity to help determine the local priority for use of housing capital which subsequently will be determined by the Housing Corporation through their discussions with housing sub-regions and SP lead officers.

SUMMARY OF ACTIONS
"Investment & Prioritisation"

- **SPERG** will:
o Work with the Housing Corporation and housing sub-regions in using the refined matrix for prioritising capital investment bids in the region and review the process to ensure it is fit for purpose in 'Regular Market Engagement' (RME).

- **Local SP Partnerships** will:
o Develop new services based on need
o Determine priorities for Housing Corporation capital investment using the regional matrix
o Work with neighbouring SP partnerships where housing sub-regions cover more than one SP authority.

Annex A

Glossary

AA   Administering Authority

APDG   Accommodation Pathway Delivery Group

BME   Black & Minority Ethnic

CBL   Choice-Based Letting

CDRP   Crime & Disorder Reduction Partnership

CLG   Communities and Local Government

CSIP   Care Services Improvement Programme

CSR07   Comprehensive Spending Review 2007

DAAT   Drug & Alcohol Action Teams

EEDA   East of England Development Agency

EERA   East of England Regional Assembly

GO-East   Government Offices East

HIA   Home Improvement Agency

IDeA   Improvement & Development Agency

JSNA   Joint Strategic Needs Assessment

KPI   Key Performance Indicator

LAA   Local Area Agreement

LSP   Local Strategic Partnership

MAA   Multi-Area Agreement

MOPP   Move On Plans Protocol

NAHP   National Affordable Housing Programme

NHF   National Housing Federation

NOMS   National Offender Management Service

QAF   Quality Assessment Framework

PCT   Primary Care Trust

PSA   Public Service Agreement

RCE   Regional Centre of Excellence

RHAG   Regional Housing Advisory Group

RHAP   Regional Homelessness Advisory Panel

RIEP   Regional Improvement & Efficiency Partnership

RME   Regular Market Engagement

SHA   Strategic Health Authority

SHMA   Strategic Housing Market Assessment

SP   Supporting People

SPERG   Supporting People East Region Group

VFM   Value for Money

Annex B

Acknowledgements

SPERG would like to thank the following organisations for their contribution to the consultation.

1. Bedford Borough Council
2. Chelmsford CHESS
3. Essex County Council
4. Greater Haven Gateway Housing Sub-Region
5. GO-East (Probation)
6. London Commuter Belt Housing Sub-Region
7. National Housing Federation
8. Norfolk Supporting People CB & CSG
9. Regional Network of Family Carer Support Organisation
10. Regional Housing Advisory Group
11. Space East CEO Group
12. St Johns Housing
13. Suffolk Supporting People
14. Thurrock Supporting People CB
15. Youth Justice Board

Supporting People East of England Regional Strategy – Action Plan 2008-2011

A draft Supporting People East of England Regional Strategy was published in November 2007. It identified priority actions for SPERG. The consultation exercise sought views on the priorities that had been identified and their importance.

This action plan has been developed from the consultation responses, comments and subsequent discussions at SPERG.

The action plan covers the period 2008-2011, although activity under some of the longer-term actions is ongoing. The plan identifies seven strategic objectives, which have been placed in order of priority following the consultation. The action plan will be kept under review and updated as necessary by SPERG.

1. Raise the profile of Supporting People

2. Ensure supported housing services meet future needs

3. Secure access to housing support services for vulnerable people

4. Support the development of shared practices across the region

5. Ensure supported housing services meet future demographic changes

6. Ensure service users have equal access to services across boundaries

7. Support providers and service users to adapt to changes in models of service

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STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 1: RAISE THE PROFILE OF SUPPORTING PEOPLE					
1. Improved understanding of the Supporting People programme and acknowledgement of the contribution that it makes to other targets and agendas at a local, regional and national level.	Evidence the achievements/value of SP in the region Monitor progress against LAA targets	Report published Regular reports to SPERG	December 2008 Ongoing	CSIP, EERA, GO-East, CLG, Space East	Sarah Nivison, SPERG
2. The impact of Housing and Population Growth on the need for additional Supporting People services is recognised at a local, regional and national level.	SPERG will engage with CLG & CIVIS in their research to establish what impact the Growth Areas will have on the need for housing support. Lobby CLG for additional SP funding based on population growth projections for the East. Ensure that Supported Housing needs are included in a future Single Integrated Regional Strategy	Report by CIVIS influenced by SPERG Meeting held with CLG Lobby the RDA Ensure strategy includes references to needs	November 2008 April 2009 December 2010	CLG, CIVIS, EERA, EERA, Space East EERA, Housing Corporation	Andrew Kyle, Beds SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 2: ENSURE SUPPORTED HOUSING SERVICES MEET FUTURE NEEDS					
1. Strengthen and develop supported housing services in the region through continuing work with the Housing Corporation.	Review the 'Prioritisation Matrix' to ensure that it remains fit for purpose in Regular Market Engagement Collate evidence of need for additional development/ revenue funds for supported housing in the region should they become available	Revised prioritisation process	November 2008 April 2009	Housing Corporation, Housing Sub-Regions	Mick Sanders, Norfolk SP
2. Ensure that services for older people are relevant and what people want.	Consider options to facilitate improved use of existing housing stock for older people including • Under occupation strategies • Evidence/needs of older people • Under-used Sheltered Housing stock	Report published	June 2009	RHAG, Housing Corporation, Housing Sub-Regions	Clare Smith, Suffolk SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 3: SECURE ACCESS TO HOUSING SUPPORT SERVICES FOR VULNERABLE PEOPLE					
1. All vulnerable people in the region have equitable access to housing.	Set up a regional working group to promote move-on	Regional workshop	November 2008	Housing Sub-Regions RHAG, Providers.	Mick Sanders, Norfolk SP
	Monitor how vulnerable people in the region are accessing Choice-based letting systems and rent deposit schemes	Report published	November 2009	Housing Sub-Regions, Providers	Simon Harniess, Essex SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 4: SUPPORT THE DEVELOPMENT OF SHARED PRACTICES ACROSS THE REGION					
1. Implement a Regional Strategic Commissioning Toolkit using common procurement practices and good practice models.	Produce a regional commissioning toolkit	Toolkit published	November 2008	J.Lucas, M. Cooper, RIEP, CSIP, Space East	Mick Sanders, Norfolk SP
	Share toolkit with other commissioners and providers	Regional conference	December 2008		
	Investigate the implementation of joint, outcome-based commissioning of services based on local needs/supply mapping exercises	Report published	May 2009		
2. Implement a joint contract with Adult Social Care commissioners where there are two services being delivered to a single service user.	Take an active part in the design stages of a single contract for mental health & learning disability services	Production of a single contract	September 2008	ADASS, Social Care	Les Billingham, Thurrock SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 5: ENSURE SUPPORTED HOUSING SERVICES MEET FUTURE DEMOGRAPGHIC CHANGES					
1. Plans agreed for addressing newly arising SP eligible needs identified for the region.	Work with regional agencies in identifying SP-eligible housing-related support needs of migrant workers	Timely reporting to SPERG on issues arising Plans developed in response to needs identified, as appropriate.	Ongoing	EEDA, EERA, Regional Migration Partnership	Melanie Gray, Cambs SP
2. Home Improvement Agency services provided across the region that allow vulnerable people, especially the elderly, to maintain their independence and remain living at home.	Contribute to the development of an agreed set of national HIA outcomes Develop a minimum standard for HIAs in the region to improve the consistency of services. Achieve 95% regional coverage of HIAs by winter 2010	HIA outcomes published Regional standard agreed Cover achieved	September 2008 July 2009 December 2010	CLG, Providers, Foundations, Foundations	Christine Tremlett, Suffolk SP Andrew Kyle, Beds SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 6: ENSURE SERVICE USERS HAVE EQUAL ACCESS TO SERVICES ACROSS BOUNDARIES					
1. Agreement of a cross-boundary working protocol for the CLG designated cross-boundary groups.	Review any existing cross-boundary protocols Produce a cross-boundary working protocol for use by SPERG	Review completed Protocol produced	December 2008 June 2009		Sarah Nivison, SPERG/ Mark Janes, Herts SP

STRATEGIC OUTCOME	ACTION	MILESTONES	DEADLINE	KEY PARTNERS	LEAD
STRATEGIC OBJECTIVE 7: SUPPORT PROVIDERS & SERVICE USERS TO ADAPT TO CHANGES IN MODELS OF SERVICE					
1. Support and build the capacity of the third sector & other providers in bringing about change.	Produce a memorandum of understanding on how SPERG will engage and consult with providers and their representative groups Investigate the potential impact of self-directed support on landlords, RSLs, third sector and supported housing developers	Memorandum produced Report published	July 2009 July 2009	Space East, NHF CSIP, NHF, Space East, Providers	Les Billingham, Thurrock SP
2. Agreement of a regional framework for engaging with service users.	Review existing service user frameworks and produce a regional framework	Framework produced	June 2009		Sarah Nivison, SPERG