

Overview and Scrutiny

Supported Housing

A report by the Topic Team

October 2009

Contents

- 1.0 Purpose of the report**
- 2.0 Scope of the review**
- 3.0 Methodology**
- 4.0 Context of the review**
- 5.0 Influencing factors**
- 6.0 Commissioning and Procurement**
- 7.0 Performance and Governance**
- 8.0 Communication and Engagement**

Appendices

- 1. Short-term bids list**
- 2. NW Supported Housing Needs Assessment Model**
- 3. Procurement and commissioning plan**
- 4. NI 142 & NI 141 performance graphs**
- 5. Annual performance reports**
- 6. Outcomes case studies**
- 7. Supporting People governance and links to LSP**
- 8. Communication and engagement action plan**

1.0 Purpose of the report

The purpose of the report is to present the final recommendations of the scrutiny review of supported housing.

2.0 Scope of the review:

In 2005 it was agreed that supported housing should be a topic for scrutiny review in 2005/06. The key aims of the review at that time were to consider the current and future needs for supported housing in the borough and the barriers or constraints to delivery. In 2008 Tribal consultants carried out a review of Halton's SP programme as a whole and identified three main areas for improvement. As a consequence, these areas also came into scope for the scrutiny review.

The key outputs for the review can be grouped under three main areas:

a) Commissioning and Procurement:

- To review the current provision for supported housing in the Borough and consider future priorities for commissioning
- To review the constraints affecting the development of supported housing services including capital and revenue resources and the availability of development land

b) Performance and Governance:

- To consider the key strategic priorities addressed by the Supporting People programme and the corporate targets it will help to achieve
- To ensure appropriate governance and reporting mechanisms are in place to meet LAA targets

c) Communication and Engagement:

- To ensure that there is full involvement from service users in the development and delivery of the SP programme
- To ensure that communication with all relevant stakeholders is timely and appropriate

3.0 Methodology

3.1 Membership of the review group:

Table 1: scrutiny review group members

Members	Officers
Cllr Ellen Cargill	Angela McNamara – Planning & Commissioning Divisional Manager
Cllr Pamela Wallace	Steve Williams – Housing Strategy Manager
Cllr Marie Wright	Chris Edwards – Assistant Chief Officer Probation Services

3.2 Summary of actions

- Four meetings of the review group held between October 2005 and March 2006 at which relevant strategies and benchmarking data was reviewed to allow group members to assess gaps in provision.
- March 2006 – review suspended pending announcement from Communities & Local Government (CLG) on future funding allocations for SP as this was the major constraint on any future plans for service delivery and expansion.
- April 2008 – review group reconvened to consider commissioning priorities in light of confirmed SP allocations up to 2010/11
- May 2008 – visits carried out by review group members to a variety of SP funded schemes.
- Subsequent meetings arranged in August and November 2008 to consider the draft Communication & Engagement Strategy and to look at the results from the North West Needs Assessment Model for Supported Housing.
- Three Scrutiny Board Meetings arranged in Sept/Oct 2009 including further visits to schemes and presentations from relevant services. Each meeting considered the issues relating to one particular cluster group of client needs ie. socially excluded, support with care or older people.
- The meeting on 5th October 2009 considered the full draft report and appendices and made final comments on the content and recommendations.

4.0 Context of the review

- 4.1 The National Supporting People programme was introduced in April 2003 and brought together diverse funding streams such as transitional housing benefit into a single pot. The Supporting People programme in Halton commissions and funds housing related support services for vulnerable people and is

administered by Halton BC with the SP Grant being allocated centrally by CLG.

- 4.2 The Supporting People programme in Halton in 2003/4 received grant funding of £8.2m. According to the Government's allocation formula Halton had an SP grant pot that was higher than would be expected based on demographic needs analysis and therefore there has been a reduction each year in the SP grant. The grant allocation for 2009/10 is £7.2m with a further reduction for 2010/11 of £361,122k making an overall reduction since the start of the SP programme of over £1.3m.
- 4.3 The Halton SP programme has already achieved significant efficiency savings since its implementation in April 2003 within a context of reduced grant funding as shown in table 2 below.

Table 2: summary of service provision and costs since 2003

Year	Grant	Services	Service users
2003	£8,191,775	109	2593
2009	£7,222,437	111 (incl. short-term services)	3616

- 4.4 The table above gives an indication of the efficiency gains that have been made to date via negotiation and tendering. In addition, the contract monitoring and review process over the past 6 years has ensured that, alongside expanded and enhanced service provision, the quality of the service delivery has been monitored effectively and a culture of continuous improvement embedded throughout the programme. Section 7.1.6 gives further details on the achievements made in terms of quality assurance.
- 4.5 The services provided in Halton cover a diverse range of client groups and these can be clustered into three groups in line with CLG's "super user groups" of client needs as shown in table 3 below

Table 3: super user group clusters

Cluster	Needs groups
Independence with Support	Older people with support needs, frail elderly people, older people with mental health problems
Support with Care	People with learning disabilities, people with physical or sensory disabilities
Socially Excluded	Single homeless people with support needs, homeless families with support needs, people with mental health problems, people who misuse alcohol or drugs, travellers,

teenage parents, young people leaving care, young people at risk, women fleeing domestic violence, offenders and those at risk of offending, members of the BME community, families at risk of homelessness due to their anti-social behaviour

- 4.6 SP funded services can be delivered in specific accommodation based schemes or can be delivered on a floating support basis to people living in the community.
- 4.7 The basis of Halton's SP programme is to offer vulnerable people the opportunity to improve their quality of life by providing positive support services that enable them to have greater independence and control in making choices within their lives. A key focus of the programme is on prevention of crisis situations such as homelessness or hospital admissions. Examples of the type of support are:
- help accessing benefits and accommodation
 - support with budgeting
 - signposting and liaison with other agencies
 - advice and advocacy
 - help in maintaining the safety and security of the dwelling

5.0 Influencing factors

5.1 External influences

- 5.1.1 "Strong and Prosperous Communities" 2006 ([strong & prosperous communities weblink](#)) connects the agencies responsible for a local area into a Local Strategic Partnership (LSP) which is responsible for delivering the goals set out in the Sustainable Community Strategy. LSPs comprise representatives from Local Authorities, PCTs, Police and other partner agencies.

Local Area Agreements (LAAs) are a contractual framework agreed between central and local Government and the LSPs which underpin the Sustainable Community Strategy. Each LAA contains a number of targets set against the National Indicator set. Area Based Grants, an un-ringfenced funding delivery mechanism has the potential to give LSPs increased freedom to plan how services are commissioned and streamline the commissioning process.

From April 2009, for the first time, Supporting People has been allocated to councils as a non-ringfenced named grant.

- 5.1.2 From April 2008 the new national indicator set developed as part of the comprehensive Spending Review 2007 replaces all other

sets of indicators that central government has used to measure the performance of local government. The new performance framework cuts the number of national performance indicators to 196 outcome-focused National Indicators, the delivery of which will be assessed by the Comprehensive Area Assessment. Two of the 196 National Indicators relate directly to the delivery of housing-related support: NI 141 – number of vulnerable people achieving independent living & NI 142 – number of vulnerable people who are supported to maintain independent living. The framework assessment criteria allows housing-related support services to be designed to achieve shared and common outcomes within a local area.

This new performance framework should allow more productive partnerships between different services and stakeholders and allows for housing-related support services to be integrated into a comprehensive commissioning environment.

- 5.1.3 In 2008 the North West Supported Housing Needs Assessment Model was introduced as a way of trying to accurately predict needs within specific NW boroughs based on current and expected demographic factors within an area, plus the supply and demand for housing related support services across the full range of client groups up to 2020. ([NW needs model report 2009](#))

This is the first time that a model has been available to analyse need on a broader level across a region and this information will form part of the analysis of needs for Halton. It is expected that this model will form part of the evidence base on which future decisions around capital funding via the Homes & Community Agency will be made and as such Halton should ensure that its priorities align with the results shown in this model. The initial high level findings of this model are set out in 6.4 and appendix 2.

- 5.1.4 A CLG document issued on 7th July 2009 has provided quantitative evidence of the financial benefits of the SP programme in supporting vulnerable people due to a consequent reduction in costs for other services and an overall net gain in terms of public spend. The overall net saving resulting from the national SP programme has been estimated as £3.4 billion per year with SP services preventing costs associated with crime, homelessness, residential care for older people and taking children into care. (<http://www.communities.gov.uk/publications/housing/financialbenefitsresearch>).

Halton data has been entered into the financial benefits model and the estimated total net financial benefit for HBC is around

£9.9m per annum, based on an SP spend of £6.6m. Further detail on this is shown in section 7.1.6 and on the attached performance reports, appendix 5.

5.2 Internal influences

5.2.1 A decision was taken by HBC to include National Indicator 142 in the targets within the LAA. This indicator is directly related to the number of vulnerable people within the borough who are supported to maintain independent living and the reporting on this target is a good opportunity to highlight the success of the SP programme in achieving corporate goals for the benefit of the community. Indicator 142 is included within the Healthy Halton block of the LAA.

5.2.2 Local Implementation Teams (LITs) – a number of LITs are currently in operation within Halton which cover client groups within the SP programme such as Older People, Mental Health, Learning Disabilities. These LITs provide an opportunity for a two-way communication process around priorities for these groups and where SP services contribute.

5.2.3 In 2008 Tribal consultants were asked to carry out a “healthcheck” of Halton’s SP programme and to deliver an action plan outlining the main areas for improvement to ensure the programme is being effectively managed. This resulted in the widening of the original scope of the scrutiny review into the three areas outlined in section 2.

6.0 **Commissioning and procurement**

6.1 Why do we need a commissioning plan?

6.1.1 A commissioning and procurement plan is required in order to balance the desire to improve and extend services in a context of reducing funds.

6.1.2 The commissioning and procurement of housing related support services carry with them a significant level of risk. Supporting People services are, by their nature, being delivered to some of the most vulnerable people in society. Many of these services are also high value providing support to service users with multiple and complex needs. The combination of high risk and high value strengthens the need for the Supporting People programme in Halton to have a planned and structured approach to commissioning and procuring services.

6.1.3 The programme is still built upon a foundation of legacy services that were inherited from numerous funding streams that were brought together under the SP programme. Support service

providers within Halton have undergone a significant period of change and uncertainty as they have come to terms with the new funding regime and the related administrative arrangements. A clear commissioning approach and imaginative and innovative procurement solutions have to be balanced with providing security and stability in the marketplace.

6.1.4 The SP programme is also inextricably linked to housing, which brings with it a degree of inertia in redirecting resources and developing new opportunities. The inherent delays in the planning and building of many accommodation-based services have to be recognised in the commissioning context. While fully aware of the opportunities that are presented by the removal of a direct link between Supporting People and particular types of tenure the Supporting People programme cannot ignore the significant financial and emotional investment in buildings that is expressed by our partners, providers and service users.

6.2 What are our objectives?

The intentions in adopting a commissioning plan are to:

- achieve efficiencies from the Supporting People programme in Halton;
- recycle the savings from the efficiencies that are delivered into higher quality and a greater quantity of services; and
- stimulate innovation in the provision of housing related support services and challenge the status quo.

At the centre of all these objectives are the service users. The commissioning and procurement plan is a key tool in meeting the needs of vulnerable people in Halton.

6.3 Current position in Halton

6.3.1 Cluster analysis – The table below compares our projected levels of spend against the level of grant awarded to each client group area under the CLG distribution formula. The projections are shown with and without the short term bids (STBs), which are time-limited projects funded by SP utilising the year on year under spend on the SP budget. The approved STBs were to fill gaps in provision and the first of them commenced in 2006/07. Appendix 1 shows the current STB projects.

6.3.2 Based on predicted spend levels in 2011/12 it is clear, in the table below, that some progress has already been made in the redistribution of spend (information in table 4 excludes spend on generic services):

Table 4: levels of spend in relation to CLG indicative figures

Super user group	Level of projected spend under or over distribution formula (without STB's)	Level of projected spend under or over distribution formula (with STB's)
Older People	38% over	39% over
Support with care	20% over	33% over
Socially excluded	21% under	5% under

One of the key intentions of the Commissioning and Procurement plan will be to bring the split of funding between clusters in Halton broadly in line with the CLG's indicative figures, subject to locally expressed demand and supply.

The commissioning of short-term services has proved relatively successful in reducing the significant under spend against socially excluded groups. However, spend on older people and support with care services remains above the indicative level of grant (CLG distribution formula).

6.4 Needs Analysis for Halton

6.4.1 The first iteration of the North West Supported Housing Needs Assessment model was produced in November 2008 including locally amended figures on supply and demand for accommodation and non-accommodation based housing support services. The locally amended information submitted by the SP team included feedback from the scrutiny board on where it felt the needs in Halton were. Appendix 2 shows the results of the locally amended information as well as the original values.

For Halton the model indicates:

- a significant requirement of around 470 units of additional accommodation based and non-accommodation based support services for the socially excluded groups, particularly for young people and single homeless.
- a need for increased accommodation provision for frail elderly (ie. extra care) but an oversupply of "traditional" sheltered housing
- a limited requirement for additional non-accommodation based services for the "support with care" client groups.

Further work is required on this model to refine the results and the SP team will be submitting additional local information in December 2009 using the toolkit which has been issued.

In particular there needs to be some refinement around the figures for drug and alcohol misuse services as it is believed that many of these clients are already accessing services which have a different “primary need” categorisation. This may also be the case for offenders and young people.

The pattern of supply and needs for Halton reflects that of the North West region as a whole. The web link in section 5.1.3 of this report gives the report produced in March 2009 summarising the overall findings of the iterative process in terms of unmet need for the region.

6.4.2 Other strategies within HBC have identified needs for services and these include:

- an additional service of around 30 accommodation units with support for single people, based in Widnes (HBC Homelessness Strategy)
- 196 units of extra care accommodation by 2017 (HBC Commissioning Strategy for Extra Care)
- an increase in the use of telecare solutions for older people (Telecare Strategy)
- provision of additional services for people with mental health needs (Mental Health Accommodation & Support Strategy)

6.5 Funding constraints

As outlined in section 4 all decisions relating to commissioning and procurement of SP services must be taken within the constraints of a reducing level of grant. However, as the grant will no longer be ring-fenced there is the opportunity to commission in more innovative and “joined up” ways that will build on the achievements already made within the SP programme in meeting Halton’s corporate objectives and the needs of vulnerable people within the borough.

There is, however, also a significant risk to the existing programme as a result of this reduction in funding levels unless efficiencies are made via the commissioning and procurement plan.

➤ **Recommendations**

- 1) ***That the Supporting People commissioning plan aims to redistribute funding to facilitate greater spending on the socially excluded groups where there is unmet need, as evidenced by the North West Needs Assessment model, local strategies plus the CLG distribution formula.***
- 2) ***That services are procured as summarised in the table below and as outlined in the commissioning and procurement action plan.***

Table 5: Initial procurement timetable

Service type	Tender	New contracts
Learning disability & mental health	Jan 2010	July 2010
Socially excluded including homeless & generic floating support	Sept 2010	April 2011
Older people services	Sept 2011	April 2012

7.0 Performance and Governance

7.1 Performance

- 7.1.1 Performance measurement within the SP programme has been via a series of Key Performance Indicators and Service Performance Indicators reported to CLG. The performance information is submitted by providers and verified as part of the contract review process.

From June 2007 the CLG introduced an “outcomes framework” for SP which highlights the actual outcomes for service users accessing an SP funded service. These are grouped into 5 high-level outcome areas:

- Achieve economic well-being
- Enjoy and achieve
- Be healthy
- Stay safe
- Make a positive contribution

- 7.1.2 National Indicator 142 has been included within the Healthy Halton block of the Local Area Agreement. This indicator

measures the number of vulnerable people who are supported to maintain independent living. Quarterly performance reports are produced which measure success against NI 142. Appendix 4 shows performance against target for the last 3 years plus the first quarter of 2009/10.

As the graph illustrates the performance is steadily improving and the year to date figure is currently only 0.39% under the target within the LAA. This has been a result of some close monitoring and review with providers who were previously significantly under-performing on this indicator. The nature of this indicator is that only a very small number of “outcome failures”, eg. an older person moving into residential or nursing care, can have a significant negative impact on this target.

The other performance indicator for which data is collected relates to the National Indicator 141, ie. the number of vulnerable people achieving independent living. Whilst this indicator is not currently included in Halton’s LAA it is a useful measure of the success of SP services within the socially excluded group short-term services. The performance for NI 141 is also shown at appendix 4.

- 7.1.3 In 2009/10 SP grant was paid to Local Authorities as a named grant within the Area Based Grant (ABG). It is not expected to remain as a named grant from 2010/11. The most significant effect of this change will be that SP programmes will need to demonstrate the effectiveness of services in order to compete against other local services for ABG to meet the cost of SP services. In preparation for this, the scrutiny review group has considered current performance information and the format and reporting mechanisms will be included as part of the governance review recommended in section 7. Appendix 5 contains the annual performance information currently available for each of the three super user groups.
- 7.1.4 The format and content of the performance reports is currently being reviewed so as to include trend analysis and to present information in a more visual format. Particular attention will be paid to the reporting of outcomes for service users to help to underline the actual benefits to service users and to the achievement of corporate objectives for Halton. Appendix 4 and appendix 6 are part of the proposed new reporting format.
- 7.1.5 The facts and figures relating to SP do not always show the actual benefits to vulnerable people or the links with other corporate priorities. Some of these more qualitative factors can be better summarised in case studies of clients who have accessed SP services. Examples of case studies linked to the outcomes framework are attached at appendix 6.

7.1.6 The main areas to highlight within the performance reports for each of the 3 super user groups are:

Older People

Current services in Halton

Table 6: Accommodation services for older people

No. of schemes	No. of units	Client group	Providers
1	40	Frail Elderly – extra care	Halton BC
17	560	Older people – sheltered schemes	Abbeyfield Anchor Arena English Churches Guinness Trust Halton Housing Trust Hanover Housing 21 Pentecostal Riverside William Sutton Trust
1	1	Adult placement	PSS

Totals – 19 schemes and 601 units

Table 7: Non-accommodation, community based services

No. of schemes	No. of units	Client group	Providers
1	136	Older people with support needs – floating support	Halton BC
5	1965	Older people with support needs – dispersed alarms, peripatetic warden service	CDS/Plus Dane Riverside Arena English Churches Halton BC
1	70	Home Improvement Agency	Halton BC

Totals – 7 schemes and 2171 units

Table 8: Other SP funded services for older people

Project name	Provider
Hospital Discharge support service	Red Cross
Advice and support, installation of keysafes	Age Concern

The schemes in table 8 have been funded on a short-term basis with a view to including those that are strategically relevant within future

procurement plans. It is envisaged, at this stage, that SP funding for both these services will come to an end in March 2010.

Needs of clients accessing SP services - Client record forms are not required for sheltered housing schemes, peripatetic warden services, home improvement agencies or community alarm services. Therefore, in terms of client needs information for older people, it is only the community based floating support services that report primary or secondary client needs.

For 2008/09 the needs information for older people on floating support services is outlined in table 9 and 10 below.

Table 9: Primary needs analysis 2008/09

Primary Need	Number of Clients
Physical or sensory need	79
Older people with support needs	11
Older people with mental health problems	3
Frail elderly	2

Table 10: Secondary need analysis 2008/09

Secondary Need	Number of Clients
Frail Elderly	69

Points of note:

- The overwhelming majority of clients are recorded as needing support due to a physical or sensory need with the secondary need as frail elderly.
- From this it can be seen that older clients accessing SP funded support are likely to have limiting long-term health conditions.
- The majority of referrals to these services come from the Community Mental Health Team, Social Services or voluntary agencies.

Actions to be taken:

- Analysis of trends within older peoples services to be included within the new performance reporting format.

Outcomes - information collected for Older Peoples services is taken from a 10% sample, which is submitted throughout the year. Halton Supporting People (SP) has received outcomes data for service users residing in SP funded services between April 2008 & March 2009 from Centre for Housing Research (CHR). Please note that an outcome is captured where a support need has been identified in the client's support plan. Therefore not all outcome domains will apply to all clients.

Table 11: outcomes for a sample of SP service users 2008/09

Sustained economic wellbeing	Number of Clients
Have maximised income – includes collecting correct welfare	10

benefits	
Have managed debt – have reduced their overall debt	1

Supported to enjoy and achieve	Number of Clients
Have been able to take part in Leisure / Cultural / Faith/Information or Learning activities	8
Have accessed external services	6
Have maintained access to groups / family and friends	7

Supported to be healthy	Number of Clients
Have been supported to manage physical health	11
Have been supported to manage mental health	4
Have been supported to manage substance misuse	1

Supported to stay safe	Number of Clients
Have been supported to maintain accommodation	5
Have been supported with self harm issues	1

Supported to make a positive contribution	Number of clients
Have been supported to have choice & control and sustain Involvement	6

Case studies

Please refer to appendix 6 case study number 1.

Financial benefits – initial work on the CLG financial benefits model indicates that, for this client group in Halton, there is a net financial benefit from the SP programme of **£3.9m** on a current spend of **£1.5m**. This is mainly due to the reductions in costs for residential care and health costs as a result of the support provided by SP funded services.

Quality Assessment Framework – during the initial quality assessment review programme in 2006 all providers of services for older people were assessed as a level D ie. their performance levels were unsatisfactory. Since then, the SP team has worked with providers via action planning and training to ensure that all services are now achieving at least a level C with 2 service providers currently achieving level B.

Support with Care – learning disability and physical or sensory disability

Current services in Halton

Table 12: accommodation services for support with care client groups

No. of schemes	No. of units	Client group	Providers
39	115	Supported living -ALD	Alternative Futures Carr-Gomm Creative Support CIC Halton BC Lifeways

			European Wellcare PSS United Response
1	1	ALD	Private adult placement
4	4	ALD	Adult placements

Totals - 44 schemes and 120 units

Table 13: Non-accommodation, community-based services

No. of schemes	No. of units	Client group	Providers
1	27	Floating support - ALD	Halton BC
1	28	Floating support - PSD	Halton BC

Totals – 2 schemes and 56 units

Table 14: Other SP funded services for support with care groups

Project name	Provider
Housing and care coordinator for ALD	Halton BC
Employment support for people with mental health needs	Halton BC
PSD Accessible homes register	Halton BC

The schemes in table 14 have been funded on a short-term basis with a view to including those that are strategically relevant within future procurement plans. The current expectation is that the first project will end March 2012 with the others ending March 2011.

Needs of clients accessing SP services - Needs information is submitted for the services covering these client groups. However, the information about primary need follows the designation of the service types ie. the learning disability services are accessed by people with that primary need and the same applies for physical and sensory disability services. Very few services define a secondary need so the information received is not statistically significant.

Outcomes - information collected for Support with Care services is taken from a 50% sample, which is submitted throughout the year. Halton Supporting People (SP) has received outcomes data for service users residing in SP funded services between April 2008 & March 2009 from Centre for Housing Research (CHR). Please note that an outcome is captured where a support need has been identified in the client's support plan. Therefore not all outcome domains will apply to all clients.

Table 15: Outcomes for a sample of SP service users 2008/09

Sustained economic wellbeing	Number of Clients
Have maximised income – includes collecting correct welfare benefits	20
Have managed debt – have reduced their overall debt	4
Have taken part in paid work	1
Have participated in paid work	2

Supported to enjoy and achieve	Number of Clients
Have been able to take part in Leisure Cultural / Faith/ Information or Learning activities	25
Have participated in work like activities	6
Have accessed external groups	24
Have maintained access to family and friends	22

Supported to be healthy	Number of Clients
Have been supported to manage physical health	23
Have been supported to manage mental health	6
Have been supported to obtain adaptations	2

Supported to stay safe	Number of Clients
Have been supported to maintain accommodation	24
Have been supported with self harm issues	2
Have been supported to manage behaviours harmful to others	5
Have been supported with harm from others issues	24

Supported to make a positive contribution	Number of clients
Have been supported to have choice & control and sustain Involvement	26

Case studies

Please refer to appendix 6 case study number 2.

Financial benefits - initial work on the CLG financial benefits model indicates that for Halton there is a net financial benefit from the SP programme of **£2.7m** on a spend of **£2.4m** for this client group. This is mainly due to the reductions in costs for residential care, home care and health costs as a result of the support provided by SP funded services.

Quality Assessment Framework – during the initial quality assessment review programme in 2006 all providers of services for this client group people were assessed as a level D ie. their performance levels were unsatisfactory. Since then, the SP team has worked with providers via action planning and training to ensure that all services are now achieving at least a level C with 6 service providers currently achieving level B.

Socially excluded client groups

Current services in Halton

Table 16: accommodation services for socially excluded client groups

No. of schemes	No. of units	Client group	Providers
6	31	Mental health needs	C.I.C. Imagine Making Space

			Creative Support
2	89	Single homeless	C.I.C. YMCA
2	32	Young people at risk	C.I.C
1	16	Women fleeing violence	Halton Womens Aid
1	32	Homeless families	Arena
1	6	Offenders	Adullum
1	5	Substance mis-use	Lighthouse Foundation
1	22	Travellers	Halton BC

Totals – 15 schemes and 233 units

Table 17: Non-accommodation, community based services

No. of schemes	No. of units	Client group	Providers
3	72	Mental health needs	Imagine Halton BC
1	10	Offenders	SHAP
1	20	Teenage parents/homeless young people	Carr-Gomm
3	66	Substance mis-use	SHAP
2	98	Generic floating support	Carr-Gomm SHAP
1	10	Families at risk of homelessness due to anti-social behaviour	CDS
1	30	Travellers	Halton BC
1	25	Women fleeing violence	SHAP
1	15	BME community	CDS/Plus Dane
1	90	Homeless intervention	Halton BC

Totals – 15 schemes and 436 units

Table 18: Other SP funded services for socially excluded groups

Project name	Provider
Ys Up project – advice service for young people	YMCA
Sanctuary Scheme – support and property adaptations for people at risk of violence	HHT/Relationship Centre
Nightstop – service to coordinate emergency accommodation for young people	YMCA
Service User Involvement project	SHAP

The schemes in table 18 have been funded on a short-term basis with a view to including those that are strategically relevant within future procurement plans. The “Ys Up” project is due to end in March 2010 as it will have achieved its aims and is not felt to be required on a long-term basis.

Needs of clients accessing SP services

As part of the client record forms, which all providers must complete for each client through the service, assessment is made of the client’s

primary need for support. In addition providers are able to identify a secondary need for each client. For the socially excluded groups for 2008/09 the primary and secondary needs are shown in the tables below:

Table 19: Primary needs analysis 2008/09

Primary Need	Number of Clients
Single homeless	181
Homeless families	148
Generic	89
Women fleeing violence	76
Mental health needs	70
Young people at risk	38
Alcohol Problems	17
Drug Problems	12
Offenders or at risk of offending	8
Rough Sleeper	8
Teenage Parents	4
HIV/AIDs	1

Table 20: Secondary needs analysis 2008/09

Secondary Need	Number of Clients
Rough sleepers	18
Young people at risk	8
Offenders or risk of offending	7
Drug problems	7
Women fleeing violence	5
Mental health needs	5
Single homeless	4
Teenage parents	4
Complex needs	4
Alcohol problems	4
Physical or sensory disability	2
Frail elderly	1
Adults with learning difficulties	1
Refugees	1

Points of note:

- By far the highest proportion of clients present with primary needs relating to homelessness.
- It is apparent that few services identify a secondary need.
- The relatively high number of rough sleepers identified as a secondary need relates mainly to a couple of services for single homeless people.
- The completion of a client record form is intended to be carried out using a client's own definition of their primary and secondary needs. However, it is likely that in many cases service providers use their own interpretation in completing this information.

Actions to be taken:

- Further analysis of client record form information is required, as part of this years input into the NW Supported Housing Needs Assessment model to assess actual needs being met by particular services.
- Discussion to be had with providers around their interpretations of needs, particularly those who are identifying rough sleepers as a secondary need
- Analysis of trends to be included within the new performance reporting format.

Outcomes - Information collected for Socially Excluded services outcomes is taken when a client exits from a service, these records are usually submitted on a 28 day basis. For the mental health & generic floating support services a 50% sample from services are submitted and are classed as long term outcomes, which are submitted throughout the year. Halton Supporting People has received outcomes data for service users residing in SP funded services between April 2008 & March 2009 from Centre for Housing Research (CHR)

Table 21: outcomes for a sample of service users 2008/09

Sustained economic wellbeing	Number of Clients
Have maximised income – includes collecting correct welfare benefits	403
Have managed debt – have reduced their overall debt	212
Have taken part in paid work	16

Supported to enjoy and achieve	Number of Clients
Have been able to take part in Leisure / Cultural / Faith/ Information or Learning activities	85
Have taken part in training	53
Have taken part in work like activities	30
Have accessed groups	308
Have maintained access to family and friends	242

Supported to be healthy	Number of Clients
Have been supported to manage physical health	163
Have been supported to manage mental health	78
Have been supported to manage substance misuse	57

Supported to stay safe	Number of Clients
Have been supported to acquire adaptations	13
Have been supported to maintain accommodation	208
Have been supported with self harm issues	21
Have been supported to manage behaviour harmful to others	22
Have been supported with harm from others issues	59
Have been supported through statutory orders	26

Supported to make a positive contribution	Number of clients
Have been supported to have choice & control and sustain involvement	344
Have contributed at service level	14

Have contributed to the wider community	1
Have contributed to both service & community	1

Case studies

Please refer to appendix 6 case studies numbered 3, 4 & 5.

Financial benefits - initial work on the CLG financial benefits model indicates that for Halton there is a net financial benefit from the SP programme of **£3.3m** on a spend of **£2.7m** for this client group. This is mainly due to the reductions in costs associated with crime, housing and homelessness, re-offending rates and costs for taking children into care.

Quality Assessment Framework – during the initial quality assessment review programme in 2006 all providers of services for the socially excluded groups people were assessed as a level D, ie. their performance levels were unsatisfactory. Since then, the SP team has worked with providers via action planning and training to ensure that all services are now achieving at least a level C with 2 service providers currently achieving level B.

7.2 Governance

7.2.1 Current arrangements – currently there is a Supporting People Core Strategy Development Group reporting through to the Supporting People Commissioning Body with scrutiny provided by the Urban Policy and Performance Board and overall governance of the programme sitting within the Urban Renewal Strategic Partnership.

7.2.2 In view of the potential changes to the SP programme brought about by the removal of the ring-fence, plus the changes in the inspection regime to be implemented as part of the Comprehensive Area Assessment, the governance arrangements should be reviewed to ensure that they are robust and inclusive. In particular there should be consideration given to the effective involvement of providers and service users in order to achieve excellence in the management of the programme.

➤ **Recommendations**

- 1) ***That scrutiny of the SP programme as a whole is transferred from the Urban Renewal Policy and Performance Board to the Healthy Halton Policy and Performance Board with the potential for exception reporting to the Safer Halton Policy and Performance Board as necessary.***

- 2) That governance of the SP programme as a whole is transferred from the Urban Renewal Strategic Partnership to the Healthy Halton Strategic Partnership with the potential for exception reporting to the Safer Halton Strategic Partnership as necessary.**
- 3) That overall strategic direction of the SP programme continues to be provided by the Supporting People Commissioning Body**
- 4) That, to ensure continued representation from all relevant parties, membership and terms of reference of the Supporting People Commissioning Body be reviewed to ensure effective engagement with appropriate Local Implementation Teams, LSP sub-groups plus providers and service users.**
- 5) That, in light of the review of the Supporting People Commissioning Body membership and terms of reference, consideration be given, as part of an overall governance review, to end the Supporting People Core Strategy Development Group.**
- 6) That the SP 5 year strategy be reviewed and updated in 2010 to ensure that the programme aligns with the aims and targets contained within Halton's Community Strategy and LAA.**
- 7) That consideration is given to include NI 141 within Halton's next LAA in order to capture the success of SP in delivering positive outcomes to people within the socially excluded groups.**

8.0 Communication and Engagement

- 8.1 In 2008 Tribal Consultants carried out a "healthcheck of the SP programme within Halton. This identified that one of the key factors to the success of the programme, in achieving outcomes for services users and contributing to corporate goals for Halton, is the implementation of an effective strategy for communicating with stakeholders and facilitating meaningful involvement from service users.
- 8.2 Tribal drafted a Communication and Engagement Strategy from which an action plan was drawn up. This draft plan was discussed by the scrutiny review group as part of the meeting in November 2008 and recommendations included in a revised action plan. The SP team has made considerable progress in achieving many of the action points within the original plan, including:

- a review of the directory of services with information in an easily accessible visual format ([SP directory link](#))
- the website has been updated including a link from the CLG SP website and the “Babel fish” application on the HBC website translates the information into various languages ([Supporting People | Halton Borough Council](#))
- information leaflets are being reviewed and service user feedback will be sought on the format and distribution methods
- the SP newsletter has been re-vamped and includes a section requesting feedback from readers ([SP newsletter link](#))
- the SP team has been working with LBV Television to promote SP services via a community roadshow taking place at Halton Lea shopping centre during September 2009
- a database of service user involvement opportunities at every SP funded scheme has been compiled with the intention to make this available on the website, subject to overcoming potential issues around confidentiality of scheme addresses.

8.3 One of the most significant achievements from the action plan has been the tender and appointment of a specialist contractor to focus on service user involvement. This contract formally commenced on 1st September 2009 but significant work was undertaken prior to this date to ensure that a clear action plan is in place for the contractor to achieve the targets set within the contract.

This contract gives Halton a real opportunity to greatly increase the levels of service user involvement within the SP programme and demonstrates a high level of commitment to the principles of meaningful engagement. The main targets for the service user involvement contract are:

- to assess the level of service user involvement within current SP funded services using the Ladder of Participation model ([Ladder of Participation link](#))
- to help individuals to access the knowledge, support and services that they require
- to enable service users to participate in the improvement of Supporting People services through involvement in the monitoring and review process
- to make sure that the views of the people who use the services have the chance to be heard in order to make real sustainable changes.

- 8.4 The service user involvement contract is at a very early stage but the prospects for improving the levels of involvement are excellent if all the targets in the contract are achieved and effectively monitored. Many of the actions within the overall communication and engagement plan are linked closely to the success of this contract.
- 8.5 A re-assessment of Halton's current position in respect of communication and involvement has been carried out using the Audit Commission's Key Lines Of Enquiry (KLOE) framework for Supporting People. A large number of the elements of the KLOE relate to effective communication and engagement of all parties and the new action plan has been drawn up to help achieve excellence in this area.
- 8.6 As recommended in the original Tribal report there is a need for a clearly written and accessible communication strategy document which can be shared with all stakeholders and service users.

➤ **Recommendations**

- 1) That the actions carried out to date around communication and engagement are noted and that the revised action plan be used to ensure that excellence is achieved in this area.**
- 2) That an accessible communications strategy document is produced for circulation amongst stakeholders and service users.**