

## No. 10: Supporting People Key Lines of Enquiry

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This Key Line of Enquiry (KLOE) on Supporting People is part of a set of KLOEs produced by the Housing Inspectorate. To find out more about how KLOEs are used please read the KLOE guidance notes available from the Housing Inspectorate.

KLOEs represent sets of questions and statements which provide consistent criteria for assessing and measuring the effectiveness and efficiency of housing related services. This KLOE is designed to provide inspectors, inspected bodies and others with a framework through which to view and assess the delivery and development of the Supporting People programme.

The Supporting People KLOE has a slightly different format to the other KLOEs, because Supporting People is not a service in its own right, but a grant programme that a local authority administers. The aim of the Supporting People programme is to establish a strategic, integrated policy and funding framework, delivered locally in response to identified local needs, to replace the previous complex and uncoordinated arrangements for providing housing related support services for vulnerable people. Administering Local Authorities have very clear Office of the Deputy Prime Minister (ODPM) prescribed responsibilities to fulfil under the Supporting People programme. However, the services that fall under the Supporting People programme are delivered by contracted providers, both internal to the local authority and by a wide range of external providers. It is the implementation, delivery and development of the programme that is inspected. Supporting People inspections are jointly inspected by the Housing Inspectorate, Commission for Social Care Inspection and Her Majesties Inspectorate of Probation.

The Supporting People KLOE is used as a basis for assessing 'How good is the service?' and is used to assess how the Supporting People programme has been implemented, developed and delivered in partnership with health providers and probation services.

As with all the service specific KLOEs the Supporting People KLOE looks at three overarching themes on access, diversity and value for money in the context of Supporting People. The rest of the KLOE is concerned with the detail of the arrangements for delivering and developing the Supporting People programme.

Like other housing inspections, Supporting People inspections also make a judgement on the prospects of the Supporting People arrangements to deliver further improvements. A separate KLOE on 'what are the prospects for

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improvement?' covers the assessments made on visions and ambitions, track record, ability to learn, quality and effectiveness of plans, prioritisation, capacity to deliver improvements and performance management.

The Supporting People KLOE covers the following areas:

- ◆ **Governance**
- ◆ **Delivery arrangements**
- ◆ **Financial management and monitoring systems**
- ◆ **Service Reviews**
- ◆ ***Value for Money***
- ◆ **Service user involvement**
- ◆ **Partnership arrangements**
- ◆ ***Access to services and information***
- ◆ ***Diversity***
- ◆ **Outcomes for service users**

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| KEY LINE OF ENQUIRY (KLOE)   | AN ORGANISATION DELIVERING AN EXCELLENT PROGRAMME  | AN ORGANISATION DELIVERING A FAIR PROGRAMME  |
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| <p><b>Governance</b><br/> The council has established its role as the administering local authority (ALA) and has created the structures required under grant conditions and guidance to ensure the delivery and development of the programme.</p> <p><b>Commissioning Body (CB):</b><br/> Mandatory except in excellent local authorities under the Comprehensive Performance Assessment (CPA).<br/> How is the commissioning body functioning, what is its membership and what are the terms of reference?</p> <p><b>Core Strategy Group (CSG):</b><br/> Optional but where not in place need to demonstrate alternative arrangements.<br/> What is the role of the CSG in the delivery of the programme? How does it interact with the CB?</p> <p><b>Accountable Officer (AO):</b><br/> The AO is a senior officer with a clear understanding of the responsibilities as outlined in ODPM guidance.</p> | <p>There is a clear understanding of the council's role as the ALA and the opportunities and responsibilities the programme presents. Elected members are kept informed and involved.</p> <p>All of the key partners – health, probation, the ALA and district councils (in 2 tier scenarios) attend with senior representatives, have agreed the terms of reference, meet regularly, contribute to policy and practice and can demonstrate their influence on the programme.</p> <p>CSG is formed from relevant partner organisations, has a clear role as the body that develops strategic direction, ensures full participation from providers and users and reports progress to the CB.</p> <p>Clarity of role as the AO with responsibility for overseeing the programme, reporting progress/ problems to CB and commissioning work from CSG. Acts as corporate champion.</p> | <p>Supporting People is seen as the responsibility of the specialist team with limited understanding and responsibility apparent across the council.</p> <p>Membership of the group is complete but attendance and input from some partners is weak and there is a lack of understanding and purpose. Some evidence of decision making and some awareness of need to address weaknesses.</p> <p>CSG or equivalent in place but lacks representatives from all relevant partners, is not clear about its relationship with CB, has unclear view of role.</p> <p>AO has limited influence at a corporate level and is not an effective corporate champion. AO is however able to demonstrate</p> |

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| <p><b>Delivery arrangements</b><br/> The council has established delivery arrangements for the programme that include a well resourced team with the appropriate skills; robust contracting and payment processes; performance management and monitoring systems and strategy development and production processes. These have been approved by the commissioning body.</p> <p><u>Supporting People Team:</u><br/> The post of lead officer is complimented by a team of staff with appropriate skills. Robust management and monitoring arrangements are in place and additional resources can be accessed as required.</p> <p><u>5 year strategy:</u><br/> Plans are in place to develop and produce the 5 year strategy in accordance with ODPM guidance to meet the deadline of March 2005.</p> <p>The ALA is undertaking a robust and inclusive analysis of the housing related support needs of all vulnerable groups.</p> <p>The council has an understanding of grant conditions and is working with all its partners to agree grant eligibility criteria within guidelines.</p> | <p>Corporate commitment demonstrated through shared skills and capacity being harnessed to the programme. Reporting of outcomes at a corporate level. Identification of Supporting People outcomes as contributor to authority/partnership wide goals and targets.</p> <p>The team is well resourced and can draw on additional resources from across the council where skill gaps are identified. Clear sense of purpose, performance management and monitoring systems established.</p> <p>A work programme is in place, tasks are appropriately prioritised and targets are set and regularly reviewed linked to outcomes for service users.</p> <p>A clear and achievable project plan is in place. The approach to development is inclusive and evidenced. Links are being made to other relevant strategies. CB and CSG closely monitoring progress. Robust and inclusive needs assessments completed or in progress. ODPM deadline will be met. Clear processes in place for agreeing priorities within budgetary constraints.</p> <p>Robust analysis of existing services in the context of the emerging strategy and agreed priorities. Clear grasp of the importance of service reviews in challenging and</p> | <p>management of the programme.</p> <p>Low awareness of Supporting People at corporate level. Silo working within team and lack of identified corporate targets. Little ownership of the programme outside the sponsoring department.</p> <p>The team is in place but some skill gaps exist and there are some capacity issues that will make the achievement of essential tasks problematic.</p> <p>No formal staff appraisal system is in place. Work programming requires improvement.</p> <p>Strategy being developed but approach lacks rigour and weak involvement of key partners. Lack of project management and sign off processes unclear. Needs assessment is not inclusive of all Supporting People service users/ potential service users. Lack of agreed priorities.</p> <p>Limited analysis of existing services and their strategic relevance. Lack of clarity around definitions and purpose of housing related support services in achieving shared aims,</p> |
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|  | <p>reconfiguring services to ensure compliance with grant conditions and achieve positive outcomes for service users and partner agencies.</p> <p>Regular monitoring carried out by CSG and reported to CB for approval.</p>  | <p>needs and aspirations of vulnerable people. Risk of non-compliance with grant conditions.</p> <p>Monitoring systems require improvement and a clear reporting and monitoring process.</p>  |
| <p><b>Financial Management and Monitoring Systems</b></p> <p>Financial monitoring and management including contracts and payments to service providers. All systems in place and compliant with grant conditions, financial regulations and guidance.</p> <p>Progress against grant expenditure recorded, monitored and reported.</p> <p>Fairer charging introduced and information on assessments is widely available. Service user invoices are being sent in a timely and accurate manner.</p> <p>There is a clear approach to achieving the required savings (2.5% + no inflation uplift 2004/05) and contingency plans are in place should further savings be required.</p> | <p>The council has processes in place to manage; monitor and report grant expenditure including administration monies. Contracts have been issued to all providers and accurate payments are being made in a timely manner.</p> <p>Service providers are satisfied and have confidence in the systems in place. Regular budgetary reports are presented to the CB for consideration and approval.</p> <p>Service users are well informed about charging, assessments are being made under Fairer Charging policies and invoices are sent to charged users in a timely and appropriate manner. The council is monitoring the impact of charging.</p> <p>Savings are being fairly and transparently achieved. There are agreed plans for the use of savings achieved.</p> | <p>The council does have systems in place to ensure that contracts and payments are made appropriately and on time but there are weaknesses in performance. There is a lack of formal monitoring and reporting systems in place.</p> <p>Service providers do not have high levels of confidence in the financial systems.</p> <p>Service users have not been fully informed of the implications and outcomes of charging policies. Assessments are slow and invoices are not being issued in a timely manner.</p> <p>Savings have been made but the process for achieving them lacks transparency.</p> <p>Risk of non compliance with grant conditions.</p> |

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| <p><b>Service Reviews</b></p> <p>Service review programme has been agreed following risk assessments and financial considerations.</p> <p>Supporting People team members can access the required range of skills and capacity to enable the delivery of all service reviews within the ODPM deadlines.</p> <p>Service providers and service users understand the review process.</p> | <p>There are agreed, documented processes in place to carry out service reviews. Reviews have been prioritised in the context of strategic relevance, priorities and financial expedience.</p> <p>The necessary skills and capacity to deliver effective reviews across all service areas, and for all vulnerable groups, have been identified and additional internal and external resources have been identified.</p> <p>Service users and providers understand the process and are clear about opportunities to contribute.</p> <p>Good progress is being made and the outcomes of service reviews are regularly reported to the CB for approval. Processes are in place to enable decisions to be challenged within a clear timeframe.</p> <p>Positive outcomes can be demonstrated in respect of improved configuration of contracted services that represent VFM and are strategically relevant.</p> | <p>Service reviews programme in place but it is not clear how these will be delivered within the ODPM timescales as there has been no capacity building and skills audit to enable delivery.</p> <p>Service reviews have not been prioritised in line with high costs, new services or issues around strategic relevance.</p> <p>Service users and providers are unclear about their role in service reviews and there is some confusion amongst providers about the process.</p> <p>Service reviews have yet to be reported and there are no measurable outcomes. There is no clearly defined procedure for service providers to challenge the outcomes of reviews.</p> <p>No outcomes from service reviews that have impacted on VFM or improved outcomes for service users.</p> <p>The council is, however, aware of these weaknesses.</p> |
| <p><b>Value for money</b></p> <p>The Supporting People legacy services (at 1 April 2004) have been subject to a full interrogation to establish that they represent VFM in the context of strategic relevance,</p>   | <p>The council has clearly identified an approach to ensuring VFM from its contracted services. Legacy services have been interrogated in the context of ODPM data and cost outliers have</p>  | <p>The council cannot demonstrate a robust approach to ensuring VFM from the programme. Some work has been carried out but not in a systematic manner.</p>  |

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| <p>regional benchmarking and grant eligibility.</p> <p>Where services are considered to be outliers, where costs are significantly higher or lower than the regional average, the services have been subject to an early and robust review process.</p> <p>Benchmarking of service costs is being undertaken at a local and regional level with reference to national information. This includes work undertaken on a cross authority basis.</p> <p>Service providers and service users are well informed about the approach to VFM being adopted.</p> | <p>been clearly identified.</p> <p>High cost services have been subject to early review and grant eligibility has been established. Qualifying services have been costed within agreed tariffs and the quality assessment framework (QAF) has been applied. Clarity has been sought about levels and appropriateness of on costs.</p> <p>Negotiations with providers have been carried out and the views of service users, their carers and advocates have been sought. Additional expertise has been sought and secured.</p> <p>The outcome of the VFM work has been reported to the CB with clear recommendations about future funding.</p> <p>Where services are found not to represent VFM discussions are underway with key partners to determine the next steps and to minimise any disruption to service users.</p> <p>A monitored project plan is in place to ensure the delivery and development of VFM work.</p> <p>The council is working on a cross authority basis to achieve consistency of approach and is actively pursuing moderation arrangements for service reviews to improve and demonstrate consistency.</p> | <p>There is a lack of clarity around grant eligibility and qualifying services. External providers are unsure about how services will be challenged in respect of VFM.</p> <p>The council has not risk assessed its service reviews in terms of the expertise required to assess the diverse services for review and the complexity of need, and the appropriateness of support, to be assessed.</p> <p>There are limited demonstrable outcomes where VFM has been challenged. There is a lack of expertise in this area available to the Supporting People team.</p> <p>High cost services have not been prioritised for service review and internal service costs have not been interrogated.</p> <p>The council has failed to assure providers that all service providers will be treated equitably.</p> <p>The council has not identified the need to work with other ALAs and partners on service reviews.</p> |
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| <p><b>Service User Involvement</b></p> <p>The council has mapped relevant, established groups for involvement and consultation and is aware of, and is seeking to follow, ODPM guidance.</p> <p>The council ensures the involvement of service users in the development and delivery of the programme:</p> <ul style="list-style-type: none"> <li>• User groups?</li> <li>• User and Carer Groups, etc?</li> <li>• Inclusive Forum in place – describe (is this inclusive?)</li> </ul>  | <p>Service users, their carers and advocates are kept informed, their views are sought and they have access to decision making processes.</p> <p>Established and trusted forums have been used to disseminate information and to invite contributions from users to the planning and review of services.</p> <p>Work has been instigated to reach individuals and user groups who have not previously been involved with reference to positive practice in other areas.</p> <p>Specialist advocacy and support groups' expertise has been sought.</p> <p>CSG regularly review arrangements and report progress to CB.</p> | <p>Participation from partners particularly service users has not been given sufficient thought and attention.</p> <p>The council has failed to identify established forums where information could be disseminated and participation from users sought.</p> <p>Little work has been carried out to assess how hard to reach groups can be engaged with the programme and the Supporting People forums outlined in guidance are not operating effectively.</p> |
| <p><b>Partnership Arrangements</b></p> <p>Provider Forum is in place and links have been established with the following:</p> <ul style="list-style-type: none"> <li>• Local Strategic Partnership</li> <li>• Housing Strategy consultation mechanisms</li> <li>• Health and Social Care Boards</li> </ul> <p>Probation and health operational staff are engaged in the programme and understand its relevance to their service delivery areas.</p> <p>Steps have been taken to create a level playing field for internal and external</p> | <p>Gaps in partnerships have been identified and mechanisms put in place to ensure inclusiveness of partnership arrangements.</p> <p>Voluntary sector engagement has been secured and discernible outcomes are being achieved.</p> <p>Probation and Health providers and service planners are actively involved in the strategic direction and delivery of the programme. Multi Agency Public Protection Arrangements (MAPPA) are in place and effective for high risk offenders.</p>   | <p>Partnerships are operating but at a superficial level.</p> <p>Little engagement with the voluntary sector and the importance of cross sectoral partnership working is not implicitly stated and adopted.</p> <p>Health and/or Probation are nominally engaged with the programme. Limited contribution to developing shared strategies and in identifying PIs to demonstrate outcomes for vulnerable people. MAPPA arrangements are weak.</p>               |

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| <p>providers and to minimise potential conflicts of interest.</p> <p>Can outcomes from partnership working be demonstrated?</p>  | <p>Outcomes for service users have been identified and shared PIs are being developed and will be reported.</p> <p>Supporting People is profiled within the LSP.</p>   | <p>Supporting People is not recognised through the LSP.</p>   |
| <p><b>Access to services and information</b></p> <p>A range of information is available to existing and potential service users in a range of formats sensitive to the diverse needs of Supporting People service users</p> <p>What information on the range of housing-related support services available can be accessed by vulnerable service users, their carers and advocates?</p> <p>How would people get access to this information and what formats are used?</p> <p>How do new service users, their carers and advocates access services?</p> <p>Information is available on Supporting People service charges, the implications of Fairer Charging have been addressed and access to assessments is clearly signposted.</p> <p>Better Care: Higher Standards charter revised to include Supporting People services</p> | <p>Information is readily available to potential and current service users in a range of formats including relevant community languages.</p> <p>Information has been prepared in partnership with service users, their carers and advocates,</p> <p>Information can be accessed from customer service points and contain effective signposting information and information on charges.</p> <p>A directory of services is available, or in production, that lists all housing related support services and gives clear information on access with contact details. This has been produced in partnership with providers and advocacy groups.</p> <p>The council's web site has information available with accessible sign posting.</p> <p>Better Care: Higher Standards has been updated to encompass Supporting People services.</p> | <p>Some information is available and most/some front line staff are aware of housing related support services and can signpost enquirers to sources of information.</p> <p>Information has been prepared by the council with no reference to service users, their carers and advocates.</p> <p>Information is available in a limited range of formats but access routes to services are unclear. Information on charges is under developed.</p> <p>There is no directory of Supporting People services available or the directory, where it does exist, is not widely accessible.</p> <p>There is limited information available through the council's website.</p> <p>Better Care; Higher Standards has not been updated.</p> |

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#### Diversity

Robust needs analysis can be demonstrated that seeks to identify the housing related support needs of all eligible vulnerable people in the administering local authority area.

Gap analyses have identified excluded groups of vulnerable people and work is in progress to identify needs and how they might be met.

Work is in progress to identify the priorities in the local context.

How is diversity defined in the context of Supporting People?

What approach is taken to assessing needs?

How is this work progressing?

Who has been involved in the mapping and assessment of needs?

How is it ensured that any excluded groups needs are mapped and assessed effectively?

Are there any emerging outcomes and how will these be addressed?

How will needs be prioritised and who will be involved?

What is the role of joint commissioning with key partners in addressing needs?

There is a robust process for assessing needs that draws on relevant skills and expertise. A gap analysis has been undertaken of existing service provision in the context of local demography. Outcomes are reported to all the partner organisations.

The outcomes of needs assessments are used to inform service reviews and influence priority setting and joint commissioning proposals.

Agreed priorities arising from identified needs and gaps in provision influence the service review process and decision making around future funding for existing services.

Needs assessments are not well developed and there is a lack of transparency around the work being undertaken.

There is limited work undertaken to identify current service gaps and to prioritise needs.

Partners are not engaged in the needs assessment or in the setting of priorities.

A number of vulnerable groups have not yet had their needs assessed and there is a lack of recognition of diverse needs.

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| Outcomes for service users   | The Supporting People development and delivery is inclusive and focussed on improved outcomes for service users.  | The delivery and development of the programme lacks a focus on outcomes for service users.  |
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| <p>Demonstrable improvements have been achieved in the range of services available for vulnerable groups and individuals.</p> <p>Service users are able to exercise some choice about the housing related support services they access, for example, accommodation based, floating support and provider.</p> <p>Support plans are in place and agreed with the service user, their carers and advocates. Further improvements are planned that will extend the range and choice available for existing and new service users.</p> <p>How have services improved since the introduction of the Supporting People programme?</p> <p>How has the range and choice of services available improved?</p> <p>How are service users involved in this?</p> <p>How will services be developed?</p> <p>How will future priorities be determined?</p> <p>How will outcomes for service users be assessed in the future?</p> <p>What are the risks to the current Supporting People programme and to future developments?</p> <p>How are these being managed?</p> | <p>Service users, their carers and advocates report improved outcomes in terms of their quality of life and life chances and are clear about the services they receive and how these are delivered.</p> <p>Weaknesses in existing services have been identified and plans are in place to address these in partnership with providers and service users.</p> <p>Joint commissioning to achieve further service developments, particularly where there is unmet need, have been identified and plans to deliver these are being costed and prioritised.</p> <p>There is a robust risk assessment about the future for the Supporting People programme, particularly in relation to any impact on service users, and contingency plans are in place or are being developed.</p> | <p>The ALA is still burdened with outstanding issues arising from implementation and has yet to realise the benefits that can/ will accrue to vulnerable people.</p> <p>There is a lack of a shared vision for service improvement and a lack of awareness of exiting weaknesses.</p> <p>A lack of agreed shared priorities with key partners, providers and service users are hampering the development of joint commissioning for services and the reconfiguration of existing services.</p> <p>Little risk assessment work has been carried out beyond system failure, for example IT.</p> <p>The needs of some user groups, particularly those who are unpopular or harder to reach have yet to be addressed.</p> |