



REPORT TO EXECUTIVE

PORTFOLIO AREA: ENVIRONMENT, HOUSING, INFRASTRUCTURE AND TRANSPORT

Date of Meeting: 13TH JUNE 1005

Public

Key Decision: Yes

Recorded in Forward Plan:

Inside Policy Framework

Title: CUMBRIA SUPPORTING PEOPLE STRATEGY 2005 - 10
Report of: HOUSING SERVICES AND HEALTH PARTNERSHIPS
MANAGER
Report reference: EPS. 14/05

Summary:

This report informs Members of the Cumbria Supporting People five year strategy for the period 2005 – 10.

Recommendations:

In regard to the link with Carlisle's Housing Strategy (as stated in section 2.5) that the strategy be endorsed.

Contact Officer: Simon Taylor

Ext: 7327

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1. BACKGROUND

- 1.1 Supporting People is a government initiative that aims to allow those who have support needs to be able to access appropriate help and support to enable them to live independently in a safe, secure environment. The programme went live on 1/4/03 and is administered across the county by the Supporting People Team. The County Council is the Administering Authority for the overall programme and holds the supporting people grant for the county. Decisions relating to the overall programme are made by the Commissioning Body that has representatives on it from all the partners (local authorities, health and probation).
- 1.2 The Commissioning Body oversee the funding, commissioning and review of 117 contracts relating the provision of support services by 59 providers throughout the county with an annual budget of £9.5 million. As such, strategic planning is an important part of the process.

2. STRATEGY

- 2.1 Prior to 1/4/03, a vision statement was developed within the county by partners and service providers to identify the principles for the development of the programme within Cumbria. It was a requirement of the Government that after the implementation of the supporting people programme a five-year strategy would need to be developed and submitted accordingly.
- 2.2 The five-year strategy provides information about local need within the county for support services and the strategic objectives for the supporting people programme. It provides a framework for the planning, development and funding of future support services which account for housing, social care, health and other needs.
- 2.3 In developing the five year strategy the original statement was revisited and the following core values that underpin the supporting people programme reinforced:
- Commissioning
 - Needs led services
 - Transparent, equitable and co-ordinated provision of services
 - Service user independence
 - Prevention

- Flexibility and easy access
- Best value
- Partnership working
- Equal opportunity
- Social inclusion

2.4 The development of the five-year strategy involved researching and projecting the anticipated needs of a number of client groups. Consultation was carried out through workshops, forums, direct interviews and submissions by organisations.

2.5 The finalised draft strategy (attached at appendix one) has been approved by the Commissioning Body prior to submission to the Government. Overall the strategy links into Carlisle's Housing Strategy in terms of dealing with vulnerable people and those in need of support (Action Plan – priority one).

3. CONSULTATION

3.1 Consultation was carried out by the Supporting People team with key strategic partners including the City Council, provider organisations and a number of related agencies throughout the County. The consultation was on the draft strategy prior to its submission to ODPM.

4. RECOMMENDATIONS

4.1 In regard to the link with Carlisle's Housing Strategy (as stated in section 2.5) that the strategy be endorsed.

5. REASONS FOR RECOMMENDATIONS

5.1 So that the linkages between the strategies are made so that the partnership working covering these areas can be taken forward.

6. IMPLICATIONS

- Staffing/Resources – The objectives within the strategy impact upon the delivery of the Supporting People programme over the next five years. This will have an ongoing affect upon us as a provider of supported housing for homeless people.
- Financial – The objectives within the strategy impact upon the delivery of the Supporting People programme over the next five years. This will have an

ongoing affect upon us as a provider of supported housing for homeless people and the financial contracts that we work to.

- Legal – The five year strategy is a requirement of Government.
- Corporate – N/A
- Risk Management – N/A
- Equality Issues – N/A
- Environmental – N/A
- Crime and Disorder – Provisions within the strategy deal with client groups needs who have a direct link with crime and disorder.
- Impact on Customers – The strategy covers supported housing services which directly impact on vulnerable people.

A16 refers

Supporting People

5-Year Strategy for Cumbria 2005-2010

Cumbria County Council
Allerdale Borough Council
Barrow Borough Council
Carlisle City Council
Copeland Borough Council
Eden District Council
South Lakeland District Council
National Probation Service for Cumbria
Carlisle & District PCT
Eden Valley PCT
Morecambe Bay PCT
West Cumbria PCT

March 2005

Signatories for Cumbria Supporting People 5 Year Strategy

Signed for and on behalf of Cumbria County Council

And

Cumbria Supporting People Commissioning Body

Name

Position

Signature

Date

Structure

<u>Chapter 1: Executive Summary</u>	4
<u>Five-Year Strategy Vision Statement</u>	4
<u>Chapter 2: Introduction and Planning a 5 Year Strategy</u>	7
<u>How did we get here?</u>	7
<u>Planning for the next 5 years</u>	7
<u>Chapter 3: Developing a 5 Year Strategy</u>	11
<u>Methodology</u>	11
<u>Multi-agency survey</u>	12
<u>Chapter 4: Strategic Objectives 2005-2010</u>	14
<u>Promoting Equality and Diversity</u>	20
<u>Older People and Support</u>	21
<u>People with a Learning Disability</u>	32
<u>Mental Health</u>	40
<u>Young People and Care Leavers</u>	44
<u>Teenage Parents</u>	51
<u>Substance Misuse</u>	58
<u>Single Homeless and Homeless Families</u>	67
<u>Offenders and Ex-Offenders</u>	73
<u>Domestic Violence</u>	81
<u>Gypsies and Travellers</u>	86
<u>Refugees and Asylum Seekers</u>	88
<u>People with a Physical Disability/Sensory Impairment</u>	89
<u>Chapter 5: Achieving Best Value for Money</u>	93
<u>Chapter 7: Statement – cross client group issues</u>	101
<u>Chapter 8: Annual Plan 2005-2006</u>	103
<u>Older Adults</u>	105
<u>People with a Learning Disability</u>	106
<u>Mental Health</u>	107
<u>Young People and Care Leavers</u>	108
<u>Teenage Parents</u>	109
<u>Substance Misuse</u>	110
<u>Single Homeless and Homeless Families</u>	111
<u>Offenders and Ex-offenders</u>	112
<u>Domestic Violence</u>	113
<u>Gypsies and Travellers</u>	114
<u>Refugees and Asylum Seekers</u>	114
<u>People with a Physical Disability/Sensory Impairment</u>	115
<u>Appendix 1: Weighting & Prioritisation Process – 5 Year Strategy/Annual Plan Priorities</u>	116

Chapter 1: Executive Summary

Five-Year Strategy Vision Statement

The objective of Cumbria Supporting People is for the people of Cumbria, who need assistance, to be able to access appropriate support to enable them to live independently in a safe, secure environment. The original Cumbria Supporting People Vision Statement was developed in consultation with all providers and has been revisited for the purposes of the Five Year Strategy. Although the original statement is still valid, which encompasses the higher principles of the National Supporting People programme, this first draft of the Five Year Strategy includes a number of values, which underpin the following vision statement:

Supporting the well-being of Cumbria's people and communities by:
Supporting people to be INDEPENDENT
Supporting people to be PART OF THEIR COMMUNITY
Supporting people to have a real CHOICE about the services they need

The following values¹ underpin the Supporting People programme in Cumbria:

- Commissioning
- Needs led services
- Transparent, equitable and co-ordinated provision of services
- Service User Independence
- Prevention
- Flexibility and easy access
- Best Value
- Partnership working
- Equal opportunity
- Social Inclusion

Introduction

The Office of the Deputy Prime Minister (ODPM) requires all commissioning bodies to produce a 5 Year Strategy which provides information about local need and strategic objectives, and a framework on how the Administering Authority will meet identified need and priorities whilst considering both how to fill gaps in service provision and how to fill gaps in knowledge and understanding of needs.

This strategy adopts the "whole systems" approach in planning services, which builds on the premise that it is necessary to recognise all the needs of the person to understand how each aspect of a person's life can affect general wellbeing. Low level housing support can be considered as one aspect of a whole package that may include housing, social care and health services. Throughout the development of this strategy, it has been recognised that the relationship and balance between these services are crucial in ensuring a satisfactory outcome for the service user.

¹ Each of the values is explored further in the main text of the strategy.

The challenge for the Supporting People Commissioning Body and all organisations involved is to continue the development of effective co-ordination in the planning of services. This requires a strategic and collective approach, involving further discussion and dialogue with all stakeholders, including people from vulnerable groups, providers and commissioners. However, this enables both the future strategic direction and assessment of individual services to become an inclusive process that encourages partnerships in planning.

The evidence that emerged from the research, undertaken as part of the strategy development, demonstrated a complex set of needs across all of the client groups requiring multi-agency solutions. The evidence from both providers and planners identifies the need for better co-ordination in the delivery of solutions. Success in delivering the right solutions requires recognising the full extent of individual needs, which will be different for each person and may change over time.

Following on from some of the research findings, and from discussions in various workshops and forums, common issues were identified. These are:

- Co-ordination of planning and service delivery
- Access to move on accommodation is affecting the delivery of support services
- Restrictions and exclusions from permanent housing is causing difficulties for service users and providers
- Related issues such as the need for a deposit and furniture is stopping people accessing housing
- Support services have to be more flexible
- Many clients have multiple and complex needs

Strategic Objectives

In order to address these issues a number of strategic objectives² for 2005-2010 have been highlighted:

- Achieve best value for money for all services commissioned
- Improve the synergy of commissioned service with the priorities of partner agencies
- Set commissioning priorities for all client groups using evidence based planning with emphasis on Black, Minority and Ethnic (BME) groups
- Ensure Supporting People contributes to a range of prevention strategies in Cumbria
- Ensure Supporting People support Local Authorities and their partners who are being measured in their success of local government targets
- Increase the number of socially excluded people who are able to access appropriate housing support
- Increase service user/carer participation in service development and delivery

² These are identified within the strategy showing the actions required to achieve each and examples of the outcome measures that will be used to judge whether each strategic objective has been achieved.

Client Groups

Following on from these, the strategy drills down to an in-depth review of each of the key Supporting People client groups with individualised objectives for the next 5 years. These include:

- Older people
- Learning disability
- Mental health
- Young people and care leavers
- Teenage parents
- Single homeless and homeless families
- Ex-offenders
- Domestic violence
- Gypsies and travellers
- Physical disability and sensory impairment
- Refugees and asylum seekers

To achieve these objectives significant change is needed over the next 5 years not only in the way Supporting People commission services but also in the way that services are strategically planned with partner organisations. Moving into 2005, Supporting People will be faced with a considerable deficit in the programme grant. This limits the opportunities for new service development. In achieving identified strategic objectives emphasis must be given therefore on the need to strategically review, reconfigure and redistribute services over the next and subsequent years.

Annual Plan

As part of the strategy, an annual plan pulls together the strategic work and priorities identified in chapter 4 that the Supporting People Commissioning Body intend to implement over the forthcoming year. The priorities listed for the next year have been agreed in consultation with all strategic partners led by the Supporting People Core Strategy Development Group.

This plan places particular emphasis for the forthcoming year on the need to achieve efficiency savings and best value for money across all Supporting people services. The Commissioning Body has agreed to achieve efficiencies through the service review process and has avoided applying across the board cuts. As a consequence no new services will be commissioned over the next year. Opportunities will be explored and pursued to determine ways in which to reconfigure and remodel existing services in order that the provision of housing support can be increased in line with agreed priorities.

Where a position of financial stability and affordability is achieved within the programme grant, Supporting People will specifically prioritise in each annual plan the strategic objectives requiring revenue funding for marginalised groups, as detailed below:

- Young People (including care leavers and teenage pregnancies)
- Substance Mis-use (covering both drugs and alcohol)
- Domestic Violence
- Offenders (including young offenders)

Only once the objectives requiring revenue funding for marginalised groups are achieved and financial resources permit, strategic priorities planned for Learning Disability, Mental Health and Older People requiring revenue funding will be identified for implementation in the relevant annual plan. All remaining groups where further research and strategic analysis is required will be considered on an annual basis.

Chapter 2: Introduction and Planning a 5 Year Strategy

How did we get here?

The Supporting People programme went live on the 1st April 2003. From this date responsibility for the funding, commissioning and review of housing support in Cumbria transferred from national Government to a local decision making partnership: the Supporting People Commissioning Body.

At this time 117 interim contracts were established with 57 providers delivering support to 256 services. Cumbria's budget for 2003/2004 was £9, 522,344.

Prior to the start a "shadow strategy" was agreed in October 2002 detailing the immediate priorities and plans for the Supporting People programme for the forthcoming year. This document sets out the framework for commissioning Supporting People services in Cumbria targeting Extra Care Services to older people and floating support services as the two main strategic priorities.

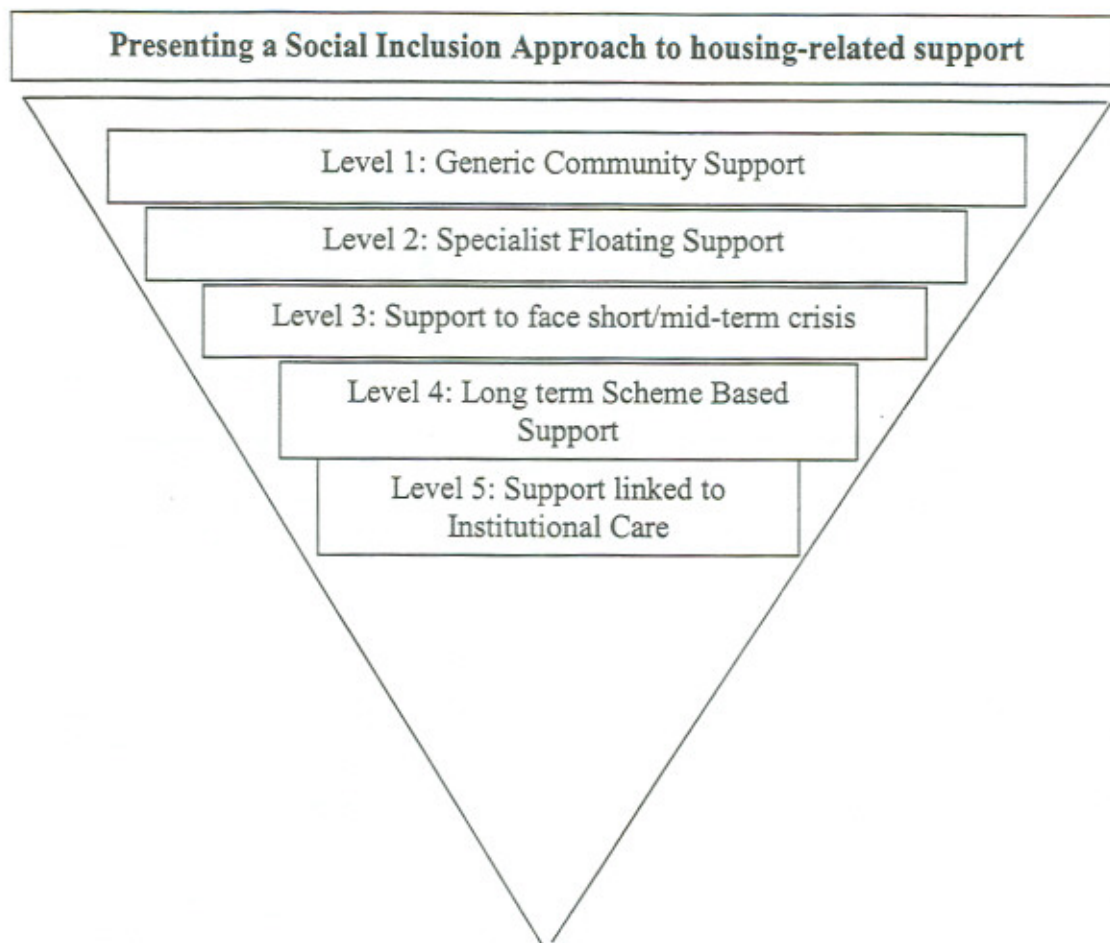
Planning for the next 5 years

The Office of the Deputy Prime Minister (ODPM) requires all commissioning bodies to produce a 5 Year Strategy. This document therefore provides information about local need and strategic objectives, a framework on how the Administering Authority will meet identified need and priorities whilst considering both how to fill gaps in service provision and how to fill gaps in knowledge and understanding of needs.

ODPM guidance establishes a need to ensure that planning and commissioning of Supporting People does not take place in isolation from other related areas. To enable this there needs to be synergy between the strategies and plans of the strategic partners such as probation, housing, health and social services. Equally needs analysis must also demonstrate communication between these key agencies.

This strategy therefore adopts the "whole systems" approach in planning services. The approach builds on the premise that it is necessary to recognise all the needs of the person to understand how each aspect of a person's life can affect general wellbeing. Low level housing support can be considered as one aspect of a whole package that may include housing, social care and health services. It is important to note therefore that the relationship and balance between these services are crucial in ensuring a satisfactory outcome for the Service User.

The effectiveness of "support" is greatly enhanced if it is planned and delivered in co-ordination and in the right balance with other services. To achieve this it is necessary to develop a model of support that builds on both the concept of social inclusion and that of moving towards prevention.



Peter Fletcher Associates 2004

This model assumes that there is no natural hierarchy on the field of housing support since a person needing support may wish to enter the field at any of the points. It also builds in both the concept of social inclusion and that of moving towards prevention in aiming to prevent a move into institutional care or in some circumstances prison; there is the possibility of progression from one level to another. It further assumes that points of access would be local and based on individual needs, rather than access being through different agencies for each type of support. The aim is to shift the balance of services upstream in terms of promoting independence and choice from levels 5 and 4 to levels 3, 2 and 1.

The model proposes a pyramid system of support, in which any of the forms of support/housing can link into the individual's own networks, reflect the individual's needs, and offer value and self worth. A person may enter the system at any point, may move from one to another, and may access them all in their own locality. The network would be highly integrated, with protocols for transferring between one type of support to another. For support to be effective in moving towards social inclusion, the social and community agendas across Cumbria need to be sharing the objective of social inclusion.

Linked by social inclusion as overarching policy driver, this strategy will state how Supporting People policies and strategies enable, assists and support vulnerable people. This becomes particularly important if support services are to develop on a locality basis. Working within localities to provide generic/general support to a range of clients it is necessary to address social inclusion and to work with communities to support vulnerable people in their own localities rather than them moving to areas where support/supported housing is concentrated. This is particularly relevant in more rural areas of Cumbria and in addressing the needs of Black and Minority Ethnic communities.

Level 1: Generic Community Support

The aim of a support service is to enable an individual, as far as they wish, to achieve social inclusion. The strategy aims to deliver this as far as possible through Generic Community Support – linking any one of the forms of support to people's own networks, to the mainstream agencies and to general or specialist support that reflects an individual's needs and offer people value and self worth.

Level 2: Specialist Floating Support

Floating support services that range from additional housing support for people having difficulty coping in managing their tenancy or home affairs, to higher levels of support, for example for those with a learning disability or mental health needs, living in the community. Support periods may be short, medium or long term and the level of support may alter during any period of a support plan.

Level 3: Support to Face Short / Mid Term Crises

This support may be scheme-based or a floating support service. Essentially the intervention of support is linked to a crisis in an individual's life that may range from an illness that is disabling, for example a stroke victim, to a mental health episode that requires short term but intensive intervention. It is probably linked to assertive outreach work provided by health or social services.

Level 4: Long Term Scheme-based Support

Although many schemes may have a programme of re-housing and move on, after a period of time, for many clients supported housing is their long-term home. Support within these schemes is a mix of generic and specialist, depending on the client group. From the commissioner's perspective, there will be an increasing focus on seeking to work with providers to establish personal support plans and agreed quality targets and outcomes. There is also a need for some clients living in supported housing projects to benefit from additional specialist support, such as those with mental health needs or drug use problems, over and above the general support provided by a single homeless project. Floating support offers the opportunity to develop this mix of services.

Level 5: Support linked to Social/Health Care

These would be services that provide a mix of support and care from the core staff group.

To be part of this system, services would need to:

- Be integrated
- Be flexible
- Be needs based
- Be defined and clear to providers, commissioners and users
- Have consistent outcomes not a uniformity of model
- Work within the terms of clear service level agreements
- Be commissioned by local demand and need
- Subject to review and local discussion

Conclusion

Implementing this model of social inclusion for housing related support presents a set of challenges for Supporting People and strategic partners. Within the research carried out to develop this 5 Year Strategy there is evidence of a lack of co-ordination in planning some services. This would require further discussion and dialogue with all stakeholders, including people from vulnerable groups, providers and commissioners. However, it encompasses both strategic future planning and assessment of individual services and ultimately is an inclusive process that encourages partnerships in planning.

The approach also encompasses service delivery across client groups that require multi-agency solutions. An important part of success in delivering the right solutions is in recognising the full extent of individual needs and that these needs will be different for each person and they will change over time. This requires effective local co-ordination in an environment where organisations recognise the significance of the role that they play.

Chapter 3: Developing a 5 Year Strategy

Methodology

In order to develop a strategy and determine a direction for Supporting People over the next 5 years specific information was needed including;

- The quantity and types of services required
- Locations where services are required
- Current best practice on improving the quality in service delivery
- Good practice in planning and commissioning services that are suitable for a diverse population
- Methods for identifying gaps in service provision particularly for unpopular and excluded groups.

To assist with this process; in February 2004 Peter Fletcher Associates (PFA) were commissioned with the aim of carrying out an analysis of the needs of marginalised groups that generally covered;

- Offenders and those at risk of offending
- Young People
- Substance Mis-users
- Women fleeing domestic violence

A report published in October 2004 provides clear evidence of:

- Estimates of unmet need by client group including approximate numbers
- Localities within Cumbria where the unmet need exists and where priorities for future developments lie.
- Models of support services that would be most appropriate to meet identified need e.g. floating support or accommodation based, single or jointly commissioned services.

In addition to the commissioned research the Cumbria Supporting People Team, in collaboration with PFA undertook evidence based planning for all Supporting People client groups by;

- Discussions with key planners
- Consultation with service providers
- Consultation with Service Users
- Analysis of demographic changes
- Changes in waiting lists, housing, health and social services overtime
- Comparisons of homelessness numbers (PIE over time).
- Evidence in research reports
- Numbers in plans that are relevant

The results of which were shared and discussed at the Supporting People Local Strategic Partnership Groups, Core Strategy Development Group and Commissioning Body. Key Strategic Boards for client areas and Housing Forums were also invited to comment on the information collected and contribute to establishing 5-year objectives.

What we have done

As part of the needs analysis work a total of 50 plans and reports have been reviewed and analysed as during the information gathering and assessment exercise. Interviews were conducted with 35 planners to gather additional information on needs, and to understand how support services relate to each other's services.

Seven workshops have been conducted with service planners, service users and providers covering the following areas:

- Substance Mis-use (covering both drugs and alcohol)
- Young People (including care leavers and teenage pregnancies)
- Offenders (including young offenders)
- Domestic Violence
- Older People
- Mental Health
- Learning Disability

A multi-agency survey was conducted that covered the whole of the County. The survey was a snapshot of all open cases during a three-week period in July 2004. Over 700 records were gathered and analysed. A questionnaire was sent out to key agencies and stakeholders, asking for main priorities and for comment on strategic direction. This was followed up with strategic commissioning meetings for certain client groups, housing forums and Local Strategic Development Groups to agree in partnership with Social Services, health and housing, the commissioning and strategic direction for services over the next 5 years.

Multi-agency survey

The aim of the survey was to provide better information to aid in assessing the scale of need for housing with support and was designed to help us understand, for each of these groups:

- The scale of unmet need for housing and support services in Cumbria at the moment
- Where the need arises in Cumbria
- What overlap there is in needs between the 4 groups

An initial list of some 50 organisations was drawn up consisting of organisations who were in some way involved in working with chosen client groups.

By using the identifiers of initials, gender and age/date of birth, we were able to avoid double counting, where a person is in contact with more than one agency. 17 organisations completed and returned surveys.

Face-to-face interviews were conducted with a range of people and professionals, which included:

- A strategic planning view for each client group
- A view from each of the Districts on local circumstances
- A selection of views of operational staff
- A selection of views from service providers
- A selection of views from Service Users

The Workshops

The workshops were intended to:

- Provide an opportunity to “reality check” initial findings
- Discuss relationships between support and other services
- Focus on gaps in service
- Provide a local context

Conclusion

Through the research a number of issues were identified that come up consistently within each client group. These are:

- Co-ordination of planning and service delivery
- Access to move on accommodation is affecting the delivery of support services
- Restrictions and exclusions from permanent housing is causing difficulties for service users and providers
- Related issues such as the need for a deposit and furniture is stopping people accessing housing
- Support services have to be more flexible
- Many clients have multiple and complex needs

At the outset research indicates that need outstrips supply for all of the client groups. The largest gap between survey results and supply is in substance misuse where there is a very significant gap. We can also see that services tend to be focused in Carlisle and this is contrasted with Copeland that has very little in the way of support services. Carlisle is the area where the greatest numbers in need were recorded, and Copeland had the least.

Evidence shows a very significant number of people who could also fall within another client group. This is an important point, as the way services have historically been planned has tended to be through identifying a main need and then people are categorised within that need masking their other needs.

The result has been that services have often been planned in isolation and focused on a specific need. As an example, it is not unusual to find schemes designated for young people that do not have staff that are fully trained for dealing with substance misuse or mental health problems and an allocation policy that takes no account of the complex needs of the client group. To further compound the problem other services such as health and social care may not be working closely enough at a local level to ensure appropriate and flexible packages of support are available, placing pressure on scheme based staff to cope with the problems.

The survey confirms that the needs are much more complex than the planning categories would suggest, and this has implications for allocation policies, staff training and joint working. It also has implications for the way that Supporting People review existing services and commission future services.

Chapter 4: Strategic Objectives 2005-2010

This section sets out the main strategic objectives for each client group of the Supporting People programme in Cumbria for the period 2005-2010. The objectives identified for each client group have been set and agreed by all relevant partners and agencies, through extensive consultation including local Strategic Partnership Boards, Housing Forums, Supporting People Local Strategic Development Groups and Core Strategy Development Group, Commissioning Body and strategic boards planning for specific client groups.

To achieve these objectives significant change is needed over the next 5 years not only in the way Supporting People commission services but also in the way that services are strategically planned with partner organisations. Moving into 2005, Supporting People will be faced with a considerable deficit in the programme grant. This limits the opportunities for new service development. In achieving identified strategic objectives emphasis must be given therefore on the need to strategically review, reconfigure and redistribute services over the next and subsequent years. To assist with this process a 'Model for Change' explained in Chapter 5, will bring about significant changes in 2005 in the way services are delivered and procured.

Current forecast for 2004/05 of £10,083,862 represents an overspend of £437,74 against grant allocation. This is set to increase for 2005-06 finance projections for the year, based on current commitments and scheduled pipeline schemes, total £9,993k; £788.6k above the level of allocated grant funding.

The grant is used for long and short-term services. Long-term services are mainly for people with a learning and physical disabilities, mental health problem and vulnerable elderly people living in their own homes and are expected to last more than two years. Short-term services covers young people at risk, the homeless, drug and re-offending problems and domestic violence.

Long Term Services

A brief summary of the expenditure in 2003-04 is set out below:

Service	No. Contracts	Expenditure	%	Average Weekly Cost per Unit
	No.	£		£ p
Community Alarms	5,689	761,286	13	2.6
Older People	3,454	1,287,802	22	7.2
Elderly	9143	2,049,088	35	4.3
Older People MH	6	24,373		78.1
MH Problems	172	852,403	15	95.3
Mental Health Problems	178	876,776	15	94.7
Learning Disabilities	237	2,720,352	47	220.7
Physical Disabilities	19	44,661	1	45.2
Disabilities	256	2,765,013	48	207.7
Generic	18	102,163	2	109.1
Single Homeless	5	1,080		4.2
Total	9,600	5,794,120	100	11.6

Short Term Services

A brief summary of the expenditure in 2003-04 is set out below:

Service	No. Contracts	Expenditure	%	Average Weekly Cost per Unit
Generic	178	563,016	15	3,163
Homeless Families	28	126,933	3	4,533
Single Homeless	172	908,637	24	5,283
Mental Health Problems	115	645,786	17	5,616
Drug Problems	38	352,916	9	9,287
Domestic Violence	52	202,029	5	3,885
Risk of Re-offending	75	347,217	9	4,630
Teenage Parents	6	15,375	1	2,563
Young People at Risk	163	592,405	16	3,634
Old People exc HIAs	44	52,487	1	1,193
Short Term Service	871	3,806,801		4,371
Home Improvement Agencies	5	169,900		

Transitional Housing Benefit has left a legacy of opportunism taken by commissioners and providers to develop services often in isolation and without evidence based planning leading to some uncoordinated service provision and delivery across Cumbria. This can no longer be the case for Supporting People services in Cumbria. All proposals for new service development requiring Supporting People grant will need to be presented to the Commissioning Body demonstrating need. It will no longer be the case that new money will be agreed for options for development without first considering the opportunities to increase provision by reconfiguring, remodelling or redistributing existing services. Only when these opportunities have been exhausted can Supporting People begin to move forward and start to increase provision for identified unmet need through new service commissions.

To begin this process key objectives have been set to undertake strategic reviews across mental health and learning disability services in partnership with health and social services to ensure grant eligibility and correct delivery of service provision. Floating support, move on and resettlement services provided to all user groups will also undergo an early strategic commissioning review to determine opportunities for reconfiguration and redistribution across Cumbria.

The 'Model for Change' will be applied to all services in receipt of supporting people grant to determine best value for money. The review process will be the main method in which this approach will be applied. Chapter 5 details how efficiencies will be achieved following this approach.

Achieving efficiencies following the approach outlined in Chapter 5 will take time and where savings are made the effect will not be seen immediately. The process of value for money analysis, resulting negotiation with providers and outcomes leading to possible re-tendering can take time to complete a satisfactory solution for Supporting People and our support providers. With a current programme deficit it is vital that the process is applied as early as possible to achieve positive outcomes for both. Areas of improvement and opportunities for efficiencies are outlined in the Supporting People Financial Recovery Plan for 2005.06 the aim of which is to clear the overspend and bring about a stable financial position. Priority setting for 2006.07 financial years will need to take account of the successful implementation of this plan. The objectives outlined in the annual plan for 2005.06 therefore details the way in which the Supporting People programme needs to move forward to achieve a position of financial stability

and establish a position where all services are demonstrating strategic relevance, service quality, achieving high performance and best value for money.

In considering future strategic objectives and annual planning, Supporting People will only fund services within the allocated grant, set each year by ODPM. Therefore key strategic objectives between 2004-2009 requiring grant will be agreed based on financial affordability within the Supporting People programme grant.

Where a position of financial stability and affordability is achieved within the programme grant, Supporting People will specifically prioritise in each annual plan the strategic objectives requiring revenue funding for marginalised groups, as detailed below:

- Young People (including care leavers and teenage pregnancies)
- Substance Mis-use (covering both drugs and alcohol)
- Domestic Violence
- Offenders (including young offenders)

Only once the objectives requiring revenue funding for marginalised groups are achieved and financial resources permit, strategic priorities planned for Learning Disability, Mental Health and Older People requiring revenue funding will be identified for implementation in the relevant annual plan. All remaining groups where further research and strategic analysis is required will be considered on an annual basis.

The table below identifies the key strategic objectives for Supporting People from 2004-2009 including the necessary actions required and examples of the outcome measures that will be used to judge whether each target has been achieved.

This table is then followed with an in-depth review of each of the Supporting People client groups providing specific objectives detailing the direction of supported housing for the next 5 years.

Objective	Actions Required	Outcome Measure
1. Achieve best value for money for all services commissioned	<p>Ensure all services are commissioned following agreed Contract Procedure Rules.</p> <p>Apply 'Model for Change' across all services</p> <p>Ensure that all service reviews undertake detailed value for money analysis.</p> <p>Complete all service reviews by March 2006.</p>	<p>Increase efficiencies to reduce programme deficits</p> <p>Increase service outputs for less money</p>
2. Improve the synergy of commissioned service with the priorities of partner agencies	<p>Improve the co-ordination of planning and service delivery.</p> <p>Improve the communication across partner agencies</p> <p>Improve the effectiveness of existing support</p>	<p>Reduction in number of partners who state that they are unable to access appropriate housing support services for their clients.</p> <p>Increase the provision of move-on accommodation</p>

	<p>services in preventing homelessness</p> <p>Undertake a strategic review of floating support/ move-on and resettlement services.</p> <p>Undertake a strategic review of community alarms</p>	<p>Increase the provision for emergency accommodation</p> <p>Increase the provision for deposit and furniture schemes</p> <p>Strategic review of all floating support/ move-on and resettlement services and consider cross tenure provision</p> <p>Strategic review of community alarms and telecare strategy.</p>
--	--	---

Objective	Actions Required	Outcome Measure
3. Set commissioning priorities for all client groups using evidence based planning with emphasis on BME groups	<p>Ensure all services are strategically relevant and evidence support needs</p> <p>Commission new support services to meet identified needs that are currently unmet.</p>	<p>Increase in percentage of Supporting People funded schemes judged to meet evidenced need and demand during service review process.</p>
4. Ensure Supporting People contributes to a range of prevention strategies in Cumbria	<p>Work with Local Authorities and their partners to sustain reductions in rough sleeping and reduce the use of Bed and Breakfast hostels to accommodate families and children.</p> <p>Promote models of independent living</p> <p>Improve the quality of life and independence of vulnerable older people</p>	<p>Increase supply and access to settled housing.</p> <p>Reduce the use of temporary accommodation</p> <p>Increase the range and choice of housing for all vulnerable groups.</p> <p>Increase the proportion of older people being supported to live in their own home by 1% annually in 2007 and 2008.</p>
5. Ensure Supporting People support Local Authorities and their partners who are being measured in their success of local government targets	<p>Ensure all Supporting People services commissioned can demonstrate clear links to Local Authorities and their partners' local government targets.</p>	<p>Reduction in the level of homelessness and repeat homelessness.</p> <p>Achieve levels of rough sleeping which are as close to zero as possible.</p> <p>Reduction in the use of</p>

		<p>Bed and Breakfast hostels for families with children for longer than six weeks.</p> <p>Reduce the use of other forms of temporary accommodation</p>
--	--	--

Objective	Actions Required	Outcome Measure
<p>5. continued...</p> <p>Ensure Supporting People support Local Authorities and their partners who are being measured in their success of local government targets</p>		<p>Increase the access to appropriate accommodation and support for those who are homeless.</p> <p>Increase access to appropriate accommodation for individuals receiving structured drug treatment.</p> <p>Increase the number of people who have moved on in a planned way</p> <p>Increase the level of all under 18 teenage parents receiving supported housing to enable successful transition to an independent tenancy.</p> <p>Increase the number of people with mental health problems to lead independent lives.</p>
<p>6. Increase the number of socially excluded people who are able to access appropriate housing support</p>	<p>Ensure all Supporting People services enable fair access to housing support through the review programme and commissioning process.</p>	<p>Increase the proportion of all groups, including marginalised groups accessing Supporting People services.</p>
<p>7. Increase service user/carer participation in service development and delivery</p>	<p>Through service review enable service users/carers to influence service delivery and service design.</p> <p>Through service review enable users/carers to comment on the quality of</p>	<p>Increase the overall percentage of service users participating in service reviews</p> <p>Increase the quality of services</p>

	services being delivered. Establish an agreed service user consultation process in decision-making and establishing future priorities.	Increase service user consultation
--	---	------------------------------------

Promoting Equality and Diversity

Reward (The Race Relations Act has been enacted since 1976) would suggest: Equality and diversity issues have increasingly been recognised at a national and local level, driven by legislation and inspection, together with the realisation of the financial benefits of embracing diversity that can increase the customer base and satisfaction with services) The term equal opportunities has been part of housing practice since the 1980s, which has grown from the origins of legislation and compliance. One of the main aims has been to raise awareness of people's prejudices, eliminate unlawful discriminatory practices, promote measures to combat discrimination and improving services to black and minority ethnic people (BME), people with disabilities, women, young people, older people, lesbians, bi-sexual and gay men. Striving for equality and valuing diversity requires a sensitivity to all these differences when needs are assessed, people are consulted, services are provided and in the way that organisations are both managed and delivered.

Has the impact of the priorities in this strategy been assessed against the needs of above groups particularly to highlight any potential indirect discrimination? Also could include specific reference to how SP body is promoting equality and diversity – is there going to be a specific equality and diversity policy developed. Reference commitment towards Equality Standard perhaps.

Cumbria Supporting People are members of the Cumbria Joint Working Group on Race and Equality Issues. This group is attended by:

- Cumbria Constabulary Police Authority
- Cumbria County Council
- Cumbria Fire Service
- Social Services
- Carlisle City Council
- Carlisle College
- South Lakeland District Council
- Probation Service
- NACRO
- Magistrates Court
- Haverigg Prison
- Morecambe Bay PCT
- The North PCT's
- Impact Housing
- Carlisle Housing Association

Older People and Support

Strategic Development

Services for older people have traditionally focused on a narrow range of intensive services that support the most vulnerable in times of crisis. Whilst there is certainly the need for these crisis response services it is not enough for this to be the predominant model of service provision and the agenda has shifted to a much more preventative one. In fact, at any one time, only about 15% of older people are in immediate touch with care services: meanwhile the vast majority receive little attention. The focus is moving from prevention of illness or the need for intensive support, towards a more positive emphasis on well-being and engagement with the wider community.

The Joseph Rowntree Foundation has called for a wider range of housing options for the elderly and has recommended that ordinary homes be made more accessible in design. That extra support is provided to people so they can remain in private homes. That action be taken to make it easier for income-poor, but possibly equity-rich, older people to move from home ownership to rented accommodation, or to move to a smaller property and release much needed equity to invest for income, which would sustain a better standard of living.

The Foundation feel strongly that mixed-tenure developments for older people could help and recommend developments of extra-care homes in which some flats are for sale, some for shared ownership and some for rent.

To make this changing approach involves integrating services to provide a coherent, seamless approach in service delivery and the need for health, Planning Services, housing and social care services to work closely together.

Older Homelessness; research undertaken by the UK Coalition on Older Homelessness established that Older People are especially vulnerable due to their age and the fact that for many older people they are made more vulnerable by other issues. For example:

- Limited or no support networks
- Physical health problems and disability, which can lead to isolation and loneliness
- Mental Health problems or dementia
- Substance abuse or other addiction including gambling
- Limited literacy and numeracy. Lack of confidence in coping with bills and budgeting
- Relationship changes and a history of unresolved loss and trauma.

To ensure that the strategic direction in Cumbria for meeting the housing support needs of older homeless people is realised agencies need to work in partnership to deliver a whole systems approach to service commissioning.

Setting the Strategic FrameworkNational Strategy and Policy Context

Nationally there is now greater coherence about the important role that housing support plays in the successful delivery of health and social care services. There are a number of national policies that are shaping the nature of services for older people that must be fully considered and integrated in the development of services in Cumbria. The key documents are listed below.

NHS and Community Care Act 1990**NHS Plan****NHS Improvement Plan 2004****DOH Planning Priorities Framework****Royal Commission into Long Term Care 1999****DOH Quality and Choice for Older People's Housing****DOH 2004****Audit Commission Report, Older People Independence and Well-being the Challenge for Public Services****Local Government Act 2000****Local Strategic Partnerships****National Service Framework (NSF) for Older People**Local Strategic Context

Local strategies in Cumbria in relation to Older People when Supporting People can contribute to their success are:

Cumbria Social Services: The Commissioning Strategy for Community Care Services for Older People and their Carers. The Strategy outlines 11 Strategic Intentions including the need to expand provision of sheltered housing and provide alternative types of support for older people, to develop joint commissioning processes and to work in partnership to develop a range of services that will enable older people to live independently at home.

The Cumbria Homelessness Strategy 2003/2008 – a statutory document to meet the legislative requirements of the Homelessness Act 2002. Highlights the key issues each local authority faces in their attempt to resolve and address the needs of those who are threatened with or who actually are homeless.

Cumbria County Council

Corporate Strategy – sets out the strategic direction for 04/05 and beyond. Key Priority C, Promoting the Well-Being of Vulnerable People and Their Carers is of particular relevance to the needs of older people.

Districts Housing Strategies - over-arching documents which are consistent with national policy that review housing-related issues in a local authority's area, set out its housing objectives, establishes priorities for action both by the local authority and by other service providers and stakeholders, and sets out a clear Action Plan in agreement with the council's local partners.

Cumbria Supporting People Shadow Strategy 2002 - The Supporting People Shadow Strategy has been developed to provide an overview of the progress of the programme so far in Cumbria and identifies the vision, priorities for development, strategic links and planning mechanisms, supply analysis, needs research, service reviews and contingency planning

NHS Local Delivery Plan – Primary Care Trust plans for addressing National and Local Priorities. A coherent approach to strategic planning for health improvement and well-being.

Local Public Service Agreements (LPSA) - Cumbria County Council has negotiated a Local Public Service Agreement with the Government. Social Services will deliver improvements to meet Target 7, focused on increasing the numbers of people aged 65 and over supported intensively to live at home to 30% of the total supported by Social Services at home or in a care home. Achieving this target will also assist the authority to meet a number of national Performance Indicators.

The implications to Supporting People of this LPSA agreement are a reduction in numbers of placements of people aged 65 and over in care homes and an increase in intensive support at home. There will be a need to increase capacity in home support services and rehabilitative services to provide more opportunities for people to live at home. These services may include home care services offering rehabilitation, occupational therapy and rehabilitation services, day and respite services, services to carers, tenancy support and very sheltered housing services. More flexible approaches will need to be developed working with partners in Health, Housing, Independent sector and Voluntary and Community sectors to offer a greater range of solutions to individual needs. Supporting People is key contributory resource to ensure that the Best Value Targets as outlined previously in the strategy as set for Cumbria are achieved.

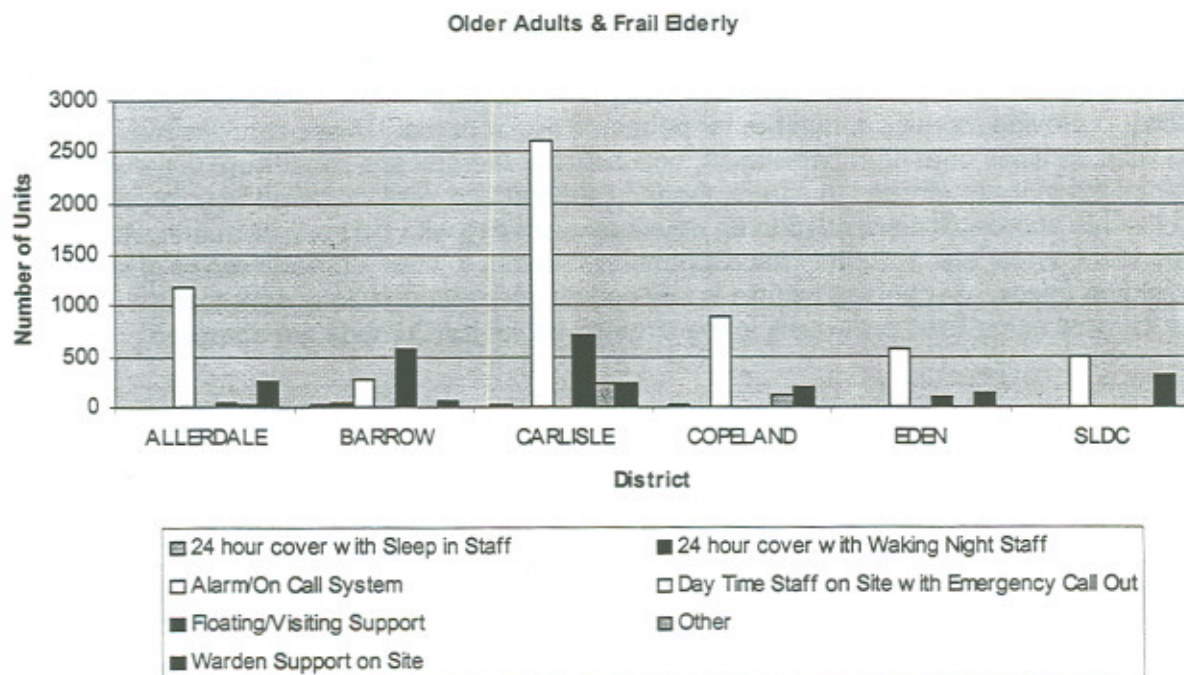
Supply Analysis

Currently £1,350,457 of the Supporting People Grant for Cumbria is spent on older people. This equates to 14% of the £9,646,122.38 2004/2005 total grant allocation.

The table below provides a district breakdown of units and spend for 2003/04.

District	Sheltered Accommodation Units	Extra Care Units	Floating Support Units	Community Alarm	Contract Value	% Of spend
Allerdale	372			950	£220,569.21	10.8%
Barrow	398			859	£177,590.11	8.7%
Carlisle	384	24	696	2660	£700,170.44	34.2%
SLDC	670	10 (further 15 from 01/05)			£507,105.12	24.8%
Eden	185	30		433	£181,131.73	8.8%
Copeland	372	24	7	914	£262,520.38	12.8%

This breakdown is presented on the following bar chart which indicates the number of units by service type for each District.



How it all fits together**Barrow**

Supported Housing in Barrow shows actual units as 398 with the ODPM typical profile 542-996 units. The low level of supported housing in Barrow has been previously noted in the Pathways Housing Needs Report and this is confirmed in the comparison with the typical profile.

There is a need for a greater range of flexible support to be delivered to older people in their own homes and increased provision of extra care. The current Extra Care/Very Sheltered (ECH) housing strategic development plan 2002-16 shows a need for 76 extra care units in the Barrow area. Discussions are ongoing regarding the development of 2 ECH in the Barrow area with an expectation that a capital bid will be made for at least one of these schemes in 2005.

South Lakeland

There is a need for a greater range of flexible support to be delivered to older people in their own homes such as floating support, community alarm facilities and assistive technology, and increased provision of extra care. There are proposals to develop 3 4 further ECH schemes in the SLDC area covering the Arnside, Grange, Ulverston and Kendal areas as well as an existing planned development at Rydal Road in Kendal.

Carlisle

In Carlisle there are 408 units of accommodation-based services including 34 units of extra care. ODPM profile is between 783 – 1439 units. Carlisle also has 696 units of floating support however there is significant doubt as to whether this information is correct and reviews that are currently underway should clarify this. ODPM profile for floating support is between 13 – 284 units.

Carlisle also has 2660 units of community alarm provision. ODPM suggest 310, however this appears very low considering the number of older people in the area.

The comparison between actual supply and the ODPM profile for older people in Carlisle reveals wide discrepancies. One interpretation, could be that in Carlisle the local need is for support to enable people to remain living in their own home for as long as possible, rather than moving into a specialist housing scheme. From this point of view many of the 1,439 units of accommodation based services the ODPM profile predicts are needed could be seen as units of floating support required to enable people to live in their own accommodation with support. There are ongoing discussions relating to the development of 2 further ECH schemes in the Carlisle area in both West and South Carlisle

Eden

Supported Housing in Eden is 215 units including 30 units of extra care accommodation. ODPM profile suggests a range between 385 – 707 units.

There are 0 units of floating support for older people in Eden. ODPM profile a range between 6 – 140 units.

There is a need to develop provision of floating support for older people in the Eden area. Discussions are taking place to identify suitable locations for further ECH schemes in the Eden area.

Allerdale

There are 372 units of supported accommodation in Allerdale and this is below the typical profile range from ODPM. There is currently 0 units of extra care provision in Allerdale and 0 units of floating support. There is clearly a need to undertake further analysis in Allerdale as regards the extent of the needs for floating support and extra care provision. Discussions are taking place to identify suitable locations for further ECH schemes in the Allerdale area.

Copeland

There are 396 units of supported accommodation in Copeland, which includes 24 extra care units. There are also 7 units of floating support.

Total number of units of supported accommodation in Allerdale and Copeland extends to 768, which is well below the typical profile range of 1270 – 2334.

There is a need to ensure equity of services across geographical areas to ensure the location of supported accommodation is appropriate. This is particularly relevant with regard to Allerdale, as there appear to be significant gaps in provision. Discussions are taking place to identify suitable locations for further ECH schemes in the Copeland area.

Home Improvement Agencies (HIA's)

Home Improvement Agencies are not for profit organisations that assist vulnerable homeowners or private sector tenants who are older, disabled or on low incomes to repair, improve, maintain or adapt their homes through the provision of advice and advocacy on legal entitlements, welfare benefits, financial matters and review all a service users housing options. Supporting People in Cumbria contributes £164,766 to the management of HIA's in Cumbria whilst the district council match fund their area HIA's to the same amount.

The Supporting People Home Improvement Strategy for Cumbria, January 2004 outlined a vision for HIA's in Cumbria and put forward the proposal to reconfigure and amalgamate the 5 existing HIA services into 1 County Wide Service covering all the 6 districts. A great deal of proactive work has been undertaken and the vision has now been largely realised with the creation of 1 HIA service covering 5 of the districts, run and managed by 'Anchor Staying Put' who were awarded the refigured HIA contract.

Allerdale District Council have terminated the contract with their existing HIA provider and discussions between Allerdale DC and Cumbria Supporting People Team are ongoing as regards an HIA service into Allerdale thus ensuring a County Wide HIA coverage. The HIA sector is a small but very important one that makes a significant contribution to the provision of services which enable those people in need of support to maintain their independence in their chosen home and contributes to a wide range of strategic agendas. In recognition of the value that HIA's provide 3-year Supporting People contracts (1st April 2004 – 31st March 2007) have been issued to Anchor to ensure core funding is secure and the service can develop in line with the evidenced needs of users.

The following table presents the funding breakdown for HIA's across Cumbria.

	HIA Funding 2004/05 (Contract Price)			HIA Funding 2005/06 (Contract Price)			HIA Funding 2006/07 (Contract Price)		
		SP	Total		SP	Total		SP	Total
Barrow	£53,762	£34,266	£88,028	£53,762	£34,266	£88,028	£53,762	£34,266	£88,028
Carlisle	£12,600	£37,000	£49,600	£12,600	£37,000	£49,600	£12,600	£37,000	£49,600
Eden	£20,000	£20,000	£40,000	£20,000	£20,000	£40,000	£20,000	£20,000	£40,000
Copeland	£24,108	£27,500	£51,608	£26,300	£30,000	£56,300	£26,300	£30,000	£56,300
South Lakeland	£30,000	£26,250	£56,250	£30,000	£35,000	£65,000	£30,000	£35,000	£65,000
Allerdale		£16,000	£16,000	*	*	*	*	*	*

* Discussions ongoing with Allerdale Borough Council

Reviews

Supporting People reviews of dedicated older persons provision have not yet commenced and are timetabled to begin in February 2005.

As the majority of Older Persons services fall below the upper quartile as regards cost it was considered appropriate during the implementation stage of the Supporting People programme that sheltered accommodation and community alarm provision should be reviewed in the 3rd year (2005/06) of the programme.

As sheltered accommodation is regarded as a 'home for life' it will be crucial that the reviews of sheltered accommodation take place within the context of a wider 'best-value' review of sheltered accommodation.

Reviews of older persons services will also form part of the wider strategic agenda generally in line with the community alarm/assisted technology strategy to be undertaken in 2005.

Market Capability

In line with the emerging modernisation agenda within health and social services and the associated intent to consider the increased utilisation of assistive technology to enable people to remain at home it is the intention of Cumbria County Council to develop a strategy for Assistive Technology/Telecare in 2005. It is not yet clear whether the existing providers of community alarm and older persons service provision will have the capacity to meet the future needs therefore the Supporting People Team will be working closely with Social Services to develop a joint approach to commission Community Alarm Services.

It is recognised that recruitment difficulties exist in Cumbria within the care and support sector and creation and expansion of any scheme may only serve to employ staff from existing care/support agencies rather than increasing the pool of available labour thus applying more pressure on the existing services. With this in mind it would seem more appropriate to seek opportunities to jointly commission services utilising existing home care staff to carry out housing related support in addition to their core tasks. Utilisation of these staff when they are not occupied to carry out housing support would ensure continuity of staff for the service user, guaranteed hours of work for the employee and more consistent shift patterns and would provide a seamless frontline service with efficient resource allocation.

The Demographic Challenge

It has been established through the research the Pensions Commission, Audit Commission and the Department of Health have undertaken that an ageing population presents some intractable issues for the provision of housing, care and support to the elderly.

Information from the national population Census of 2001 is now available and local demography is presented below for people aged 65 and over are as follows:

District	County	Allerdale	Carlisle	Copeland	Eden	South Lakes	Furness
<i>Census Numbers</i>	89330	17071	18019	11389	9295	21541	12015
Cumbria Commissioning Strategy		(17000)	(18400)	(11200)	(9000)	(21400)	(11200)

Age	England and Wales	Cumbria	Allerdale	Barrow	Carlisle	Copeland	Eden	South Lakeland
65+	15.9%	18.2%	18.3%	16.8%	17.9%	16.4%	18.7%	21.1%

ONS 2001

Compared to England and Wales, Cumbria has an ageing population with a higher number of people aged over 65 years old living in the county. There is a natural change loss of more deaths than births however increases in inward migration are resulting in a population increase on the whole. This is possibly a reflection of the areas popularity as a retirement area however this needs to be viewed within the Cumbria context of lack of employment and career opportunities there are in the County for younger people.

The demographic picture highlights three options regarding the housing options for older people:

- Moving from one residence to another as health and dependence changes.
- Adapting homes so that older people do not necessarily need to relocate.
- Where older people choose to remain at home with no adaptations but with increasing support from carers.

The options are not a comparison; rather they take what is the "best fit" for the individual older person based on their choice.

Priorities for the next 5 Years

It is vital that the Supporting People Strategy supports the wider strategic agenda and that there is a mutuality of aims and objectives across Health, Social Services and Housing.

Through extensive research 3 main priorities have been identified for Older People living in Cumbria. These priorities have been established via a methodology of the desktop research of existing research and policy documentation, unmet needs questionnaires and consultation with partners and stakeholders.

They are as follows:

- *Increased provision of Extra Care/Very Sheltered Housing*
- *Development of Virtual Extra Care Village Model*
- *Dedicated Floating Support for Older People*

Priority 1 – Increased provision of Extra Care/Very Sheltered Housing

Need and Demand

The current Cumbria County Council Social Services Very Sheltered Housing Development Plan 2002-2014 is fully supported by Supporting People, which demonstrates need across all of the six Districts in Cumbria.

The need and demand for the development of Extra Care/Very Sheltered Housing Scheme in the South of the County has been seen as particularly important.

Supporting People has already given its commitment to the development of a proposed development of an Extra Care Housing scheme on Rydal Road in the Sandylands area of Kendal planned for 2007.

The Very Sheltered Housing Strategy also identifies Barrow as a priority area however difficulties in securing a suitable site have resulted in Barrow BC losing capital funding for a previously proposed (as evidenced in Barrows Housing Strategy of 2002) 37 unit very sheltered scheme. Another site is being pursued as an option currently and the Housing Corporation appear to remain supportive of such a scheme pending further research into the site suitability and confirmation of Supporting People revenue funding.

Priority 2 - Development of Virtual Extra Care Village

Whilst the provision of building based extra care is seen as important in meeting the needs of older people, the ability for older people to remain within their own home is crucial in ensuring older people have choice over their housing tenure and geographical location whilst retaining full and active involvement in their community.

The development of a Virtual Extra Care Village Model in Cumbria is currently being explored and discussions are ongoing with district councils, service providers and service users to establish how to progress this further.

Virtual Extra Care is seen as an appropriate and proactive model of service provision and entails coordination of domiciliary care, health care, housing support, housing grants agency, assistive technology and informal care and support.

This simply means that people would receive the equivalent extra care type service but would not have to move home to benefit from such provision. In line with the preventative agenda, via a well co-ordinated system of technological and care and support resources agencies would work seamlessly to deliver the appropriate support to the person within their home.

Priority 3

Pursue the appropriateness of Dedicated Floating support for Older People

It has been established that the provision of floating support for older people will enable people to remain in their home whilst increasing capacity in home care through the creation of housing related support and recruitment of tenancy support workers.

At this stage this is perceived as a County Wide need however further supply and needs analysis is required to focus further as to the geographical location and size of such a scheme.

The following definitions present the way in which a social inclusion approach to housing related support as described in Chapter two will be achieved over the next 5 years for Older Adults.

Cumbria 5 Year Priorities for Older People

What is Needed	Where & why is this needed	How could this be provided	SP Grant
Increased provision of extra care/very sheltered provision. Further investigation is required to establish the need for extra care in rest of county.	Identified and evidenced initially as priority in South Lakes and Barrow due to high level of older and ageing population in relation to current low level of this type of provision.	Jointly Commissioned extra schemes and commitment of SP revenue to current developments in Kendal and Barrow.	Kendal £37,552 From 1 st October 2006 for 37 units
Development of virtual extra care village	County Wide need to enable, older people to remain in their homes rather than need to move to building based services to receive the care and support they require. Current provision is very building based and numbers of people in residential care need to be reduced. There are limited levels of home-based floating support for older people in Cumbria.	Jointly commissioned and coordinated service model development as funding becomes available.	Re-configure existing floating support services for older adults.
Increased provision in dedicated floating support for older people	County Wide need, as Supply is currently very low and non-existent in some districts and disproportionate to client population.	Commission as funding becomes available	Low 5 units @ £3900 High 10 units @ £37,440
Comprehensive Needs Analysis throughout Cumbria.	Supply lower than typical profile and disproportionate to client population refer pages 7 & 13 this document.	Joint Commissioning SP/ CICB	Nil
Strategic Review of	To establish options for	Joint working with	Nil

Sheltered Accommodation	potential remodelling pending reviews	Strategic Partners.	
Strategic Review of Community Alarms	To establish options for potential remodelling pending reviews and to make strategic link to Social Services Telecare strategy.	Joint working with Strategic Partners.	Nil

Older People and Support Bibliography

Coming of age: opportunities for older homeless people under Supporting People. Homeless Link UK

Pension Commission Report (2004)

Joseph Rowntree Foundation, Press Report September 2004

Audit Commission Report, Older People - Independence and Well-being
The Challenge for Public Services 2004

People with a Learning Disability

Strategic Development

Housing and support services for people with learning disabilities in Cumbria have been transformed over the past decade. There has been an increase in the extent and variety of housing and support services based in the community.

Much has been achieved and yet more still needs to be done. The extent of current housing provision falls far short of demand and need, and frequently places heavy demands on some family carers, particularly older carers. People with learning disabilities still have restricted choice and opportunity to live independently. The quality of life experienced by many people with learning disabilities living in community – based housing is also diminished by support services, which continue to fall short of the aspirations underlying current policy.

Most people with learning disabilities live with their families. Often they leave the family home only as the result of a crisis such as the illness or death of the carer. Planning ahead to move to more independent living is not always possible as the appropriate housing, care and support options may not be available. With growing numbers of people living with older carers, the Government wishes to see better forward planning by local councils so that carers do not face continuing uncertainty in old age and their sons and daughters gain greater independence in a planned way. There is particular concern about the position of people with learning disabilities living with older carers aged 70- and over. They and their families need to be able to plan for the future in good time.

National Strategic Context

The main national strategic direction and policies that are shaping services for people with a learning disability are:

DOH Valuing People (A New Strategy for Learning Disability for the 21st Century)
March 2001 Extracts below

ODPM Housing and Support Options for People with Learning Disabilities November 2002

Valuing People set out 2 main objectives;

- To enable people with Learning Disabilities and their families to have greater choice and control over where and how they live.
- To enable people with Learning Disabilities to lead full and purposeful lives within their community and to develop a range of friendships activities and relationships.

Local Strategic Context

Cumbria Housing Strategy for people with a Learning Disability 2003 Aims;

- Expanding the range of Housing Care and Support options
- Review the range and pattern of current housing, care and support provision
- Link and working with the Supporting People Core and Locality Strategy Development Groups
- Planning how to expand choice for individuals through a mixture of housing, care and support service options
- Giving a genuine opportunity for individuals and their families to choose, and to respect their preferences
- Joining with neighbouring authorities to encourage the development of a greater range of provision
- Working with local housing authorities to develop local housing strategies, Hips, lettings systems, housing advice services and improve home adaptation services

- Implementing where possible the ODPM guidance on care and support options for learning disabilities.

The Cumbria Integrated Commissioning Board now commissions and develops services for people with a Learning disability throughout Cumbria using pooled Social Services and Health funding. The board has developed capacity through appointing a Commissioning Manager, 2 Assistant Commissioners, a Valuing People Support Officer, and a Person Centred Planning Co-ordinator.

Priorities for Development 2003-2006 include;

- People who use services, family members, friends and unpaid carers will be involved in planning and monitoring services
- A wider range of residential accommodation will be developed with a greater emphasis on supported living.

Supply Analysis

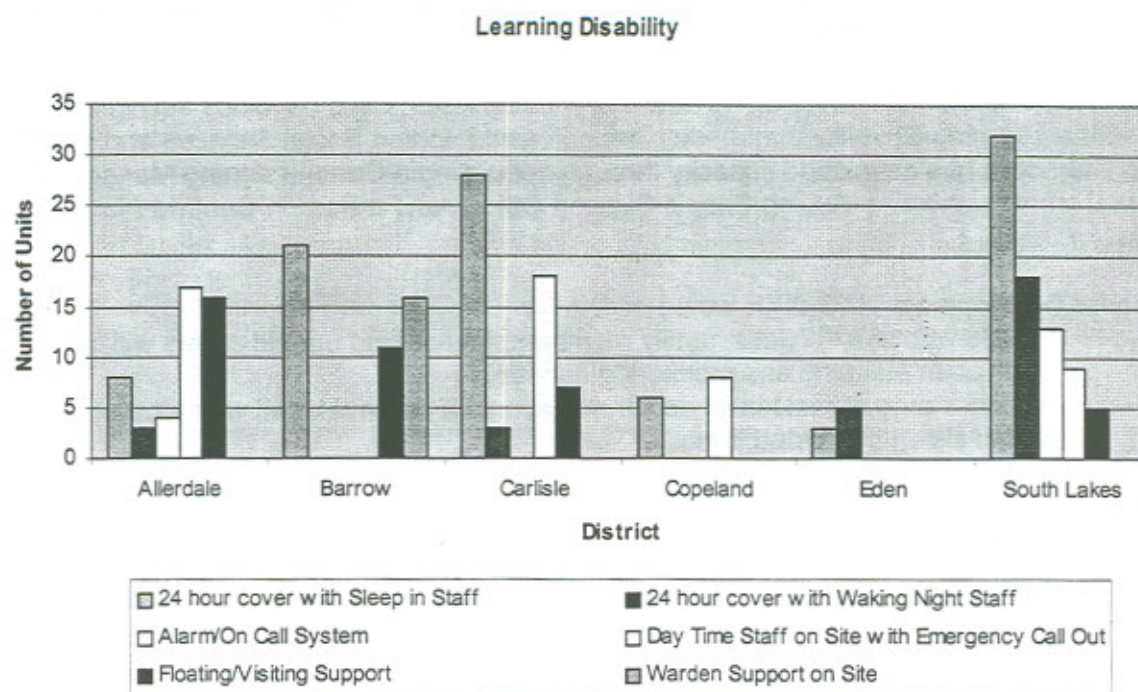
Table 1 Supply and Expenditure by District

District	SH units	FS units	Contract Value	% of spend	% SH	% FS
Allerdale	28	2			13.8	6.9
Barrow	39	-			19.2	0
Carlisle	41	18			20.2	66.7
Copeland	14	2			6.9	6.9
SLDC	78	5			38.42	18.5
Eden	3	-			1.48	0

Key:

SH = Supported Housing

FS = Floating Support



Comparison by District of supply and needs information for Learning Disability Services within Cumbria using current supply data, ODPM Typical Regional Supply Profiles and Demographic Data (1998) provided by the Integrated Commissioning Board. Where ODPM indicate High and Low Typical profiles I have used the median. The information presented should be viewed as a general comparison that will give comparison of supply distribution linked to population distribution. The data source for the ODPM Typical Profiles has never been made clear, therefore the comparisons with actual supply are a very general guide, and of limited value in identifying actual gaps. A comprehensive needs analysis would a more sound method of identifying gaps.

Allerdale

254 people with a learning disability reside in Allerdale. This represents 22.3% of Cumbria total learning disability population.

Current supply is 28 (13.8%) Supported Housing units and 2 (6.9%) Floating Support units. Figures in brackets are % of Cumbria Supported Housing and Floating support units

ODPM Typical Profile is 49 Supported Housing units, 1.5 Floating Support units.

Based on the current supply, typical supply profile, and the demographic data there is an undersupply of Supported Accommodation. An increase in floating support units may be appropriate to meet some of the need if it is not possible to develop or commission supported housing.

Copeland

117 people with a learning disability reside in Copeland. This represents 10.3% of Cumbria total.

Current supply is 14 (6.9%) Supported Housing units and 2 (6.9%) Floating Support units
ODPM typical profile is 35 Supported Housing units, 1 floating support unit.

Based on the current supply, typical supply profile, and the demographic data there is considerable undersupply of Supported Accommodation. An increase in floating support units may be appropriate to meet some of the need if it is not possible to develop or commission supported housing.

Carlisle

246 people with a learning disability reside in Carlisle. This represents 21.6% of Cumbria total.

Current Supply is 41 (20.2) Supported Housing units and 18 (66.7%) Floating Support units.
ODPM Typical profile is 52 Supported Housing units and 2.5 Floating Support units.

Based on current supply, typical supply profile, and the demographic data the current supply fits with demographic distribution for supported housing, though it is under the median for typical profile. Floating support provision is significantly higher than any other district.

Eden

75 people with a learning disability reside in Eden. This represents 6.6% of Cumbria total.

Current supply is 3 (1.5%) Supported Housing units and 0 (0%) Floating Support units.

ODPM Typical profile is 25 Supported Housing units 1.5 Floating Support units.

Based on current supply, typical supply profile, and demographic data there is a considerable undersupply of supported housing and no floating support provision to address the unmet need.

South Lakeland

141 people with a learning disability live in the South Lakeland area. This represents 12.4% of the Cumbria total.

Current supply is 78 (38.4%) Supported Housing units and 5 (18.5%) Floating Support units

ODPM Typical Profile is 54 Supported Housing Units and 2.5 Floating Support units.

Based on current supply, typical supply profile, and demographic data supply of supported housing units is disproportionate given population and supply distribution.

Barrow

270 people with a learning disability reside in Barrow. This represents 23% of the total Cumbria population.

Current supply is 39 (19%) Supported Housing Units, 0 (0%) Floating Support Units

ODPM Typical profile 37 Supported Housing units, 1 Floating Support unit

Based on current supply, typical supply profile, and demographic data supply is relatively proportionate with population and supply distribution

Group Homes Re-provision

Since the introduction of Supporting People the de-registration process for Group Homes has begun and this will significantly increase the number of supported living units, again mainly in the South. This increase is in line with and fits Best Value targets, Valuing People and national and local strategies. The supply data in the table above and the district comparison does include the Kendal and Ulverston group Homes but does not include the Barrow and Carlisle Group Homes as they are not currently being funded by Supporting People. The future revenue funding of the Barrow and Carlisle group homes, that are in the process of de-registering, is an issue that must be taken into consideration.

How It All Fits Together

The District comparisons are based on current supply, the ODPM Typical Profiles provided in 2003, and the demographic data from 1998. Comparisons based on this are only a starting point and give a general indication of proportionality regarding distribution of services in Cumbria by district. In the run-up to the introduction of Supporting People, planned services were developed but this process was inhibited and limited by differing District Housing Benefit interpretation of Transitional Housing Benefit. This has meant a distribution of services throughout Cumbria that is not based on identified need.

ODPM profiles for floating support are low and the statistical base for the profiles pre-dates the development of floating support schemes in the lead up to the introduction of Supporting People. A case can be made for floating support to be expanded or developed in West, South and East Cumbria. The link between floating support and accommodation for people with a learning disability needs to be examined in more depth. Where there is supported accommodation, floating support could be seen as means to back up move-on to more independent living. Floating support could temporarily fill gaps where there is an established need for supported accommodation but a lack of revenue/capital funding to develop schemes. Floating Support could meet low to moderate need in social housing or other tenures and put less pressure on supported accommodation schemes.

Review Programme

The Supporting People review programme will make a significant contribution towards ensuring that only good quality, responsive and cost effective services are commissioned. The reviews of Learning Disability services in Cumbria currently underway demonstrate the potential and need for joint commissioning, planning and development work where there are integrated services. The Supporting People reviews and quality framework promote enabling practice, and continuous improvement through support planning that reflects and includes a person centred approach.

The review programme will allow for the establishing of benchmarks as they apply to performance and value for money and facilitate the development of service models that define the range and amount of appropriate housing related support based on assessed need.

Demography

Demographic issues for people with a Learning Disability in Cumbria that are worth highlighting include:

- People with Learning Disabilities are living longer as health care improves. This puts more pressure on supported living capacity.
- Growth in School leaver population, complex issues, carer fatigue, puts even more pressure on supported accommodation. (advised by CICB Manager).
- In September 1999 417 children and young people with severe or profound learning disabilities were known to Cumbria Education Service. (refer to table 3A in Appendix)

Market Capability

There is a range of providers in Cumbria providing varying levels of service these include:

- Cumbria Care is the internal provider for Cumbria County Council and they provide housing related support and domiciliary care throughout Cumbria.
- The Oaklea Trust provides a range of housing related support and domiciliary care services in South Lakeland And Barrow areas.
- MBPCT provides housing related support and domiciliary care in the Barrow area
- The Glenmore Trust provides supported accommodation and floating support in Carlisle and supported accommodation in Eden
- West House provide supported accommodation and floating support in West Cumbria
- Carr-Gomm is a national provider who provides supported accommodation in West Cumbria
- Impact Housing provides supported accommodation in Workington

Supporting People is developing an approved provider list. There is a range of other smaller providers and the provider base is being expanded through open tendering and joint commissioning with Social Services.

Priorities for the next 5 Years

What is needed?

As a consequence of the supply analysis, it is clear that, comparatively, there is an undersupply of Supported Accommodation in West Cumbria and Eden and to a lesser extent Carlisle. Comparing supply with the demographic data on district population indicates a significant disproportion of distribution for supported accommodation throughout Cumbria. Improved healthcare has meant that people with a learning disability are living longer therefore supported accommodation is stretched to accommodate school-leavers with complex needs which places pressure on older carers. Commissioners and providers agree that the developing of or expansion of floating support schemes is a priority.

Strategic and Planning.

The strategy should provide a means of working over the next 5 years towards a more equitable distribution of high quality, cost effective services that meets needs. A comprehensive needs analysis would be a major step towards confirming and establishing where the unmet need is and how it could best be met.

Commissioning Services

Supporting People to work in partnership with the Integrated Commissioning Board towards developing Joint Commissioning processes for integrated services. Supporting People to work with the Integrated Commissioning Board to identify areas of unmet need and plan a commissioning strategy to address those needs.

Cumbria 5 Year Strategy Priorities

What is needed	Where & why is this needed	How could this be provided	Projected Costs to Supporting People
Commission services that are high quality, responsive cost effective and contribute to the Cumbria strategic context and the Valuing People and Preventative and Promoting Independence agendas.	Throughout Cumbria	Work in Partnership with the CICB	
Development of Supported Accommodation in Allerdale and Copeland	Supply is low and disproportionate to population	Joint Commissioning SP/CICB	Low 5 units £56k Low 10 units £113k High 5 units £125k High 10 units £250k
Development of Supported Accommodation in Eden	Supply is very low comparatively and disproportionate to client population	Joint Commissioning SP/CICB	Low 5 units £56k Low 10 units £113k High 5 units £125k High 10 units £250k
Development of Supported Accommodation in Carlisle	Supply lower than typical profile and disproportionate to client population	Joint Commissioning SP/ CICB	Low 5 units £56k Low 10 units £113k High 5 units £125k High 10 units £250k
Comprehensive Needs Analysis throughout Cumbria Suggested in Year 4	To accurately identify unmet need and develop a commissioning strategy to address the need	Jointly commissioned with CICB Year 4 may be too late given time to undertake and plan following the needs analysis	
Develop a Floating Support service in Barrow	Barrow has no service and has established need	Commission as funding becomes available	Low 5 units £36k Low 10 units £73k High 5 units £200k High 10 units £406k
Expand the floating support service in SLDC	Current service has established greater need than current capacity	Re-configure and extra fund if available	

Develop and Expand Floating Support in Allerdale and Copeland	Current capacity only 2 units each district	Commission as funding becomes available	Low 5 units £36k Low 10 units £73k High 5 units £200k High 10 units £406k
Develop a Floating Support scheme in Eden	No current floating support in Eden	Commission as funding becomes available	Low 5 units £36k Low 10 units £73k High 5 units £200k High 10 units £406k
Promote access to supported living schemes for vulnerable young people for school-leavers (young People) with a mild learning disability.	Lack of supported accommodation throughout Cumbria	Work with providers, referrers and partner agencies to promote and monitor.	
Develop supported housing schemes in Ulverston And Windermere	The Ulverston scheme is privately financed and scheduled for 2005/6. The Windermere scheme would serve Central Lakes area	Funding Availability	Low 5 units £56k Low 10 units £113k High 5 units £125k High 10 units £250k

People with a Learning Disability Bibliography

DOH Valuing People (2001)

ODPM Housing and Support Options for People with Learning Disabilities November 2002

Cumbria Housing Strategy for People with a Learning Disability (2003)

Mental Health**Strategic Development**

Research has strongly supported for many years that people with mental health problems require support in maintaining their tenancies.

Tenancies often fail due to the pressure and lack of support networks to assist the tenant in maintaining a tenancy.

Good housing and good social support is recognised as a need for people with mental health problems to promote their independence.

Many adults with a mental health problem can struggle to cope with the transition from hospital and sudden independence.

Daily living skills are often lacking such as handling money and budgeting, cooking, general house duties, setting up a home and dealing with utilities, relating to neighbours and the community they live in.

National Strategy**1998 – Modernising Mental Health Services**

Prioritised three key strategic aims, safe, sound and supportive services. Promised major investment in services

1999- National Service Framework for Mental Health

Set out essential services for Cumbria such as crisis intervention, assertive outreach and early intervention. There are seven standards that must be achieved via the Local Individual Trusts. They are promotion, primary care, and access to services, severe mental illness, carers and preventing suicide.

2001- Reform of the Mental Health Act White Paper

Sets out the intention to introduce community treatment orders.

2002- National Care Standards Commission

Set up to regulate residential care and domiciliary care. It is independent of local authority and imposes much higher standards to achieve than in the past. It has just recently changed its name again to CSCI as part of modernisation and change bringing in even more powers.

2002- Modernisation of Mental Health Services

Pressure now on to close failing National Health Services, these would be identified and a plan made to replace these with more efficient modern services in the community. This may involve joint commissioning of services and a partnership approach.

2004- Mental Health and Social Exclusion Report

Designed to reduce social exclusion among adults with mental health problems. The project focused on people of working age and considered two main questions. What more can be done to enable adults with mental health problems to enter and retain work? Also, How can adults with Mental Health problems secure the same opportunities for social participation and access to services as general population?

Local Strategies for people with Mental Health problems in Cumbria

Best Value Report of Mental Health Services

The County established the Cumbria County Council best value process within its contracting culture. This is being extended to all contracts. The success of Cumbria's best value pilot bid was a culmination of the Authority's policy decision to differentiate the functions of purchaser, provider, policy and performance (inspection / monitoring). This was developed across the Authority via different mechanisms such as compulsive competitive tendering, service level agreements and the establishment of in-house cost effective provider units. The Best Value Action Plan set targets to increase the number of people with mental health problems supported in the community from 2 to 6 per 100,000 working age adult population by 2006.

Eden Valley PCT

Mental Health Commissioning paper (July 2003). It recommends closure of two acute wards and the creation of a big heavy-duty acute ward at Carlton Clinic. The closure of a number of specialist wards and re provision into community based services. The release of resources will be directed to Community Mental Health Teams being the centre of National Health Service Mental Services with new functions: crisis response, early response and assertive outreach.

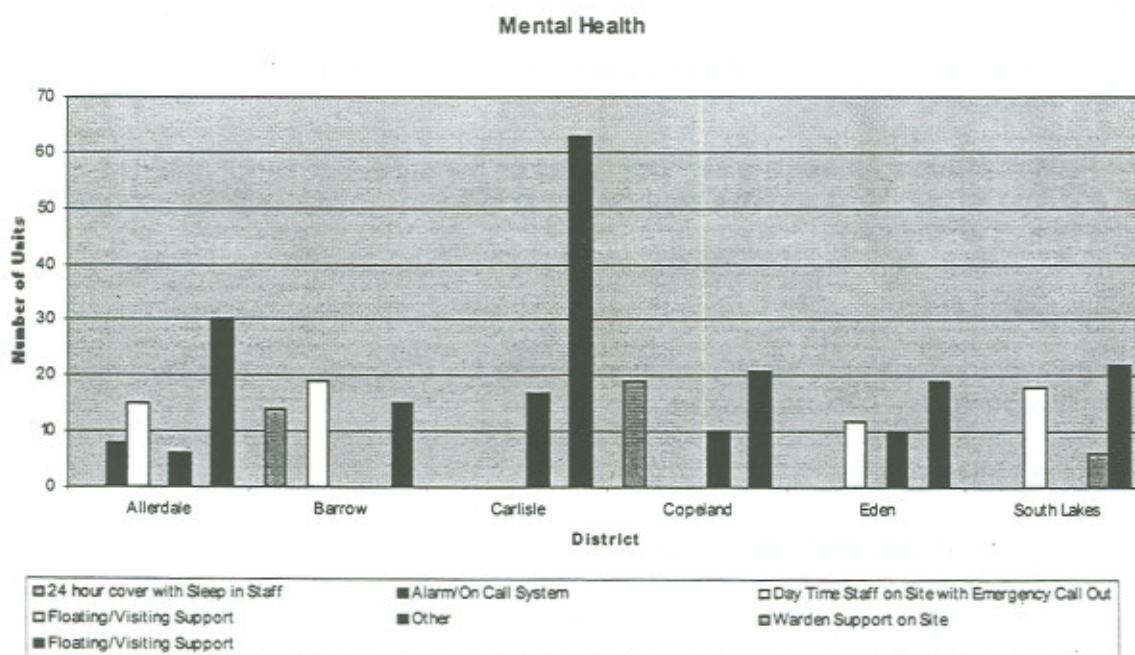
North Cumbria Mental Health Implementation Plan (2003)

North Cumbria's long term plan of service implementation and service delivery for the future. Also looking at the re provision of existing services.

Morecambe Bay Primary Care Trust Strategy- "Building a new kind of Service" (2003)

South Cumbria's long term plan of service implementation and service delivery for the future. Also looking at the re provision of existing services.

Supply Analysis



The total amount of Supporting People funding currently invested in Mental Health is £1.3 million represents a total of 13% of the total SP Budget for 2004/05

Developments identified since The Supporting People Shadow Strategy

How it all fits together

Market Capability

There are presently many agencies in Cumbria providing varying levels of service for people with Mental Health Problems.

- Croftlands Trust is a local charity to North Cumbria who provides a valuable service for service users with mental health problems, providing floating support, accommodation services and day services.
- Carr Gomm is a large national provider that operates in South Cumbria.
- Stonham is a large national provider that operates in South Cumbria.
- Mental Health Matters provide services in Eden.
- Morecambe Bay Primary Care Trust currently operate one scheme in South Cumbria managed by National Health Service
- Mind, is a local charity to Barrow in Furness that manages a scheme and is valued by its users
- Cumbria Care operates a floating Support scheme in South Cumbria

In relation to Mental Health key issues are:

- Increasing elderly population
- Decreasing old long stay client group
- Increasing multiple needs group
- Continuing urban drift
- Static Carlisle population

Review Summary

Many of the mental health schemes have been reviewed across the County and some are currently still undergoing review.

There is a healthy demand for existing services based on current performance returns for; utilisation and throughput. Most services are performing to a very good level in all aspects achieving a level C on the QAF.

Performance – 2003 /04

Availability on average for Mental Health schemes across the County for Availability, Utilisation, and Staffing is around 80 – 90% on average.

Priorities for the next 5 Years

The following priorities have been agreed split into North and South. They were agreed with providers, Cumbria Social Services, Primary Care Trusts, North Cumbria Mental Health Trust, Morecambe Bay Primary Care Trust and Service Users.

Cumbria 5 year strategy priorities

What is needed?	Where & why is this needed?	How Could this be provided?	Projected Cost to Supporting People
To increase the number of socially excluded people who are able to access appropriate housing support.	Ensure that all Supporting People services enable fair access to housing support through the review programme and commissioning process.	Increase the proportion of people with mental health problems accessing Supporting people services.	Nil
Additional supported accommodation in East and West Cumbria.	East & West Cumbria development of units and move on accommodation as identified by the review project in the annual plan.	Developed through joint commissioning as required.	
Ensure that stronger links are made with provider's signposting service users to training, development, and employment.	Ensure close links with social exclusion report and ODPM guidance.	Through strategic review and ODPM guidance on social exclusion report.	Nil
Additional supported accommodation in South Cumbria	The Windermere / Ambleside/ Ulveston/Barrow areas for enduring mental health clients with higher needs	This would be a 24 Hour service and would be jointly commissioned and jointly funded by SP, Health and Social Services.	
Additional Floating Support units.	Priority area Barrow to provide a mixture of long and short-term support to meet the varying needs of clients.	This would be an additional 10 units of floating support with 5 short term units and 5 longer term units funded by supporting people to look at housing related support needs of tenants with mental health problems.	

Mental Health Bibliography

Mental Health Exclusion Report (2004)

Croftlands Trust Strategic Analysis plan (2002 / 2003)

Sainsbury Centre Briefing 26 (2004)

Mental Health Issues by Peter Beresford (2004)

The Mental Health Foundation document (2004)

Young People and Care Leavers

Strategic Development

How does supported accommodation help young people?

Specific services are needed for homeless and potentially homeless young people, as young people may have specific needs related to their age, recent experiences of family disruption, conflict or experience of the care system, but may not have the skills to deal with these issues and maintain a tenancy without support.

Due to lower incomes and unemployment, many young people have severe problems with finding affordable accommodation. Restrictions in levels on Income Support and Housing Benefit for under 25 year olds, and lack of entitlement to Income Support for most 16 and 17 year olds, have contributed to increased homelessness amongst young people. There is a lack of accommodation and support for young people across Cumbria and local RSLs are reluctant to house 16/17 year olds mainly because of the management implications. District Councils' homeless sections are facing great difficulty in finding provision for their homeless cases and often have to resort to the voluntary section, such as Nightline to provide emergency accommodation. Young homeless people have difficulties in finding suitable hostel accommodation as some will not accept 16 or 17 year olds and the existing hostel provision for single men in the county is not usually appropriate for homeless young people.

Care leavers face particular difficulties with finding somewhere to live; homelessness and sustaining independent living remain significant problems. However, services that meet the needs of vulnerable 16 or 17 year olds who may become homeless will be very similar to those required by care leavers.

Strategic and Policy Framework

National

Quality Protects – The Government's Objectives for Children's Social Services

Objective 5 is to enabling young people leaving care to live successful adult lives by making sure that young people leaving care are living in good accommodation at the age of 19.

National Service Framework for Children, Young People and Maternity Services

The Children's NSF, published on 15 September 2004, sets standards for children's health and social services, and the interface of those services with education.

Supporting People – Independent Review, 2004

Robson Rhodes, in his independent review of Supporting People Programme recommends that ODPM with others should give considerations and measures to establish and protect adequate levels of funding and provision for clients.

Local

Cumbria County Council Corporate Strategy 2002/5

Supporting vulnerable people is an objective of this strategy that specifically recognises the importance of improved support for young people.

The Children (Leaving Care) Act 2000

This Act imposes a duty on Cumbria County Council to support relevant children by providing them with or maintaining them in suitable accommodation. The Cumbria Adolescence Resource Team (CART) undertakes this duty.

Local Authority Housing Strategies

Local Authorities have a duty to house homeless 16 and 17 year olds who are not defined as 'relevant children' under the Children (Leaving Care) Act 2000. Local authorities across Cumbria have identified an increase in the number of 16 and 17 year olds presenting as homeless since July 31st 2002.

South Lakeland District Council Young People's Housing Strategy, 2003 - 06

Reducing homelessness, increasing the amount of affordable housing and related support and improving access to accommodation and support services is a strategic priority.

Supporting People Shadow Strategy

A key urgent priority of the Supporting People Shadow Strategy for Cumbria is to expand floating support for all client groups.

A key priority of the Supporting People Shadow Strategy for Cumbria is reducing homelessness.

Cumbria Homelessness Strategy

The strategy highlights the need to increase the provision of suitable accommodation across the county for young people and to further look at the support provided, including floating support. Through the Homelessness Strategy Implementation Plans of the District Council's, strategic targets have been set to prevent young single homelessness. Cumbria Homelessness Strategy has identified that single young homelessness and levels of repeat homelessness are key issues in Cumbria.

Connexions

Connexions is the government's support service for all young people aged 13 to 19 in England. The service aims to provide integrated advice, guidance and access to personal development opportunities for this group and to help them make a smooth transition to adulthood and working life. Dealing with homelessness is an essential part of their work and an objective of the Cumbria Connexions Delivery Plan is to:

"Ensure that young people experiencing difficulties with housing are given advice and support"

Supply Analysis

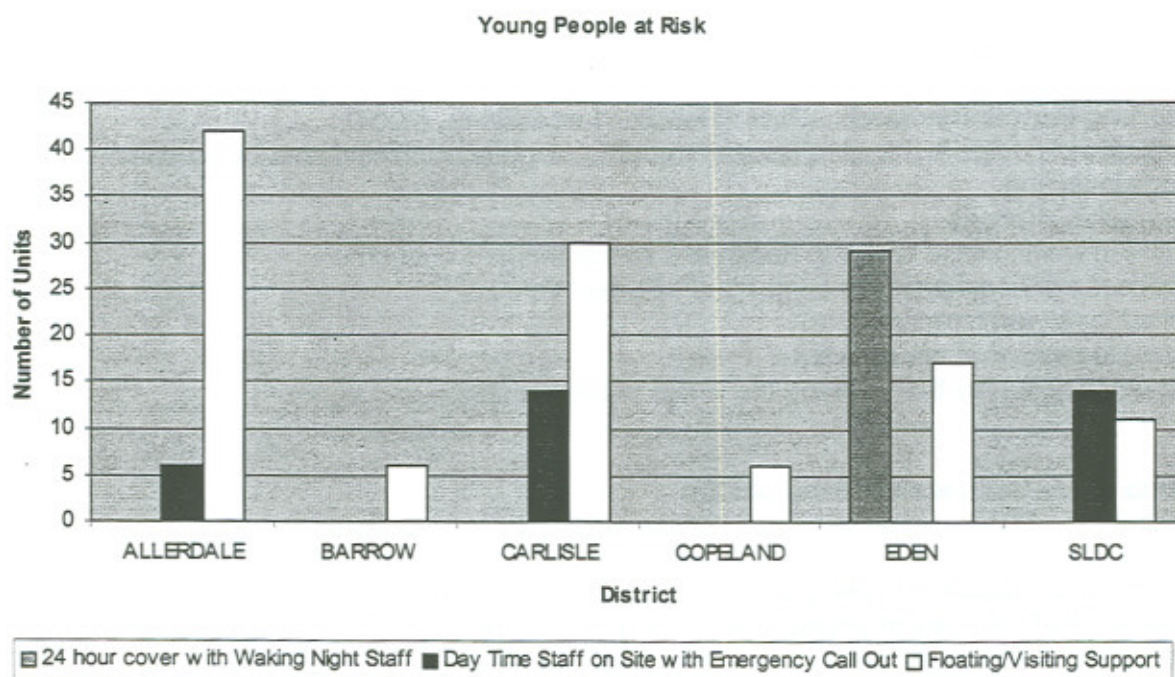


Table 1 – Provision by District

District	No of Units	Type of Scheme	Contract Value	SP Client Group %
Allerdale	37	FS & Accom Based FS	£98,814.63	10.09%
Copeland	18	FS & Supp Accom	£121,490.75	16.11%
Carlisle	38	FS & Supp Accom	£103,829.26	13.76%
Eden	35*	Supp Accom	£256,970.26	34.07%
Barrow	17	Accom Based FS	£46,121.21	6.11%
SLDC**	34	FS & Supp Accom	£149,790.68	19.86%
Total	179		£777,016.79	100%

*King Street Flats included but no longer in operation

**Not including Pipeline Scheme

Pipeline Scheme

SLDC	6	Impact HA (Ulverston)	Supp Accom	£18,450.00
------	---	-----------------------	------------	------------

The amount of Supporting People Grant for this client group is 8.06% (pipeline scheme not included)

The provision has increased since the Shadow Strategy by 15 units in the Foyer in Eden.

How it all fits together

Supporting People Research – Peter Fletcher Associates, (2004)

The research findings highlighted issues through a range of qualitative and quantitative methods including:

Demographic changes

Changes in waiting lists, housing, health and social services over time

Comparisons of homelessness numbers (P1E) over time

Evidence in research reports

Numbers in plans that are relevant

A multi-agency survey that covered the whole of the county

Cumbria Homelessness Strategy (2003)

Highlighted the high increase in homelessness amongst young people.

Cumbria Rural Housing Trust, (2001), Young People and the Future of Regeneration: the life chance and choices of young people in the Cleator Moor SRB area – Highlighted the housing support young people require to maintain their tenancies.

Sewell, Zoë & Centrepont, (2001), Cumbria – Housing and Support Needs of Young People: Revised Strategy Report, - Comprehensive action plan highlights that emergency accommodation and support required across Cumbria.

Centrepont, (1998), A study into a rural network of supported housing for young people in the Eden Valley,

A report and strategy highlighting the issues in Eden

Review Summary

Impact Housing Association provides the majority of the services for young people in the County. The following services have been recommended for re-commissioning:

- Workington and Salterbeck Supported Accommodation, Allerdale
- Young People at Risk, Copeland
- Close Street Young Persons Accommodation scheme, Carlisle
- Close Street Young Persons Floating Support scheme, Carlisle
- Appleby Flats, Eden
- Westgarth Close Flats, Eden
- The Old Fire Station, SLDC

The following service has been recommended for decommissioning due to the service not being provided:

- King Street Flats, Eden

The remaining schemes for young people will be reviewed in 2005:

- The Foyer, Eden
- Bakewell House, Supported Accommodation, Whitehaven
- Project John, Supported Accommodation, Barrow

Market Capability

There are presently three organisations providing supported housing services specifically to young people in Cumbria:

Impact is a Charitable Housing Association based primarily in Cumbria. It was founded 27 years ago and now houses nearly 2,500 households and provides a wide range of housing including floating support and supported accommodation for a range of client groups. Impact provides services in all areas of Cumbria apart from Barrow-in-Furness.

Whitehaven Community Trust is a voluntary organisation that was set up in 1990 and provides a range of voluntary projects in Copeland including a café and youth and community centre. Bakewell House was established in 1998 in response to growing youth homelessness.

Project John is an established voluntary organisation that operates based in Barrow-in-Furness and provides a range of voluntary projects in the Furness area. There are no other providers operating in the area that offer services for young people.

Priorities for the next 5 Years

What is needed	Where is this needed	How could this be provided	Projected Costs to Supporting People
Floating support	All areas but particularly West Cumbria where there is very little provision	Ensure that all those under 25 and leaving supported accommodation receive a floating support service Develop outreach services to cover rural areas General increase in provision	Re-configure existing floating support schemes
Increase links with private landlords and lettings agents, and agree protocols with them	All areas, most critical in Barrow	Develop service which encourages landlords to let to this group, by providing support, deposits, and guarantees, and linking landlords with LHAs	Nil
Develop emergency access accommodation for 16/17 year olds	West Cumbria, Barrow and Carlisle	These services could be linked to existing schemes through re-modelling or as part of new developments	5 units £26 k - £70k 10 units £51k -£141k
Shortage of Supported accommodation	All areas West Cumbria Barrow South Lakeland	Some new projects are being developed in South Lakeland. There is a need for specialist provision for dealing with more complex needs in Barrow and Carlisle	Ulverston £45,937 Financial year 2006.07
Access to supported accommodation or floating support for care leavers	All areas but a particular problem in South Lakeland	Generally care leavers should be accommodated within provision for young people. However, some have more complex needs and will need more specialist provision	Nil

Access to move on accommodation	All areas	Housing providers need to reconsider their allocations policies, restrictions on people who have previously had a failed tenancy. Set up a scheme to help people who have experienced a tenancy failure to gain access to main stream housing	Nil
Better links between housing and social/health care agencies re care and support planning		Recommendations 1 and 2 are about the strategic and operational links between the disciplines	Nil
Provide better information to advice agencies and service users about services and access to them	All areas	Consider use of county website to provide information	Nil
Develop local partnerships to co-ordinate local integration, of planning and delivery	All areas	Establish "Partnership Boards" at district level	Nil
Develop more flexible responses to needs within services and across services	All areas	Provide training for staff Take account of the needs being addressed during the scheme review Encourage cross-organisation co-operation	Nil

Cumbria Homelessness Strategy

What is needed	Where is this needed	How could this be provided	Projected Costs to Supporting People
Develop a number of training flats for young people to learn independent living skills with floating support	Eden – as highlighted in Cumbria Homelessness Strategy Eden Action plan.	Reconfigure existing floating support to service flats	Reconfigure existing floating support service
Develop a supported housing scheme for young people in Ulverston	SLDC	Scheme presently in development	£23,996 Financial year 2006.07

Young People Bibliography

Centrepont, (1998), A study into a rural network of supported housing for young people in the Eden Valley, a report and strategy

Cumbria Homelessness Strategy, (2003)

Cumbria Rural Housing Trust, (2001), Young People and the Future of Regeneration: the life chance and choices of young people in the Cleator Moor SRB area

Carlisle City Council, (2001), Independent Living Model, Action Plan for Vulnerable Young People, Carlisle City Council

DoH, 2001, Quality Protects – The Government's Objectives for Children's Social Services, DoH

Rees, Sian, (2002), Connexions Cumbria – Delivery Plan, Connexions

Sewell, Zoë & Centrepont, (2001), Cumbria – Housing and Support Needs of Young People: Revised Strategy Report, Centrepont

South Lakeland District Council, (2003) Young People's Housing Strategy, 2003 – 06, SLDC

Rhodes, Robson, (2004) Review of the Supporting People Programme – Independent Report

Teenage Parents

How does supported accommodation help teenage parents?

Teenage parents often find it difficult to furnish their own homes even to a minimum standard, some get into debt, others live with inadequate facilities. Furthermore, many are housed far away from their families and support agencies, thus many live in isolation and boredom and feel unsafe. (Speak et al, 1995).

There is some evidence that certain groups of young people seem to be particularly vulnerable to becoming teenage parents. They include:

- Young people in or leaving care
- Homeless young people

Housing support services compliment the support going to the mother around looking after her child. Supported housing schemes can offer a range of support services designed to develop the independent living skills of the mother. Along with helping her gain skills in managing her own home, the service will encourage her to access other support and attend training, education and employment. By supporting teenage mothers to gain these skills and motivate and encourage accessing other support it will help generally with her and the babies health and prospects.

It can be difficult for teenage mothers to access general needs social housing as many housing organisations will not accept applications from those who are under the age of 18. Those who can access accommodation will normally require a guarantor, which can cause difficulties for many young parents. The introduction of choice based lettings systems around the County may also impact on the ability of a teenage mother to gain access to social housing.

Consultation

A practitioner Forum on teenage pregnancy and housing organised by the local teenage pregnancy coordinators, Christine Clark and Kath Bainbridge, which was held on 9th September 2004. Workshop at the forum highlighted the lack of supported accommodation for teenage parents in Cumbria and advocated the expansion of the integrated floating support scheme to cover Cumbria.

A meeting was held with Christine Clark on Monday 20th September 2004 to confirm the priorities for North Cumbria. The North Cumbria Housing Forum, North LSDG and CSDG had earlier in the year agreed the previous proposal from the Teenage Pregnancy section and Supporting People for an integrated floating support scheme in West Cumbria in Spring 2004.

A meeting was held with Kath Bainbridge and Sue Mellon in April 2004 to discuss the priorities for the South. The proposal for Project John to submit a bid to the Neighbourhood Renewal Fund in Barrow in Furness for three properties to accommodate teenage parents was agreed by the South Cumbria Housing Forum and in principle by the South LSDG in Spring 2004.

The Partnership Board agreed the Teenage Pregnancy and Parenting Annual plan in March 2004.

As part of the research into marginalised groups, Peter Fletcher Associates carried out:

- Discussions with key planners
- Consultations with service providers

- Consultations with service users

Four workshops were held around the County with service planners, service users and providers. All of the workshops were well attended by a range of planners and providers.

Interviews have been conducted with 35 planners to gather additional information on needs, and to understand how support services relate to each other services

Strategic and Policy Framework

National Strategy

Teenage Pregnancy Social Exclusion Report 1999

In 1999 the government's ten-year national Teenage Pregnancy Strategy was launched. The main aims of the strategy are to:

- Reduce the rate of teenage conceptions with the specific aim of halving the rate of conceptions among under-18s, and to set a firmly established trend in the rate of conceptions among under 16s, by 2010
- Increase the participation of teenage parents in education, training and employment to 60% by 2010, to reduce their risk of long-term social exclusion

The report highlights the concerns that often lone parents not living with the family are isolated and unsupported. The housing objective of the Teenage Pregnancy report is:

- By 2003 all lone parents under 18 who cannot live with family or partner will receive housing with support, not an independent tenancy.

The use of supervised semi-independent housing that is not punitive was intended to be coupled with support services offering parenting and tenancy sustainment skill. It was intended that supported housing would provide vulnerable people with an opportunity to build a future, to develop skills in living independently and to get the help they need in doing this.

Supporting People Strategic Steer

The Government's strategic steer for the first year of the Supporting People Programme highlighted young parents as a client group where support should be extended and whose needs have historically been less well met.

Department of Health Inequalities, Sexual Health and HIV Strategies

Teenage Pregnancy is a priority within the above strategies.

National Service Framework for Children, Young People and Maternity Services

The Children's NSF, published on 15 September 2004, sets standards for children's health and social services, and the interface of those services with education.

Local Strategy

The Cumbria Teenage Pregnancy and Parenting Partnership Strategy

The strategy is a response to the targets set by the Government and sets out the Cumbria goals and strategic vision identifies needs and provides an analysis of local services. The Cumbria Teenage Pregnancy and Parenting Partnership Board (TPPB) lead this cross sector strategy and are accountable to the Children and Young People's Strategic Partnership Board. The Teenage Pregnancy Strategy is viewed by many as a catalyst for the partnership working and integrated planning and service delivery that the Green Paper Every Child Matters is working towards.

Housing related support is identified in the strategy as key to supporting action to reduce further teenage pregnancy and support the parent in sustaining a tenancy and facilitating their return to education and employment. It will compliment and support the other interventions going in, offering stability, and helping to reduce the poor outcomes for lone teenage parents.

The strategy identifies teenage parents' housing need as a key action area. Supported housing objectives within the 2004/5-action plan are:

- Expand floating support services across Cumbria by ensuring capacity and training within existing schemes or by jointly commissioning new services.
- Research the housing and support needs of teenage parents across Cumbria to inform the provision and type of any future supported housing developments.
- Review the Teenage Pregnancy floating support scheme in Carlisle to assess strategic relevance, demand, quality, performance and value for money.
- Ensure that a directory is available for teenage parents across Cumbria seeking accommodation and support.

Cumbria County Council Corporate Strategy

Supporting Vulnerable People is a key corporate objective of the County Council.

Cumbria Shadow Supporting People Strategy

Floating support for all client groups is identified as a key urgent priority.

Robson Rhodes in his independent review of the national Supporting People Programme (2004) recommends that the ODPM with others should give early consideration to measures to establish and protect an adequate level of funding and provision for the least popular client groups.

Cumbria Homelessness Strategy and District Housing Strategies

The Local Authorities in Cumbria will aim to work with the teenage pregnancy unit to meet national targets in line with the Cumbria Teenage Pregnancy & Parenting Strategy.

South Lakeland Young People's Housing Strategy

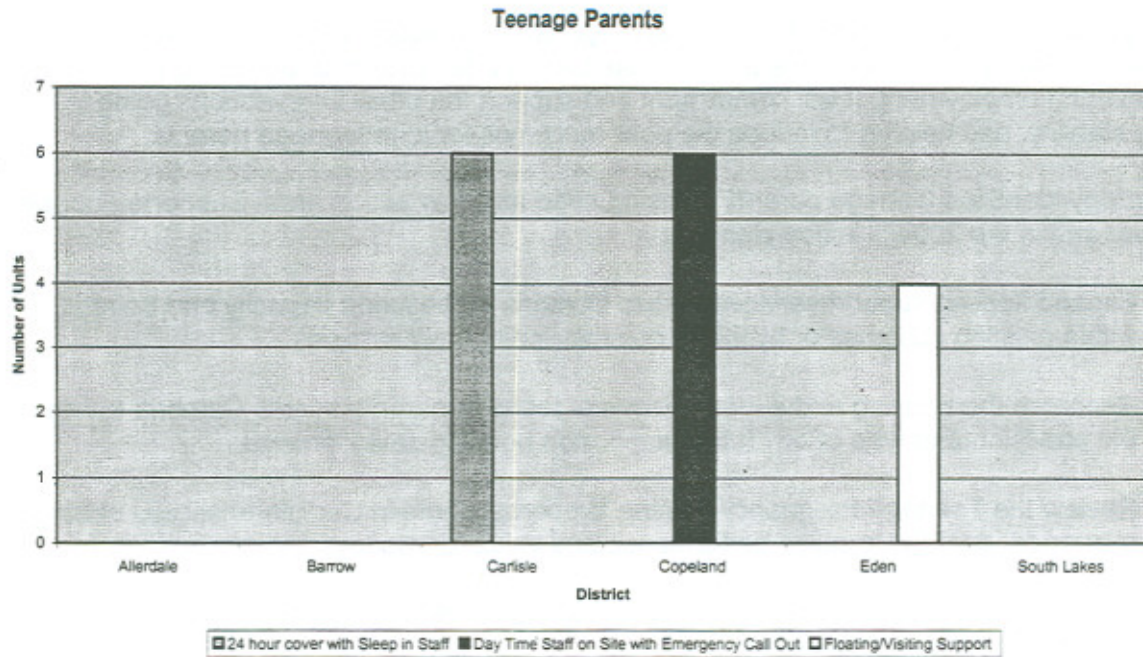
A key action of the strategy is to specifically consider the need for suitable accommodation and support for teenage parents.

Supply and Expenditure

Table 1 – Supply and Expenditure by Type of Scheme

District	No of Units Available	Scheme	Contract Value	Client Group %	SP Grant %
Carlisle	6	FS	£15,374.84	100%	0.16%

Table 1 illustrates the availability of support services for teenage parents and the current level of investment inherited by the programme in April 2004.



The total amount of funding currently invested in services for teenage parents is £15,374.84, which represents a 0.16% share of the total Supporting People budget for 2004/5. There has been no change in the provision of services for this client group since the Shadow Strategy.

Generic floating support schemes can usually respond to this client group in most areas of Cumbria. However, a key urgent priority of the Shadow Strategy was to establish floating support schemes for all client groups.

Pipeline funding of £79,781 was included within the Supporting People Grant for the development of a supported accommodation scheme for teenage parents in Whitehaven. This scheme did not commence due to a lack of referrals. A proposal to jointly commission an integrated floating support scheme in West Cumbria with the Teenage Pregnancy Partnership Board at a cost of £25,000 for two years was agreed by the North Cumbria Housing Forum, LSDG and CSDG was rejected by the Commissioning Body due to budget constraints.

Needs Analysis

Supporting People Research – Peter Fletcher Associates, 2004

The research findings highlighted issues through a range of qualitative and quantitative methods including:

- Demographic changes
- Changes in waiting lists, housing, health and social services over time
- Comparisons of homelessness numbers (P1E) over time
- Evidence in research reports
- Numbers in plans that are relevant
- A multi-agency survey that covered the whole of the county
- Workshops
- Interviews

Demographic Data

- There is a correlation between high rates of teenage pregnancy and areas identified as having high economic and social deprivation.
- Within Cumbria there are seven wards ranking in the top 10% most deprived wards in England. These wards are within Copeland, Allerdale and Barrow-in-Furness, which also contain the highest number of teenage conceptions across Cumbria.
- Young women from unskilled manual backgrounds are more than ten times as likely to become teenage mothers as those from professional backgrounds.

Review Summary

The integrated service in Carlisle has been highlighted at a national level within the Teenage Pregnancy Unit within the Directorate for Children and Families at the DfES as an example of good practice. It is the only integrated scheme for teenage parents in the Country. The scheme has been recommended for recommissioning.

Performance – 2003/4

Scheme	Availability	Utilisation	Staffing
Carlisle	<i>Not available</i>	<i>Not available</i>	<i>Not available</i>

Market Capability

Impact is a Charitable Housing Association based primarily in Cumbria. It was founded 27 years ago and now houses nearly 2,500 households and provides a wide range of housing including floating support and supported accommodation for a range of client groups.

Priorities

The supported housing priority of the Teenage Pregnancy Partnership Board is:

- Expand floating support services across Cumbria by ensuring capacity and training within existing schemes or by jointly commissioning new services.

The priority is to replicate the Carlisle floating support scheme across Cumbria, with priority to West Cumbria and Barrow in Furness. These areas are undergoing neighbourhood renewal and regeneration initiatives.

What is needed?	Where & why is this needed?	How could this be provided?	Projected Costs to Supporting People
Floating support in West Cumbria	Allerdale and Copeland as identified by the Teenage Pregnancy Annual Plan and Peter Fletcher research	Reconfigure existing floating support schemes in the West provided by Impact and Stonham. Consider joint commissioning for integrated schemes in future years.	Reconfigure existing floating support £15,375 expenditure 2003.04
Floating support in Barrow	Barrow in Furness as identified by the Teenage Pregnancy	Develop floating support services to cover all tenures and	As above

	Annual Plan and Peter Fletcher research	additional units of accommodation. Consider joint commissioning for integrated schemes in future years.	
Floating support Cumbria wide	Cumbria wide as identified by the Teenage Pregnancy Annual Plan and Peter Fletcher research	As above.	As above

Peter Fletcher Research Recommendations

What is needed	Where is this needed	How could this be provided
Floating support	All areas but particularly West Cumbria followed by Barrow	Set up a service similar to that now established in Carlisle
Temporary accommodation	West Cumbria	This is part of a general problem in the area. The solution may be to make use of any new service that is set up to meet wider need. This will have to be carefully managed because of the vulnerability of this group
Improve strategic links and planning	All areas	Communication between key agencies is essential for future planning
Access to permanent accommodation linked to Sure start	Eden	Provide a flexible service that focuses on a range of skills

Bibliography

Housing Corporation, (2000), Teenage Mothers: Guidelines for Supported Accommodation, Housing Corporation

Livermore, Helen, (2002) Teenage Parents – The Housing Corporation's Role, presentation slides handout, Housing Corporation

ODPM (2002) Good Practice in Supported Housing for Young Mothers, Housing Research Summary, Number 171, 2002, ODPM

Peter Fletcher Associates, (2004), Cumbria Supporting People Research

South West Public Health Observatory, (2001), Teenage Parents and Housing Need: a review of need and availability in the South West, SWPHO

Stanier, Ruth, (2002), Supported Housing and Teenage Parents, presentation slides handout; Teenage Pregnancy Unit

Teenage Pregnancy Unit, (2004) Teenage Pregnancy: an overview of the research evidence, Health Development Agency

Substance Misuse

How does supported accommodation help people with drug problems?

Research strongly supports findings relating to other vulnerable groups that drug users need help with tenancies. Those with acute problems of substance misuse often are single, unattached to family support and vulnerable to loneliness and isolation. Accommodation is central to people's lives and the importance of good housing and social support is recognised as essential to success in treatment. Those with additional accommodation support attached to their treatment programme have much better outcomes. For some people, the homeless notably – stable accommodation is an important factor for effective treatment engagement.

Many vulnerable people experience difficulties in coping with the transition to independent living. For some ex-homeless people it may be the first time they have ever had to take responsibility for major aspects of their lives. They may lack skills in handling money, cooking, budgeting, setting up a home, relating to neighbours, and coping with friends and visitors who may wish to abuse their home and hospitality.

Many vulnerable people may access supported housing due to a presenting need other than drug use, such as being homeless or having mental health problems. Most accommodation specifically for drug users are registered care homes, which provide specific drug treatment programmes. There are many different model of delivering support to vulnerable tenants in which tenants with drug problems may be housed. People may receive support in specialist supported accommodation or within their own home. For example:

- For those who have been homeless, they may first be housed in a hostel with on-site support, referred on to smaller shared units with non-residential support and eventually on to full independent living.
- For tenants living in a landlords general needs stock, they may receive floating support to assist them maintain their tenancy. This may assist them at the start of their tenancy (often called resettlement support) or provide temporary assistance through difficult periods, and be withdrawn as the tenant regains their independence.
- Registered care homes will provide formal rehabilitation, drug counselling and prescribing, healthcare and group work.

An overall support package should include more formal drug counselling or even prescribing, healthcare, group work and enrolment in meaningful daytime activity such as vocational training. The package provided by Supporting People needs to have seamless links to care and treatment funded from other sources. In this way an appropriate care plan can be developed for those with acute needs. The need for such intensive support will eventually taper off as the individual gains control and independence.

Consultation

The inaugural meeting of this group is being held in November 2004 and consists of the Supporting People team, the CSDG, DAT, and CDRP and supported housing providers. The group will be looking at ways in which housing and support can be integrated with Models of Care along with identifying appropriate service models for the provision of supported accommodation for substance misusers across Cumbria.

A planning day held by the DAT on 8th October 2004 to develop the priorities of the DAT Joint Commissioning Group highlighted access to housing and support as a priority for 2005/6.

A presentation and discussion by Peter Fletcher Associates and Supporting People to the Chief Officers of the Drug Action Team on 19th July 2004 acknowledged the need for supported housing in Cumbria.

The South LSDG in 2003 agreed that there was a gap in South Cumbria and Barrow in Furness for supported accommodation for substance misusers based on a review of information.

As part of the research into marginalised groups, Peter Fletcher Associates carried out:

- Discussions with key planners
- Consultations with service providers
- Consultations with service users
-

Four workshops were held around the County with service planners, service users and providers. All of the workshops were well attended by a range of planners and providers.

Interviews have been conducted with 35 planners to gather additional information on needs, and to understand how support services relate to each other services

Strategic Framework

A number of recent policy statements from Government departments have pointed towards the need to take action to help people with substance misuse problems to access or retain housing.

National Strategy

Tackling Drugs to Build a Better Britain

The Government's 10 Year anti-drugs strategy published in 1988, updated in 2002, which leads on from the previous strategy, 'Tackling Drugs Together'. The strategy sets out the aim of supporting problem drug misusers in reviewing and changing their behaviour, with positive lifestyles seen to be requiring better linkages with accommodation and other services. The updated 2002 strategy included:

- a target of a 10% increase in supported accommodation available for drug users each year from 2003/4
- better management of drugs in public housing
- resources put into tackling homelessness amongst drug users,

The target has now been modified to an expectation of:

- ensuring the availability of supported housing (National Drug Strategy Performance Management Framework, December 2003)

Communities against Drugs

Published by the Home Office in 2002. Highlights the problems of unsupported tenancies contributing towards the downward spiral of deprivation.

Tackling Drug Use in Rented Housing: a good practice guide

Published by the Home Office and DTLR in 2002 the guide covers a wide range of issues, including:

- The links between anti-social behaviour and drug use
- Guidance on housing management interventions on both anti-social behaviour and drug misuse
- The role that rehabilitation and supported housing can play in helping drug users to resettle following treatment and rehabilitation
- Training and management issues for housing managers

Alcohol Harm Reduction Strategy for England

Published in early 2004, which proposes to develop better help for the most vulnerable people with alcohol problems, including those who are homeless or on the streets.

Supporting People – Independent Review

Robson Rhodes in his independent review of the Supporting People Programme (2004) recommends that the ODPM with others should give early consideration to measures to establish and protect an adequate level of funding and provision for the least popular client groups.

Local Strategy

Supporting People Shadow Strategy for Cumbria 2002

Key priorities of the strategy include reducing homelessness and the reduction of crime and offending.

Cumbria DAT Community Plan - Breaking the Cycle 2003

The national strategy sets out the strategic objectives for DATs at a local level. They identify that the cohesion and well being of local communities is vulnerable to the corrosive effects of drug misuse and the misery it causes. Future work will include seeking to maximise opportunities to get drug-misusing offenders into treatment and out of crime. Accommodation and support is an essential component of this Plan with Objective 8 being:

- To work with the Supporting People Partnership to increase the number of units in accommodation available for drug misusers in Cumbria by 10% annually from 2003/4.

Cumbria County Council – Corporate Strategy 2002/5

Improving the Safety and Quality of People's Lives and Supporting Vulnerable People are key corporate policies of the County Council.

Supply and Expenditure

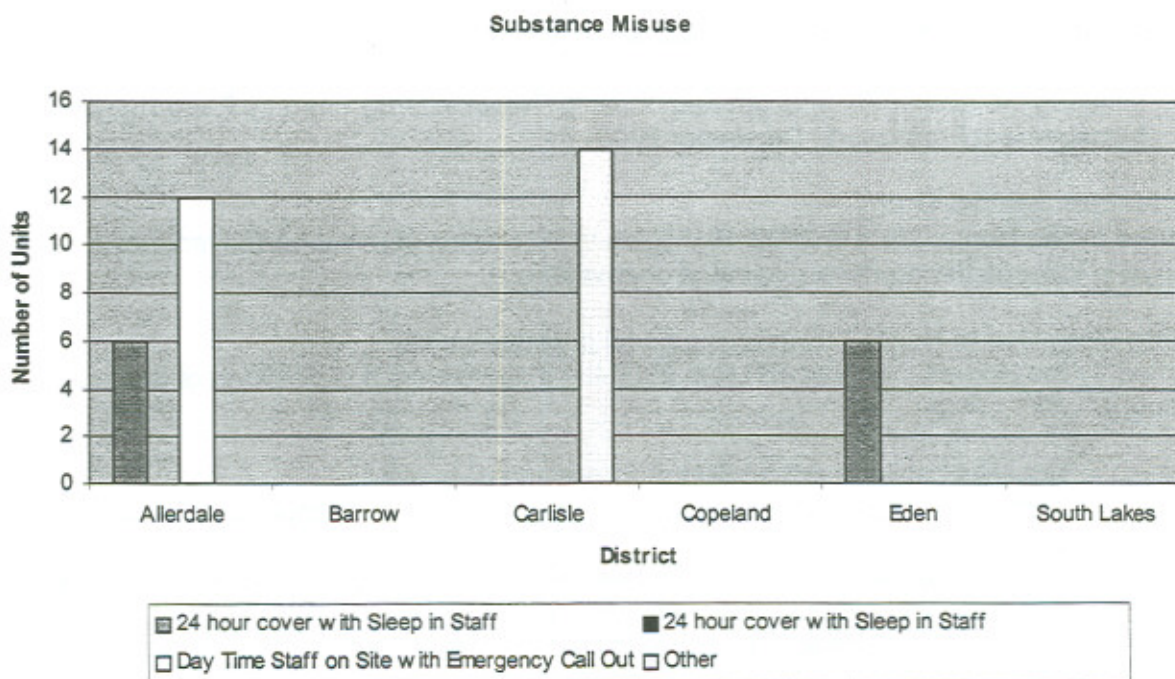


Table 1 – Supply and Expenditure by Type of Scheme

District	No of Units	Type of Scheme	Contract Value
Allerdale	12	Residential Care	£39,195
Allerdale	6	Supported Accommodation	£ 87,337.85
Carlisle	12	Supported Accommodation	£103,346.77
Eden	6	Supported Accommodation	£85,202.96
Total	36		£315,082.58

Table 1 illustrates the availability of support services for substance misusers and the current level of investment inherited by the programme in April 2003.

Table 2 – Supply and Expenditure by District

District	No of Units	Scheme	Contract Value	Client Group %
Allerdale	18	Falcon St & Stans House	£126,532.85	40.15%
Copeland	0	0	0	0
Carlisle	12	Smart Project	£103,346.77	32.79%
Eden	6	Castle-gate	£85,202.96	27%
Barrow	0	0	0	0
SLDC	0	0	0	0

Table 2 illustrates the distribution of services and expenditure across Cumbria.

Pipeline Schemes

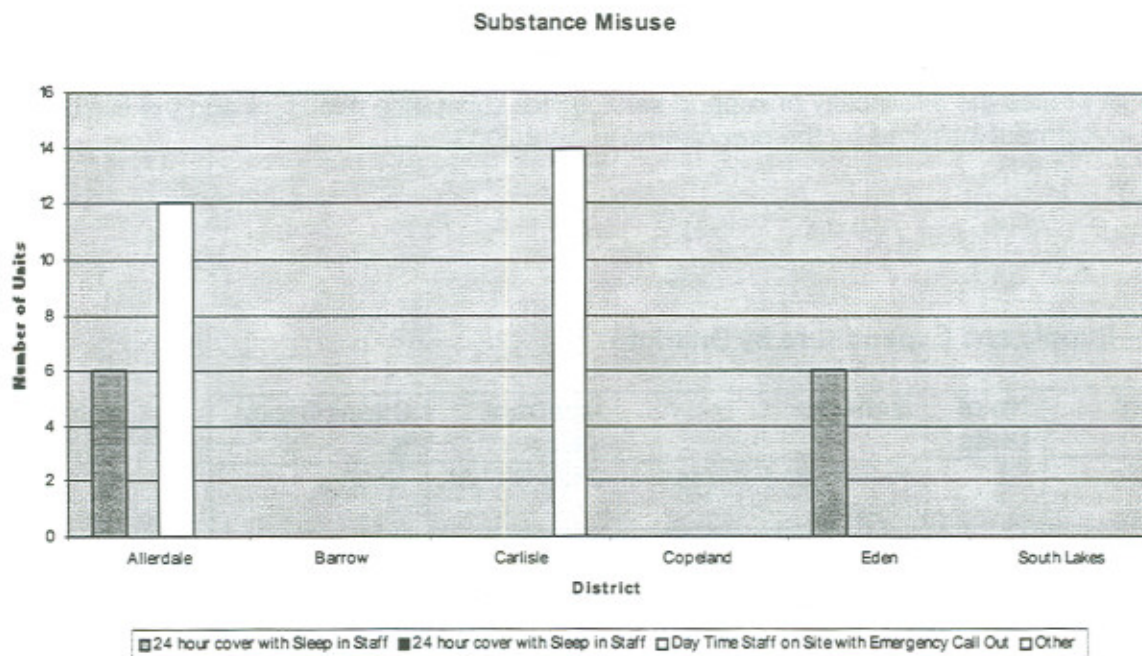
SLDC	6	<i>Support Provider to be selected</i>	Ulverston	£64,530
------	---	--	-----------	---------

The total amount of funding currently invested in substance misuse services is £315,082.58, which represents a 3.2% share of the total Supporting People budget for 2004/5.

Impact Housing Association is currently developing the Ulverston pipeline scheme with an expected completion date of April 2005. This will increase the provision of supported accommodation units in the County to 42 and the expenditure on this client group to £379,612.58. This will represent an increase to 3.9% of the Supporting People budget.

The Supporting People Grant conditions state that residential care is not eligible for Supporting People funding. Therefore funding of Stansfield House will no longer continue after April 2006. Discussions have begun with the provider and Commissioners on dealing with the implications of the withdrawal of Supporting People Grant.

There are no floating support schemes specifically for substance misusers in the County. However, generic floating support schemes can usually respond to this client group in most areas of Cumbria. A key urgent priority of the Shadow Strategy was to establish floating support schemes for all client groups.



How it all fits together

The inaugural meeting of this group is being held in November 2004 and consists of the Supporting People team, the CSDG, DAT, and CDRP and supported housing providers. The group will be looking at ways in which housing and support can be integrated with Models of Care along with identifying appropriate service models for the provision of supported accommodation for substance misusers across Cumbria.

A planning day held by the DAT on 8th October 2004 to develop the priorities of the DAT Joint Commissioning Group highlighted access to housing and support as a priority for 2005/6.

A presentation and discussion by Peter Fletcher Associates and Supporting People to the Chief Officers of the Drug Action Team on 19th July 2004 acknowledged the need for supported housing in Cumbria.

The South LSDG in 2003 agreed that there was a gap in South Cumbria and Barrow in Furness for supported accommodation for substance misusers based on a review of information.

Housing Needs of Drug Users – Liz Garth, Community Mental Health Nurse, Drug and Alcohol Team, 2003 highlighted the lack of supported accommodation in South Cumbria.

Substance Misuse Services for Adults – Implementation Plan 2003

Highlights that NHS staff spend significant time of social related functions such as housing and benefits advice.

Demographic Data

- The number of problem drug users in Cumbria is estimated to be around 2700 with approximately 1000 in treatment
- Men are responsible for 86% of all drug offences
- West Cumbria and Barrow continue to have waiting times into prescribing longer than national standards
- Barrow and Carlisle have the highest rate of drug related deaths
- Barrow has the highest rate of drug related incidents per 1000 of population and is still increasing
- Carlisle has the highest percentage of offences since April 2003
- 58% of possession and 65% of supply offenders are unemployed

The DAT have detailed demographic data in their 2003 Cumbria Community Plan. In Cumbria the relationship between deprivation and Class A drug use is variable. At a county level the correlation is barely significant. However, at a district level there is wide variation with the districts containing the most deprived wards showing the greatest correlations. Barrow's correlation is very strong, 8 out of 13 wards are in the top 20% of deprived wards and a further two are in the 21-25% band. The DAT have targeted their resources to areas of highest demand, which also corresponds with wards identified by index of deprivation as being in the top 20 per cent. (DAT, 2003).

Review Summary

All three supported accommodation schemes across the County are presently being reviewed. However, due the schemes operating in isolation, high void rates and funding difficulties for the Turning Point schemes, a strategic review of the provision for this client group is required and has led to the setting up of a countywide steering group.

Performance – 2003/4

Scheme	Availability	Utilisation	Staffing
Workington	100%	83%	56%
Penrith	100%	70%	71%
Carlisle	na	na	na

Although there is healthy demand for the existing services, utilisation and throughput can be improved by a review of referral processes. The Turning Point services are performing poorly against the staffing indicator due to funding issues. Improving the utilisation of the schemes and the role of the staff within the schemes will be investigated as part of the review and the work of the countywide steering group.

Supported housing services for substance misusers will need to demonstrate their strategic relevance by delivering measurable outcomes. In addition to the statutory performance indicators, a draft range of indicators will be considered by the steering group for steady state contracts and can include:

- More substance misusers accessing treatment services
- Reduced levels of offending
- Preventing homelessness and repeat homelessness

Market Capability

There are presently two organisations providing the substance misuse schemes in Cumbria:

Turning Point is the UK's leading social care organisation providing service in 200 locations and work nationally with almost 100,000 people each year. They provide services for people with complex needs, including those affected by drug and alcohol misuse, mental health problems and those with a learning disability.

Croftlands Trust provide the SMART project in conjunction with CASS. Croftland Trust is a local voluntary organisation whose aim is to advance the education and promote the welfare of people suffering from mental illness by the provision of a suitable home environment and skilled training and supervision. In addition to providing supported housing services for people with mental health problems they also provide a range of other mental health services across North Cumbria. Their total income was £2.38m in 2003/4.

Addaction recently set up in Cumbria providing structured day care for substance misusers. Addaction is a leading UK charity working solely in the field of drug and alcohol treatment. It is unlikely that this organisation would be interested in providing housing related support as supported housing is not the focus of their work.

Priorities for the next 5 Years

What is needed	Where is this needed	How could this be provided	Projected Costs to Supporting People
Floating support	All areas	Reconfigure existing floating support schemes across the County to ensure substance misusers gain access to support services. Consider joint commissioning for integrated schemes in future years.	Reconfigure floating support services Current expenditure ***
Increase links with private landlords and lettings agents, and agree protocols with them	All areas, most critical in Barrow	Develop service which encourages landlords to let to this group, by providing support, deposits, and guarantees, and linking landlords with LHAs	Nil
Remodelling of provision to accommodate couples (diversity) and funding / benefits made simpler	All areas	Develop a range of specialist provision for substance misusers	
Models for various client groups - young people, families, stimulant users	All areas, most critical in Barrow	Extend existing Smart scheme, and develop a range of provision.	5 units £29 k -£94k 10 units £112k – 188k

Better access to emergency and mainstream housing, particularly for under 18s	West Cumbria	Reduce barriers to mainstream housing	Nil
Intensive support for all housing issue: life skills and tenancy skills training	All areas	Increase access to services which help substance misusers to stabilise and maintain a reduction in substance misuse	Nil
Better links between housing and social/health care agencies re care and support planning		undertake a strategic review of services to substance misusers with strategic commissioners/providers and service users.	Nil
Accommodation for those still using, with a support package, to help stabilise pre-detox and rehab, for both young people and adults, to be offered wherever the person approaches		Joint commissioning Group and Supporting People to explore options to establish such services	Nil
Local residential and community rehab	All areas	Joint commissioning Group and Supporting People to explore options to establish such services	Nil

Substance Misuse Bibliography

Cumbria County Council, (2002), Corporate Strategy 2002/5, Cumbria CC

Cumbria DAT, (2004), Draft Adult Drug Treatment Plan 2004/5, Cumbria DAT

Cumbria DAT, (2003), Cumbria DAT Community Plan, Breaking the Cycle, Cumbria DAT

Drug Strategy Directorate, Spencer, Shelia, EATA and Addaction, (2004), Assessing Level of Expected Drug Related Need for Supported Housing: A Guide for DAT/CDRP Partnerships and Supporting People Teams, Home Office

Government Office North East Drugs Team, (2003), Good Practice Guidance: Housing and Support Provision for Substance Misusers in the North East, Government Office for the North East

Home Office, (2002), Tackling Drug Use in Rented Housing: A Good Practice Guide. Produced with DTLR Home Office

Home Office, (2002), Communities against Drugs, Home Office

Peter Fletcher Associates, (2004), Housing and Support Needs of Marginalised Groups in Cumbria, PFA

Randall, Geoffrey and DrugScope, (2002), Drug Services for Homeless People, Home Office

Supporting People Shadow Strategy for Cumbria 2002

Town, H, (2001), Brand New Day: Working with tenants with drug problems: a practice guide.
Housing Corporation

Single Homeless and Homeless Families

Strategic Development

The Needs of Homeless Households for Housing and Housing Related Support Services

For some households, homelessness cannot be reduced, or prevented, solely through the provision of accommodation. Such households need a range of support services, including housing related support services. Households may require support both to find accommodation and the necessary support to enable them to move towards more independent living. The kinds of difficulties that these homeless households are likely to face include:

- Physical and mental health problems
- Drug or alcohol dependency
- Social isolation
- Long term unemployment
- Prolonged experience of living in institutional settings

The housing related support services that are most relevant to homeless households include:

Support in establishing a suitable home – help, advice and support locating and establishing an appropriate home for independent living in the community;

Support with daily living skills – help, advice and training in the day to day skills needed for living independently, such as budgeting or cooking;

Support in accessing benefits, health and community care services – information, advice and help in claiming benefits or accessing community care or health services that a household needs in order to live independently;

Help in establishing and maintaining social support – help in rebuilding or establishing friendships and relationships that can help counter isolation and help support independent living.

Strategic and Policy Framework

National Strategy

More than a Roof

In March 2002 the Government published its report setting out a new approach to tackling homelessness. It identified the need to develop a more strategic approach to address the symptoms and tackle the causes of homelessness.

The Homelessness Act 2002

The Act places a duty on every housing authority in England to formulate a strategy based on a review of homelessness in their district. The objectives of these strategies must be to prevent homelessness and ensure that accommodation and support will be available for people who are homeless or at risk of homelessness.

A key target of the Government is to ensure that:

By March 2004, no homeless family with children should have to live in a B&B hotel, except in emergency circumstances, and even then for no longer than six weeks.

Local Strategy**Cumbria Homelessness Strategy 2003**

Cumbria Homelessness Strategy has identified that single young homelessness and levels of repeat homelessness are key issues in Cumbria. The priorities for homelessness in Cumbria that are relevant to Supporting People include:

- Develop and improve the services which will help prevent people from becoming homeless
- Develop higher standards of temporary accommodation offered to homeless people and to avoid the use of bed and breakfast accommodation
- Develop better support services to help homeless people
- Helping in particular the young and victims of domestic violence

District Housing Strategies

Local Authority Housing Departments have a statutory duty for homelessness. The priority needs group under the Homeless legislation include the following Supporting People client groups:

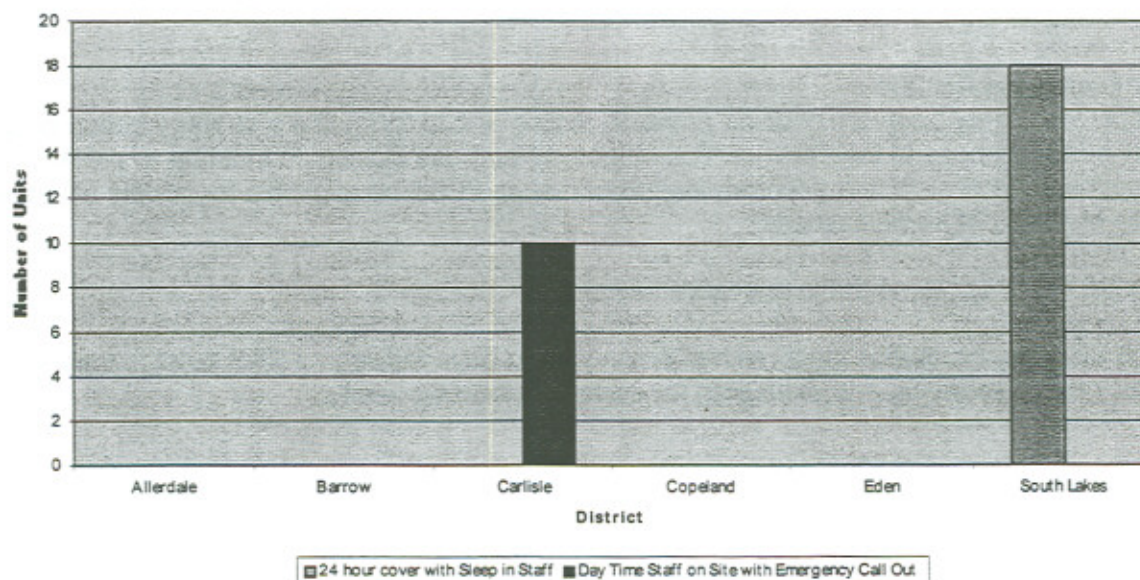
- 16-17 year olds
- 18-20 formerly in care
- Vulnerable due to disability, old age
- Vulnerable having been in care
- Fleeing domestic violence or threat of domestic violence
- Been in custody or remand

Supporting People Shadow Strategy for Cumbria 2002

A key priority of the Supporting People Shadow Strategy for Cumbria is reducing homelessness.

Cumbria County Council Corporate Strategy 2002/5

Supporting vulnerable people is a key corporate policy of the County Council.

Supply Analysis**Homeless Families with Support Needs****Table 1 – Supply of Homeless Families Provision by District**

District	Number of Units	Contract Value	Client Group %
Allerdale	0	0	0
Copeland	0	0	0
Carlisle	10	£10,114.46	7%
Eden	0	0	0
Barrow	0	0	0
SLDC	18	£133,588.22	93%

The Supporting People Grant % for this client group is 1.38%

There has been no change in the provision for this client group since the Shadow Strategy

There is no supported housing provision for homeless families in Allerdale, Copeland, Eden or Barrow.

There are no floating support services primarily for homeless families in Cumbria.

Table 2 – Supply of Single Homeless Provision by District

District	Number of Units	Contract Value	Client Group %
Allerdale	11	£8,441.1	0.92%
Copeland	0	0	0
Carlisle	104	£549,693.28	60.12%
Eden	0	0	0
Barrow	19	£78,360.07	9%
SLDC	34	£277,789.97	30.38%
Total	168	£914,284	100%

The Supporting People Grant % for this client group is 9.48%

There is no provision in Copeland or Eden primarily for single homeless people

Table 3 - Pipeline Schemes

Barrow	4	Furness HS	Move on Accommodation for Single Homeless, Barrow	£26,010
--------	---	------------	---	---------

The Barrow Pipeline scheme has recently completed and has provided four move on units for Furness Homeless Support hostel.

The Ulverston scheme is due for completion in December 2004.

How it all fits together

- Cumbria Homelessness Strategy conducted a comprehensive review of homelessness in the County in 2003.
- Centrepont researched the housing and support needs of young people in the county until 2001
- A rough sleepers count was conducted in Cumbria in 2000 by Cumbria Homelessness Forum
- Housing Pathways and Update in North and South Cumbria – 1996/7 and 1997/8

The local authorities have also specified targets for their local area In addition to the countywide priorities:

Allerdale

Continue to support the development of floating support schemes especially for those suffering domestic violence

Develop revised temporary accommodation arrangements, which may include a dedicated facility for young people

Conduct a review into re-opening of Homeless Persons hostel that closed in 2000

Copeland

Explore provision of temporary accommodation for No Fixed Abodes.

Carlisle

Review the hostels services and move on accommodation requirements

Review the role of the hostel staff at John Street and London Road Hostels

Review the arrangements and establish stronger referral links to RSL partners with hostel accommodation

Eden

Expand floating support services to all tenures

Develop a number of training flats for young people to learn independent living skills with floating support

Provide safe houses for families homeless as a result of domestic violence

Barrow

Liaise with RSLs to discuss possibility of rehousing 16/17 year olds

Refurbish dispersed homeless units

South Lakeland

Review client group for Town View Fields hostel and consider remodelling requirements
Complete the temporary homeless development in Ulverston and agree referral arrangements

Develop emergency homeless accommodation for single people in Kendal and investigate possible links with Town View Fields

Establish 6 safe homes with floating support in Kendal and Ulverston (domestic violence)

Investigate alternatives to B&B provision in Morecambe

Expand floating support to all tenures

Demographics

- Since 1999 there has been an increase in the number of people approaching the Local Authorities as homeless. This figure has more than doubled between April 1999 and March 2002 from 666 to 1485 across Cumbria.
- The majority of households accepted as being priority homeless in 2002 were:
- Families with dependent children (49%)
- Households vulnerable due to fleeing violence (13%)
- 16/17 year olds (9%)

PrioritiesCumbria Homelessness Strategy

The priorities for homelessness across Cumbria as determined by the Homelessness Strategy and that are relevant to Supporting People are:

What is needed?	Where & why is this needed?	How could this be provided?	Projected Costs to Supporting People
Floating support Countywide	Expansion of floating support to the private rented sector as highlighted in the Cumbria Homelessness Strategy	Reconfiguring of existing floating support services to ensure countywide coverage for all tenures and the homeless	Reconfiguring of existing floating support services
Develop and Improve the services which will help people from becoming homeless	Countywide <i>See Cumbria Homelessness Strategy</i>	Expansion of floating support (as above)	As above
Develop higher standards of temporary accommodation offered to homeless	Countywide <i>See Cumbria Homelessness Strategy</i>	Implement QAF Supplementary Objective on the 'Built Environment' to all SP contracted services.	Nil

and to avoid B&B		Ensure temporary units of emergency accommodation available for all vulnerable client groups	
Develop better support services to help homeless people	Countywide <i>See Cumbria Homelessness Strategy</i>	Monitoring of performance indicators, especially outcomes	Nil
Helping in particular the young and victims of domestic violence	Countywide <i>See Cumbria Homelessness Strategy</i>	Commissioning Body to consider as priority for development	Nil

Single Homeless and Homeless Families Bibliography

Centrepoint, (2001), Housing Needs of Young People, Centrepoint

Cumbria Homelessness Strategy, (2003)

District Housing Strategies

ODPM, (2002), More than a Roof, ODPM

ODPM, (2003), Supporting People, Guide to Accommodation and Support Options for Homeless Households, ODPM

ODPM, (2003), Supporting People, The Support Needs of Homeless Households, 2003

Supporting People Shadow Strategy for Cumbria (2002)

The Homelessness Act 2002

Offenders and Ex-Offenders

Strategic Development

How does supported accommodation help ex-offenders?

Significant numbers of ex-offenders face homelessness. Statistics have shown a higher incidence of people without settled accommodation amongst those who receive both custodial and non-custodial sentences. There is also evidence from hostels showing significant proportions of ex-offenders amongst applicants and residents. Evidence has shown that those ex-prisoners without satisfactory accommodation are more likely to re-offend.

Prisoners often lose their accommodation, either because of inability to pay rent whilst inside or because of family break-up and associated loss of home. Having no-where to go on release is a common problem. Many ex-offenders are unemployed or on low incomes which also contributes to difficulties in finding somewhere to stay. Housing is a key component in resettlement of prisoners and settled accommodation is often a vital component in avoiding a return to crime.

Offenders are unique in that they are represented across all Supporting People client groups. Services providing for other client groups will have service users who are or may become offenders during their time using services.

There are relatively few projects that will access serious offenders. In particular, sex offenders and people convicted of arson find obtaining hostel or other accommodation extremely difficult.

The majority of adults released from prison each year are short-term prisoners. They are sentenced to less than 12 months and generally serve half of their sentenced term. They are not subject to any statutory supervision on release, which would deal with issues associated with resettlement.

Strategic Framework

A number of recent policy statements from Government departments have pointed towards the need to take action to help ex-offenders to access or retain housing.

The National Offender Management Service (NOMS)

The National Offender Management Service (NOMS) has the following key aims and objectives:

- The protection of the public;
- The reduction of re-offending;
- The proper punishment of offenders;
- Ensuring offenders' awareness of the effects of crime on the victims of crime and the public;
- The rehabilitation of offenders

Statutory responsibility falls to the NOMS to reintegrate prisoners (serving sentences of over one year) safely back into the community. The availability of good quality housing and support for offenders is vital to improved community safety and to the protection of the public. A lack of housing, support, or the skills to manage their accommodation prevents many offenders from being effectively rehabilitated in the community.

Cumbria Probation Area Accommodation Strategy for Offenders 2002 – 2004

The accommodation strategy has the following key objectives:

The safe management and accommodation of high risk offenders
To secure permanent, independent, self-contained housing for offenders

Prisoner Resettlement Strategy – North West Framework Document

The aim of this strategy is to focus on the reduction of re-offending and addressing practical resettlement needs by working in collaborative partnerships with other agencies, community based services, voluntary partners and the private sector. The overall goal is to contribute to the development of safer communities and supporting neighbourhood renewal. Ensuring when offenders leave prison they go to suitable accommodation.

Multi-Agency Public Protection Arrangements

The MAPPA process should include the accommodation and support needs of high risk/dangerous offenders.

Intensive Supervision and Surveillance Programme (ISSP)

The ISSP became operational in Cumbria in October 2003 and is part of the Governments response to persistent young offenders. It is a community based programme that offers the Court a rigorous alternative to custody which combines an intensive focus on addressing the causes of offending with robust enforcement and surveillance designed to protect the public. Early indications of the Cumbria ISSP are very favorable both for the young person and the public as an effective response to short custodial sentences.

Prison Plus Programme

The work of this programme within prisons includes working with prisoners to ensure accommodation and support is available on release.

The Prolific and Other Priority Offenders Strategy PROP (2004)

It is estimated that out of a million active offenders, 100,000 offenders have 3 or more convictions and are responsible for half of all crime. There are three main threads to the strategy:

Prevent and Deter – to stop people (overwhelmingly young people) engaging in offending behaviours and graduating into prolific offenders;
Catch and Convict - actively tackling those who are already prolific offenders; and
Rehabilitate and Resettle – working with identified prolific offenders to stop their offending by offering a range of supportive interventions. Offenders will be offered the opportunity for rehabilitation or face a very swift return to the courts.

Drug Treatment Testing Orders (DTTO)

Accommodation can often be part of the package delivered to offenders to prevent further drug misuse and offending.

Supporting People Independent Review (2004)

Robson Rhodes in his independent review of the Supporting People Programme (2004) recommends that the ODPM with others should give early consideration to measures to establish and protect an adequate level of funding and provision for the least popular client groups.

Supporting People Shadow Strategy

Reduction of crime and offending is a key priority of the strategy.

Floating support for all client groups is a key urgent priority under this strategy.

District Housing Strategies

The Homeless Act 2002 places a statutory duty on local authorities to house vulnerable ex-offenders.

Cumbria Homelessness Strategy

The strategy highlights the issues facing offenders in the County. A number of statutory and voluntary agencies across Cumbria are reporting dealing with a high volume of ex-offenders who are homeless or threatened with homelessness. Households vulnerable due to leaving custody or remand are priority need under the Homelessness Act 2002.

Cumbria County Council Corporate Strategy 2002/5

Supporting vulnerable people and improving the safety and quality of people's lives are key corporate policies of the County Council.

Allerdale Crime and Disorder Reduction Partnership Strategy 2002-5**Copeland Community Safety Strategy 2002-5****Barrow-in-Furness Crime & Disorder Reduction Partnership 2002-5**

Carlisle and Eden District Crime & Reduction Partnership

SLDC Crime and Disorder Reduction Partnership

In 1998 the Government introduced the Crime and Disorder Act. Duty of the LA and the Police to work together to prevent crime and disorder. This Partnership was to include any agency, group or individual who could contribute to the reduction of crime and disorder throughout the LA area.

Supply Analysis

Table 1 – Supply and Expenditure by Type of Scheme

District	No of Units Available	Total Spend 2003/04	Client Group %
Allerdale	23	135,932.43	39.1%
Barrow	13	88,578.39	25.5%
Carlisle	16	51,367.00	14.7%
Copeland	11	35,314.81	10.1%
Eden	10 F/S	22,397.63	6.4%
South Lakes	2	13,627.45	3.9%
Total	85	347,217.71	

Table 1 illustrates the availability of support services for ex-offenders and the level of investment inherited by the programme in April 2003. The inherited percentage of Supporting People Grant for ex-offenders was 3.6%

Table 2 - Pipeline Schemes

Eden	6	<i>Impact/CASS (Housing Corporation capital commitment)</i>	Eden	£59,739 (committed by SP Commissioning Body)
------	---	---	------	--

The completion date for this pipeline scheme is now January 2005. The scheme has been held up due to the rise in house prices in Eden over the last two years and the difficulty in purchasing suitable properties in Eden.

How it all fits together

Review Summary

The services for ex-offenders managed by CASS are being reviewed in January 2005. The Shelter scheme will be reviewed towards the end of the contract in Autumn 2005.

Performance – 2003/4

Scheme	Availability	Utilisation	Staffing
<i>Information pending</i>	<i>Information pending</i>	<i>Information pending</i>	<i>Information pending</i>

Market Capability

There are presently two organisations providing services specifically for ex-offenders in Cumbria.

Cumbria Action for Social Support (CASS) is a local Cumbrian voluntary organisation that was originally set up to provide accommodation and support primarily for ex-offenders. CASS work across North Cumbria and provide support services for socially excluded groups.

Shelter is a large national homelessness charity that works with the housing sector promoting good practice and providing professional education. Shelter in Cumbria has just moved into providing housing related support by achieving the new integrated housing advice and housing related support service for South Cumbria.

Priorities for the next 5 Years

A meeting was held on Wednesday 27th October 2004 between Supporting People, Probation the Youth Offending Team and providers to discuss the priorities for ex-offenders and young offenders. It was agreed that the priorities for development were:

- Expansion of supported housing for ex-offenders in Carlisle
- Development of emergency access accommodation for young people at risk, including young offenders countywide
- Pursue joint planning to ensure flexible support and advice schemes for offenders
- Access to housing to be pursued by the CSDG to ensure move on

What is needed?	Where & why is this needed?	How could this be provided?	Projected Costs to Supporting People
Develop services to meet the need of offenders and ex-offenders who are substance misusers.	Between 70 and 80% of offenders and Ex-offenders in need of support are also substance misusers	Much of the need in this category will be addressed in the development proposed in substance misuse	Nil
Increase day care/social activities- not SP	Do not have detailed information on those arrested who have accommodation	Could form part of a floating support service	Nil
Improve services at arrest stage to people who have accommodation	Housing issue- see above	However will need floating support to ensure successful transition Also see recommendation in general category re "Rescuing service"	Nil
Remove lettings restrictions	See above		Nil
Improve links with private landlords, repeat of number 2.	The multi-agency survey identified some 15% of Offenders and Ex-Offenders with a mental health problem. Approximately 80 to 100 across the county many of who will have a substance misuse problem 70-80% and be catered for in the above recommendations	The small numbers in each district suggest that these needs would be best served by accessing permanent accommodation and making changes within existing floating support services, also by integration in to any newly commissioned services	Nil
Provide accommodation with support for people with enduring mental health problems and complex needs	It was noted that about one third of offenders returning to Cumbria had permanent accommodation. The remainder had temporary or no accommodation. There are likely to be around 150 young offenders across the county, about a third will need accommodation-50	Up to 10 places for the most vulnerable offenders It may be possible to address this need within recommendation 8	5 units £34k –68k 10 units £84k – 169k

Hostel provision for young offenders	<p>The recommendation for development in categories above partly address this need</p> <p>The survey suggested that approximately 70 people over 41 were in need of housing and support. It is likely that between 50 and 80% will have a substance misuse problem –therefore possibly 30-40 across the county</p>	Needs further investigation	As above
Explore the 'Foyer' as a model of supported housing	Unable to quantify numbers at this stage		Nil
Provision for older men with complex needs	Issue about some people being released from prison without accommodation	We can not be certain of the numbers with complex needs in Carlisle, but they are likely to be small 5-10 in Carlisle	As above
Try to provide some floating support and possibly supported accommodation in surrounding rural areas	Based on the survey between 50 and 80 Offenders and ex-offenders will need accommodation and support in Carlisle		5 units £14k-29k 10 units £56k-113k
Emergency accommodation for people being released from prison / YOI	Cumbria NPS estimate that 5/6% of the 2000 cases they manage in Cumbria are high risk 100/120 across the county Carlisle is likely to have slightly more cases than other districts due to population size and scale of support services	Can be partly addressed through better co-operation but real issue is volume. Need 3-4 places for very short stays-2-3 weeks for local arrangements to be made. This may be addressed through freeing up provision currently intended for people from West	Nil
Floating support for those	This is a multi-agency activity that should		

accessing permanent accommodation and not having a substance misuse problem	encompass all client groups and cover the county	Cumbria	
		Will need to support up to 20 people at any one time	As above
More intensive support services are required for 'high risk' offenders and 24 hour hostel provision is needed across the county particularly for this group and for those being released from prison following long periods of incarceration	This may have been addressed within other recommendations	Hostel accommodation for up to 10 and intensive floating support for up to a further 15. These are already defined as high risk and therefore the need must be urgently addressed	As above
Establish advice agency with a database of accommodation/s support services for ex-offenders which operates at either a county level or an area level i.e. North, South & West			Nil
Provision for people with complex needs			

Ex-offenders Bibliography

Allen, Chris & Sprigings, (1999), Managing Risk Together, The Housing Corporation & The University of Salford

Carlisle, Jane, (1996), The Housing Needs of Ex-Prisoners, Centre for Housing Policy

CASS, (2002), Accommodation & Support Needs of Offenders, North Cumbria

Cumbria County Council Corporate Strategy 2002/5

Cumbria Homelessness Strategy, (2003)

Cumbria Probation Area Accommodation Strategy for Offenders 2002 – 2004 (2001)

Cumbria Supporting People Shadow Strategy for Cumbria, (2002)

Dixon, Vanessa & Shelter, (2003) Research into the Accommodation Needs of Young Offenders in Cumbria, YOT

North Cumbria Housing Pathways update (2001)

Peter Fletcher Associates, (2004) Cumbria Research

Prisoner Resettlement Strategy – North West Framework Document

Rhodes, Robson, (2004), Supporting People Independent Review

Willett, Andrea, (2003), Housing for those at risk of offending in Cumbria – A report for National Probation Service and Youth Offending Team

Domestic Violence

Strategic Direction

Why do households experiencing domestic violence need housing related support?

Women and children who have experienced domestic violence have a range of support needs: the impact of domestic violence on the health, social and economic wellbeing of women and children is far reaching. The trauma of experiencing domestic violence often means that women need to spend time in supported accommodation before being ready to move to more independent accommodation. Settling into more independent accommodation often also necessitates support. Alternatively, some women prefer to remain in the family home, but rely on the provision of both support and security measure to ensure they are safe and that this is a sustainable option.

Strategic Relevance

Safety and Justice: The Government's Proposals on Domestic Violence

This outlines the Government's proposals to help prevent domestic violence, improve support and protection for victims and bring more perpetrators to justice.

Supporting People Independent Review (2004)

Robson Rhodes in his independent review of the Supporting People Programme (2004) recommends that the ODPM with others should give early consideration to measures to establish and protect an adequate level of funding and provision for the least popular client groups.

Cumbria Domestic Violence Strategy

Emphasises that domestic violence is a significant factor in crime statistics in the County and that there is a need for safe houses for women who are in danger if they either remain with the abuser or in close proximity. The Cumbria Domestic Violence Strategy includes increasing reporting, decreasing repeat victimisation and increasing successful conviction of perpetrators. Housing support services help to achieve these.

Supporting People Strategy

Floating support for all types of users is a key urgent priority of the Shadow Strategy.

Cumbria Homeless Strategy

The Homeless Act 2002 strengthens the duty to women fleeing domestic violence as vulnerable and in priority need.

District Housing Strategies

Local housing authorities have a duty under the homeless legislation which is covered by the Housing Act 1996 to secure suitable accommodation for those households experiencing domestic violence who are unable to remain in the family home, provided they meet the criteria specified by the legislation.

Cumbria County Council Corporate Strategy

Supporting vulnerable people is a key corporate policy of the County Council.

Crime and Disorder Reduction Partnerships - Countywide

Assisting women to move on from violent relationships reduces repeat victimisation in line with the CDRP targets.

Supply Analysis

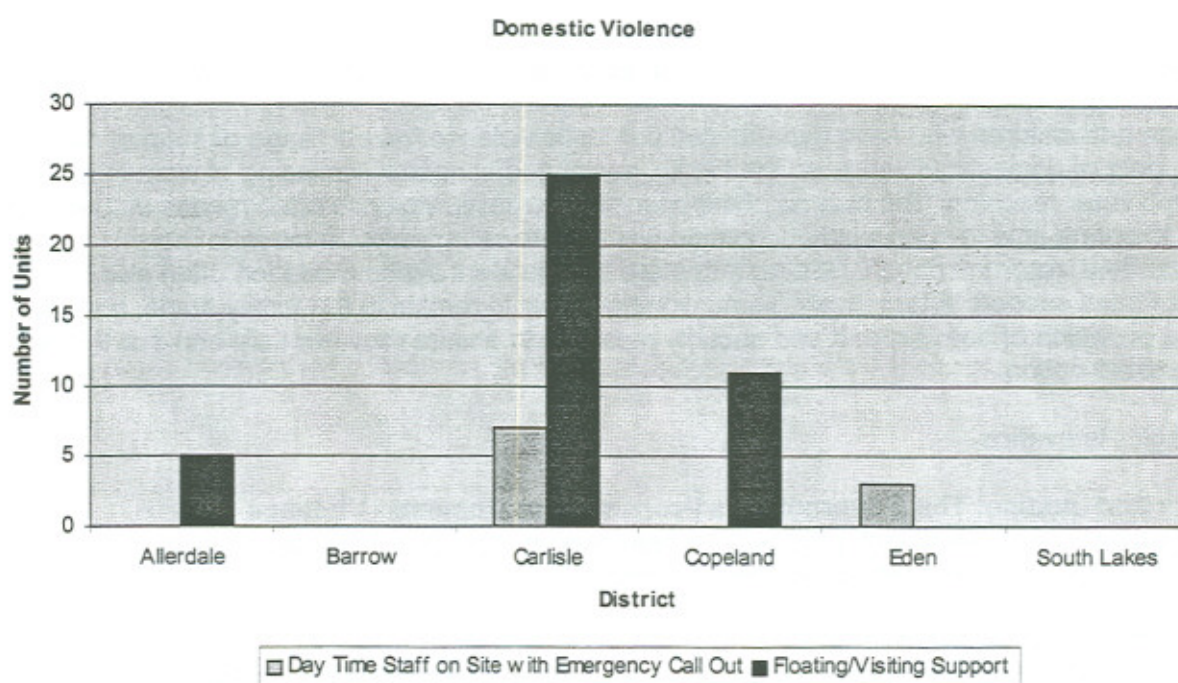


Table 1 – Provision of Services by District and Contract Value

District	No of Units	Scheme	Contract Value	Client Group %
Allerdale	8.5	Floating Support	£20,754.18	10.15%
Copeland	8.5	Floating Support	£20,754.18	10.15%
Carlisle	32	Refuge Floating Support 25	£155,155.58	75.8%
Eden	3	Floating Support	£7,811.58	3.8%
Barrow	0	0	0	0
SLDC	0	0	0	0
	49		£204,476	100%

The total amount of funding currently invested in services for women fleeing domestic violence is £204,476, which represents 2.1% of the Supporting People budget for 2004/5.

There has been no change in the provision for this client group since the Shadow Strategy.

Impact Housing Association provides all the housing related support services for women fleeing domestic violence in Cumbria.

Table 2 - Pipeline Schemes

Eden	6 <i>(various locations)</i>	Floating Support attached to Safe houses	£27,925.00	Jan 2005
Barrow	<i>Support hours to be agreed</i>	Floating Support	£15,674	
SLDC	6	Floating Support attached to Safe houses	£27,925.00	Jan 2005

The Supporting People Commissioning Body has agreed the funding of the above schemes. This will increase the provision of floating support in the County to approximately 67 and ensure floating support is available countywide.

Reviews

The Carlisle and Eden floating support schemes have been reviewed and recommended for recommissioning. It has been recommended that the Eden scheme be increased to six units.

How it all fits together

Market Capability

Impact is a Charitable Housing Association based primarily in Cumbria. It was founded 27 years ago and now houses nearly 2,500 households and provides a wide range of housing including floating support and supported accommodation for a range of client groups. Impact provides services in all areas of Cumbria apart from Barrow-in-Furness.

Priorities for the next 5 Years

The Cumbria Domestic Violence Forum priority is to ensure that floating and outreach support and safe houses are available across Cumbria.

What is needed	Where is this needed	How could this be provided	Projected Costs to Supporting People
Temporary Safe Accommodation (direct access)	Allerdale and Copeland	A feasibility study is required to compare refuge type provision with safe-house option (especially as previous refuge failed in Whitehaven)	Nil
More Floating Support	Eden and South Lakes	Consideration of wider early-intervention/outreach package, not just linked to safe-houses	Reconfigure existing floating support

Extend existing floating support services	West Cumbria	Work outside of office hours Focus on outreach and early intervention Adopt a multi-agency 'solution' based approach	Nil
Address serious shortfalls in refuge provision	Carlisle	Consider decommissioning existing refuge provision and look for alternative property/provider. Could be carried out in conjunction with feasibility study in West Cumbria See Part 2 for a full discussion	Current expenditure £112 K
Address problems finding affordable housing to develop safe-houses	South Lakes Eden	Develop contingency plans – involving all key agencies Link to review of refuge and feasibility of new direct access service in West	Nil
Address the hidden aspects of domestic violence	County-wide	Public awareness raising Early-intervention approach Broaden strategic scope of county wide domestic violence project	Nil
Look at ways to provide mainstream funding for successful projects	Barrow	Open discussions and value placed on working service	Nil
Address gaps in strategic thinking	Countywide	See section 5 in Part 1 and Domestic Violence section in Part 2	Nil

Domestic Violence Bibliography

Debbie Finlayson & Cumbria Domestic Abuse Forum, (2002), Supporting People Cumbria, Cumbria Domestic Abuse Forum,

ODPM, (2002), The Provision of Accommodation and Support for Households Experiencing Domestic Violence in England, HMSO

ODPM, (2002), Supporting People Handy Guide, Addressing Domestic Violence in the Supporting People Programme

Supporting People Research, Peter Fletcher Associates, 2004

Gypsies and Travellers

Strategic Development

Introduction and Key Components

Currently there are no Supporting People funded housing-related support services with Travellers as the primary client group.

Gypsy and Travellers are currently the largest minority ethnic group in Cumbria.

Recent Government guidance points out: "Local authorities do not have a duty to provide sites for Gypsies. They do, however, have the power to do so (under s24 of the Caravan Sites and Control of Development Act 1960).

Circulars 1/94 and 18/94 both encourage authorities to consider the need for site provision."

There is no comprehensive source of information about the numbers of Gypsies and Travellers at national, regional or local level in England:

National data: the 2001 and earlier Censuses have not included Gypsies as a separate ethnic group. The category of "household space which is a caravan or other mobile or temporary structure" made up 0.42% of all household spaces in the 2001 census.

Local authority data: according to the Government, few local authorities or other ethnic record keeping systems identify Gypsies and / or Travellers as a specific group

There are two sets of statistics published by the Government:

- Count of Gypsy Caravans (GS1 returns)
- Provision of Local Authority Gypsy Sites (GS2 returns)

The Government has recently published a review of the Gypsy Caravan Count System which concluded: "Despite fears about accuracy, the count is thought valuable because it effectively provides the only source of information on the numbers and distribution of Gypsy caravan / families."

Recent Government guidance states: "At present there are more Gypsy / Traveller caravans in circulation than there are 'authorised' legal places for them to stop. At any one time there are around 3,500 Gypsy / Traveller caravans on unauthorised sites in England. Hardly any of these could be accommodated on existing authorised sites specifically provided for Gypsies and Travellers."

The most recent figures available for Gypsy caravans are the figures for the 6th January 2004. The figures are supposed to cover caravans on local authority and private sites, and what are called "unauthorised encampments".

Within Cumbria a joint protocol for responding to unauthorised Gypsy and Traveller Encampments was developed.

Supporting People is also a member of The Joint strategic Planning Group on Gypsy and Traveller Issues. This group looks at Traveller issues and aims to highlight and recognise developments with this client group.

This has highlighted that there are travellers and gypsies who wish to "settle down" at various stages, possibly reasons being due to schooling, ill health and age. Research by the ODPM has shown that very little is known about gypsies and travellers in housing, particularly the private sector. However, common issues in social housing appear to include discrimination and racism, support and housing management.

Within the planning group we will map the GS1 and GS2 returns at district level for comparison between need and existing provision.

To what extent do current services meet our strategic priorities?

Currently there are no Supporting People funded housing-related support services with Travellers as the primary client group.

Government policy appears to concentrate on managing unauthorised camping. New guidance on this subject was published jointly by the Office of the Deputy Prime Minister and the Home Office in February 2004.

Only national evidence is currently available relating to unmet needs among Gypsies and Travellers, and is restricted to the need for additional pitches.

In order to accommodate the desire for nomadism, between 2,000 and 2,500 additional authorised transit / mobility pitches were estimated to be needed before 2007.

The research also estimated a requirement for up to 2,500 further pitches on residential sites for Gypsies and Travellers.

Priorities for the next 5 Years

What is needed?	Where & Why is this needed?	How could this be provided?	Projected Costs to Supporting People
Assess the needs of Travellers and Gypsies.	Independent research should be commissioned to recognise the needs of Gypsy and Travellers.	Co-ordinate with other relevant parties (i.e. PCT, Social Services, & Health Care, Cumbria Constabulary,	Nil
Improve the Flexibility of any future commissioned services and any new service development.	So that commissioned services can work with Travellers and Gypsies in their existing accommodation, on both public and private sites, on side of road and in housing.	Develop through joint commissioning as required and research.	Nil
Continue going to Joint Strategic Planning Group on Gypsy and Traveller issues.	These are Police led and an opportunity for Supporting People to become involved in Traveller issues working with our partners looking at service development.	An SP representative will continue to attend the meetings every quarter and remain an active member. This will ensure the support needs of Gypsies and Travellers are met.	Nil

Refugees and Asylum Seekers

Strategic Development

Introduction and Key Components

Currently there are no Supporting People funded housing-related support services with Refugees and Asylum Seekers as the primary client group.

Refugees and Asylum Seekers have increased within Cumbria over the last 18 months. This is evident by the additional numbers of housing applications in Cumbria from this client group.

In addition to this information refugees and asylum seekers could currently access other funded services within supporting people, such as generic floating support schemes and also generic supported accommodation.

Many refugees will require short term floating support services that are focussed on enabling them to settle into accommodation, employment and training and link in with statutory services.

Currently there is a hiatus when asylum seekers are granted leave to remain as support and accommodation that is granted whilst asylum applications are being processed ceases. There is an evidenced need for support to help people navigate this transition status.

Such support could be provided by generic floating support services given appropriate training of staff. It is important that such services have strong links with Social and Health Care to make services as seamless as possible.

To what extent does current services meet our strategic priorities?

Currently there are no Supporting people funded housing-related support services with refugees and asylum seekers.

Services should be developed and made available to support those who require support when granted leave to remain. Services may be specialist short-term services or may be provided by more generic floating support services.

Strong links will exist between existing services to support and accommodate asylum seekers whilst claims are being processed and these support services.

This will make services as seamless as possible.

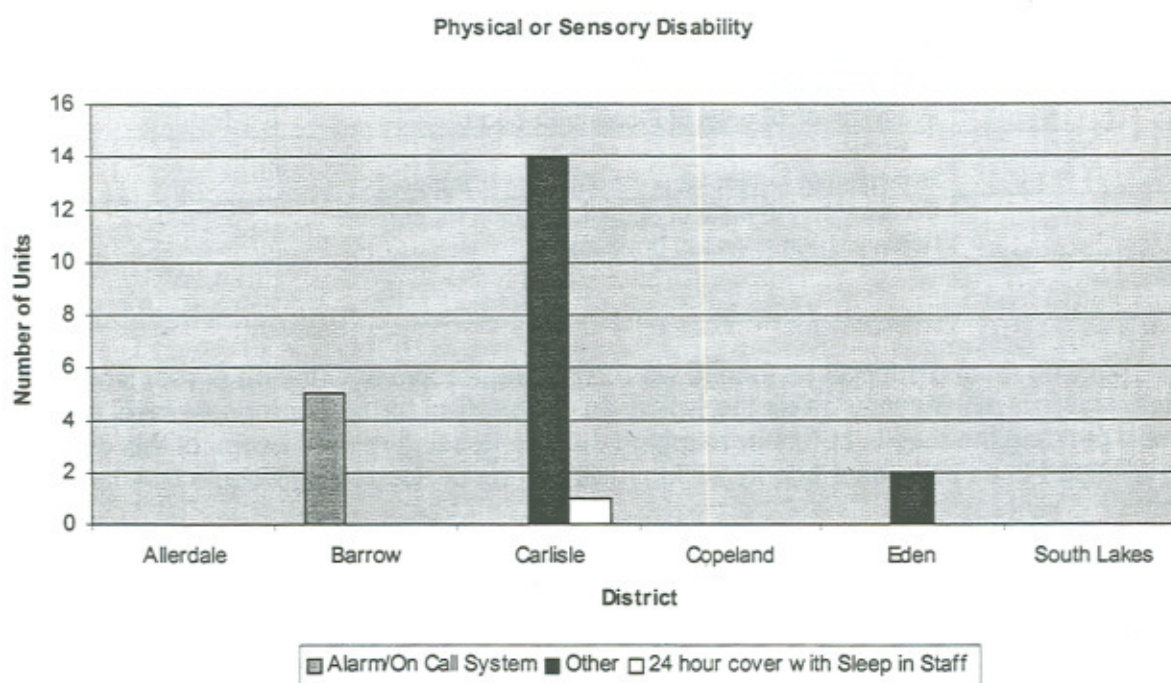
Priorities for the next 5 Years

What is needed?	Where and Why is this needed?	How could this be provided?	Projected Costs to Supporting People
Assess the needs of Refugees and Asylum Seekers in Cumbria.	Independent research should be commissioned to recognise the numbers and the needs of Refugees and Asylum seekers in Cumbria.	Co-ordinate with other relevant parties (i.e. PCT, Social Services, & Health Care, and Cumbria Constabulary / Home Office and Immigration Departments.	Nil
Work with existing floating support services in Cumbria.	This will ensure that existing floating support services are encouraged and enabled to work with asylum Seekers and	Extra Training given to staff within the projects and awareness rose, to encourage and meet the needs of this client group.	Nil

	Refugees granted leave to remain.		
Improve the Flexibility of any future commissioned services and any new service development.	So that commissioned services can work with Asylum Seekers and Refugees.	Develop through joint commissioning as required and research.	Nil

People with a Physical Disability/Sensory Impairment

Supply Analysis



People with a Physical Disability

Total 2003/04 spend within Cumbria for people with Physical Disabilities is £44,661.09, which equates to 0.46% of the overall Supporting People grant allocation.

Current Specific Client Group Provision

District	Supported Housing	ODPM Profile	Floating Support	ODPM Profile	Notes
Allerdale	0	5-82	0	5-51	
Copeland	0	4-59	0	4-37	
Carlisle	14	6-87	1	6-54	Community Alarms
Eden	2	3-43	0	3-27	Community Alarms
SLDC	0	6-91	0	6-56	

Barrow	2	4-60	0	4-37	
--------	---	------	---	------	--

It should be noted that it is recognised that support for this client group may be available but categorised elsewhere in generic services or services for older people for example. The reviews of Supporting People services will establish this and contribute to the ongoing mapping of services for this client group to ensure an accurate map of supply.

How it all fits together

Existing Development Proposals

District	Existing Shadow Strategy Proposals	Development Stage Achieved
Allerdale		
Copeland		
Carlisle	Provision of further 25 units of supported accommodation Provision of 10 units of Floating Support	
Eden	Provision of further 12 units of Floating Support	
SLDC	To develop 6-8 units of accommodation for service users with an acquired brain injury	
Barrow		

Current housing related support as funded via Supporting People in Cumbria is very limited in Cumbria and falls significantly below the typical ODPM profiles for an appropriate level of units. It is likely pending the results of further mapping that the housing related needs of this client group will need to be seen as a priority for future allocation of Supporting People Resources as available.

Visual Impairment

Key Facts

- Nearly 2 million people in the UK are blind or partially sighted and over 100 people in the UK every day begin to lose their sight.
- 4% of blind people can see nothing at all and only 3% of blind people can read Braille.
- One in 12 of us will become blind or partially sighted by the time we are 60
- 75% of blind or partially sighted people of working age are unemployed
- 20% of blind people and partially sighted people over the age of 75 won't have left their home in the last week or even been in their own garden
- 60% of older blind and partially sighted people never go out on their own
- 27% of blind and partially sighted people don't feel confident walking in their own neighbourhood
- 45% of blind and partially sighted people live alone
- 1 in 16 older people with sight problems admits to having gone without food at some time in order to pay the bills
- More than half of older people with sight problems are unaware of the benefits they are entitled to and it is estimated that 94% of blind and partially sighted people do not receive all the benefits they may be entitled to.

RNIB Needs Survey (1991)

There are currently limited specific Supporting People funded housing related support services for people with a sensory impairment in Cumbria. Supporting People currently provides £20,960 to the Cumbria Deaf Association who provide housing related support to a tenant who is hearing impaired and communicates via British Sign Language. The association is the only organisation currently providing this specialist support in the County and have evidenced further need which is currently unmet and would benefit from further Supporting People funding.

It will be important for Supporting People to undertake a thorough mapping of need in relation to these client groups in 2004/05 in order that their housing related need can be planned for in the future where appropriate and for gaps in supply and provision established.

There are currently various existing strategies and those being written and planned covering people with physical disability and/or sensory impairment within the County and it is crucial that the mutuality of these strategies aims and priorities are reflected with those of the developing Supporting People Programme and the 5year strategy.

Current Strategies:

- 2005-2010 Joint Strategy for Disabled People with Physical and/ or Sensory Impairment being written for South Cumbria. Currently in Draft.
- West Cumbria Capacity Plan 2005-2010. Currently in Draft.
- The North Cumbria Physical, Sensory Impairment and Chronic Disability NHS service map North Cumbria PCT, October 2003

County Wide overarching Strategies for Physical Disability and separately for Sensory Impairment are planned and it is likely that these will be completed over the coming year (2005/06). It is important to acknowledge that service users who experience either a multiple or singular disability of physical and/or sensory impairment often have quite different and separate needs and the County Strategic vision for both these client groups will reflect this.

Priorities for the next 5 Years

What is Needed	Where & why is this needed	How could this be provided	Projected Costs to Supporting People
Increased provision of Supported Housing and Floating Support for people with physical and/or sensory Impairment.	County Wide need, as Supply is currently very low in relation to typical ODPM profiles of acceptable number of unit provision.	Jointly Commissioned schemes and potential commitment of SP revenue as available.	Nil
Comprehensive Needs Analysis throughout Cumbria with focus on BME tenants as regards their specific housing related needs.	Supply lower than typical profile.	Via SP resources and utilising current plans and strategies being undertaken.	Nil
Joint working with Strategic Partners in health, social services and	County Wide in line with emerging unmet need data	Ensure SP membership of appropriate health and social	Nil

housing to ensure jointly commissioned and resource efficient provision.		services forums and groups to ensure mutuality of aims and joint planning	
--	--	---	--

Chapter 5: Achieving Best Value for Money

Introduction

There is an efficiency challenge for all local Government. In 2003 Budget the Chancellor announced a review to determine incentives for the public sector to "exploit opportunities for efficiency savings and so release resources for front line public service delivery". This subsequently resulted in the "Independent Review of Public Sector Efficiency" led by Sir Peter Gershon (2004).

This report proposes £20 billion of efficiencies in public spending by 2007-2008 that will either increase outputs of public services or free up resources to invest back into front line delivery. To achieve these efficiencies a number of proposals have been identified by Gershon, which include increasing professionalisation of the public sector procurement function.

The independent review of Supporting People funding concluded that the current distribution of Supporting People funding does not represent best "Value for Money". In their view the current need and also the wide variations in unit costs could not be explained by regional variations regarding accommodation and salary costs. On this basis outlined by the Gershon report and detailed in the Independent Review a robust and transparent methodology is therefore important to ensure that all commissioned Supporting People services in Cumbria are assessed applying a "Value for Money" framework and demonstrate "Best Value".

Defining An Approach

The Office of the Deputy Prime Minister (ODPM) define Value for Money as "a judgement about the price of a service in the light of the perceived value of that service" (ODPM Introductory Practice Aid). Value for Money can be quantified by examining inputs with outputs and outcomes. ODPM define value as:

- Contribution to relevant strategies
- Desirable outcomes
- Service quality
- Satisfied Users and Stakeholders

ODPM define costs as:

- Cost of the service divided by
- Number of Units/Bed spaces

When determining if a service is delivering Value for Money it is necessary to consider what efficiencies can be achieved. Efficiencies are defined by Gershon (2004) as, "those reforms to delivery processes and resource utilisation that achieve:

- Reduced numbers of inputs (e.g. people or assets) whilst maintaining the same level of service provision; or
- Lower prices for the resources needed to provide services; or
- Additional outputs, such as enhanced quality or quantity of service, for the same level of inputs; or
- Improved ratios of output per unit cost of input; or
- Changing the balance between different outputs aimed at delivery a similar overall objective in a way which achieved a greater overall output for the same inputs"

This is depicted in the diagram below:

What is "efficiency"?

- Ratio of outputs to inputs of a system
- Skilfulness in avoiding wastefulness of energy and/or time

- "much more for a little more" } non-cashable efficiency
- "more for the same" }
- **"more for less"** }
- "the same for less" } cashable efficiency gains
- "less for even less" }

*Barry Quick, Chief Executive Officer
LB Lewisham
The Efficiency Champion*

To achieve this, the Supporting People programme needs to be skilful, resourced and focused that delivers;

- Providers who are customer focused
- More partnership working including pooling resources
- More collaboration between Authorities
- More competition in the procurement process
- Value for Money Services that gives "More for Less"

The Commissioning Body Approach to Assessing Value for Money

The ODPM published information using platinum cut data to determine Value for Money and the average cost of services across the County. This information was grouped by client group and service model and published as National and regional data. As well as providing an average weekly unit cost it also looked at the range of costs including the maximum and minimum costs providing upper and lower quartiles.

There are however limitations with this approach as inputs or the number of delivered service hours are not identified neither does this approach allow analysis of where the Supporting People grant is being spent making it difficult to assess Value for Money.

Although this approach does allow for an initial Value for Money assessment further analysis is necessary. In Cumbria the agreed Commissioning Body Value for Money approach focuses on the following areas:

- Service Profile
- Benchmarking unit cost/hourly cost
- Proportion of overheads within service value
- Analysis of the service budget
- Performance data
- Quality/cost comparison
- Recommended Action

Achieving Value for Money

'Model for Change'

The Supporting People Team have invested a great deal of resources in benchmarking and assessing the cost of services locally and nationally to develop a model that will reform the way in which services are commissioned and ultimately procured. Our current value for money process has therefore enabled the Team to gather the necessary evidence in which to benchmark services and support costs.

This process has led to the development of a new way to determine service delivery to the wide range of supported housing user groups without reducing service capacity or quality.

It is proposed that to develop a new approach to commissioning it is necessary to 'band' supported housing services by user group and service delivery and introduce hourly rates at no more than £15 per hour for all providers. By introducing 'banding' all supported housing services can be capped at a maximum limit of 20 housing support hours per unit/user over a weekly period. Due to the varying housing needs of each of the user groups it is recognised that banding needs to be applied by user group and service delivery rather than a generic application.

This is explained in more detail by the table below which compares how banding will work for example across the user groups of young people at risk, single homeless and learning disability.

Band	Support Hours Per Weekly Period	Service Delivery
A	1-5	Floating/visiting support
B	5-10	Day Time Staff on Site with emergency call out
C	10-15	24 hour cover with sleep in
D	15-20	24 hour cover with waking night staff.

User Group : Young People at Risk

User Group: Single Homeless

Band	Support Hours Per Weekly Period	Service Delivery
A	1-5	Floating/visiting support
B	5-10	Day Time Staff on Site with emergency call out
C	10-15	24 hour cover with sleep in
D	15-20	24 hour cover with waking night staff.

User Group: Learning Disability

Band	Support Hours Per Weekly Period	Service Delivery
A	1-5	24 hour cover with waking night staff.
B	5-10	24 hour cover with sleep in
C	10-15	Day Time Staff on Site with emergency call out
D	15-20	Floating/visiting support

The support hours delivered to an adult with a learning disability varies significantly with that of a young person at risk. Evidence is provided by Cumbria Social Services that concludes that a learning disabled adult with high care needs is less likely to require as much housing support than a learning disabled adult with lower care needs. Therefore an adult being delivered floating support is likely to require a higher level of housing support hours where little care is being provided compared to an adult receiving a 24-hour service where there will be a high proportion of care hours being received. This is the reverse for most other Supporting People user groups where the more intensive supported housing service delivery will require a higher amount of support hours.

The range of hourly costs is inconsistent across all providers with some services costing as little as £2 per hour and others as much as £54. The reason for this is due to legacy arrangements under THB and they in which services were worked out. Providers determined the cost of their support calculated over a week to provide a weekly unit charge. There is a national recognition across authorities and ODPM that Supporting People need to move away from determining costs based on weekly unit charges and move to contracting arrangements that clearly set out hourly supported housing costs. Based on benchmarking SP Cumbria are recommending that no service should cost no more than £15 per hour.

Commissioning Approach

The Gershon Report (2004) identified a need to improve the professionalisation of the procurement function within the public sector. In the pursuit of 'Best Value' Cumbria Supporting People has developed a Commissioning Framework, which details the approach to procuring support services. Supporting People Commissioning Body decisions will strive to create equitable services across the County, tackle exclusions and address inequalities. The procurement of Supporting People services will adhere to the Cumbria County Council Contract Procedure Rules and granted exceptions to standing orders.

Services will only be commissioned and procured when all of the following criteria are met as identified by the commissioning options appraisal. The options appraisal explores the 'buy' options for a service and identifies the best way to procure the service to meet the commissioning criteria detailed below. This would be undertaken for all new or existing services following review with recommendations for either:

- I) the service is retained wholly, or partly, by the existing provider
or
- II) the service should be exposed to competition.

This decision will be based on the following factors:

- The service is strategically relevant. The need for a specific service clearly fits within the priorities set out in the Supporting People Strategy and Annual Plan
- The service meets the required quality standards. The approach taken in Cumbria will be to only commission services where there is clear evidence from the Service review that the service is improving and can be provided at least at level C or the core objectives. Ability to deliver good quality services to Quality Assessment Framework Standards will be a key consideration in evaluating bids for new Supporting People commissions.
- The service performs well in terms of KPIs and contractual obligations. There should be evidence from the Service Review that the service performs well in terms of KPIs and contractual obligations. Services which are re-commissioned will be measured not only thought output KPIs, but also in relation to Supporting People and related strategic outcomes under new contracts.
- The service provides best value for money. Normally the contract price is established through tendering or competition. Given the impracticalities of doing this for every service, the approach in Cumbria is to adopt a robust methodology for assessing best value fro money, which gathers information and evaluates best value at service review.
- The provider is fully accredited. The service provider will need to be fully accredited in line with Cumbria County Council and Supporting People accreditation requirements. Once accredited the provider organisation will be on the Council's approved list for Supporting People services in line with Cumbria County Council Procurement Rules.

Involving Users and Stakeholders

The Cumbria Supporting People Framework for Commissioning Services recognises that Service Users and Carers are at the heart of commissioning. Therefore appropriate opportunities must be created for Users to be involved in identifying needs and services planning. Cumbria Supporting People will promote choice for Service Users and seek to develop effective opportunities to consult and involve Users in developing and commissioning services. This will be achieved by direct consultation of Users through the review process and by providers seeking opportunities to feedback issues to the Supporting People Team by tenant participation programmes.

Risk and Contingency Planning

In order to ensure that services are not placed at risk as a result of our approaches to achieving efficiencies and commissioning Cumbria Supporting People have developed a Risk Assessment Policy and Procedure. This covers strategic, programme, project and operational risk. These four areas are interrelated and can be implemented either individually or as a whole. The major benefits of this are:

- Better service delivery
- More effective management of change
- More efficient use of resources
- Better project management
- Minimising waste, fraud and poor value for money
- Supporting innovation
- Facilitates early identification of service delivery.

Cumbria Supporting People have made links with the County Emergency Planning and Welfare Co-ordination Group and were involved in preparations for an emergency exercise in December 2004.

Assurance and Reviews

Mechanisms are now in place for monitoring and reporting effectiveness in managing risk. A reporting system enables upward reporting about how risk management is being achieved. Future regular reporting on the work being done to keep risk and control procedures up to date will be in line with the business need.

In addition the organisation is required to make provision for Internal Audit, which can provide an important independent assurance about how well the organisation has managed risk and embedded good practice.

Service/Contract – Service Termination

The Commissioning Framework explains in detail the approach taken to manage risk as a result of service decommissioning. In brief if Supporting People in Cumbria can no longer utilise a Provider through either Cumbria County Council being unable to continue contracting for whatever reason, or the Provider pulls out of a service(s) or a contract, a provider goes into liquidation voluntary or otherwise, adhering to Cumbria County Council Contract Procedure Rules the following should be carried out as part of any contingency measure.

In most cases the decision to de-commission will be established following the strategic relevance assessment at stage 1 of the supporting people Review process. This will be because services are not considered to be strategically relevant or because it is a lower commissioning priority. There will however be unplanned instances outside the review process either based on service or contract failure where contingency arrangements will need to be put in place. These arrangements however must comply with Contract Procedure Rules that allow

for a minimum of two providers to express an interest in delivering a service on a short-term basis. In the longer term decisions to re-commission will still need to be based on the review outcomes.

The process of risk management needs to be led by the approach detailed above in determining the options appraisal for commissioning services following review. A risk assessment will be drawn up to identify any risks and issues in relation to the outcome of an options appraisal and in the event of seeking to de-commission a service a 'decommissioning action plan' will be followed in partnership with Supporting People, the service provider, service users and carers and any appropriate stakeholders.

Chapter 6: Defining a Local Charging Policy

The Charging Policy for Supporting People in Cumbria is that providers will levy a charge on service users for Supporting People services that are defined as long term.

In respect of the support charge, providers will be paid full subsidy, by means of a block subsidy contract, for those service users in receipt of Housing Benefit, and full or partial subsidy for those assessed as needing help in meeting the financial cost of the service in line with Fairer Charging guidance.

The provider contracted with, will collect any service user charges and retain the income, providing and maintaining appropriate account records. The provider will take enforcement action where necessary in the event of non-payment of charges. The extent of compliance with these conditions is currently the subject of review. The Interim block subsidy contracts, currently in place, do not specify that the charging policy must be adhered to. Steady state contracts will be more specific in regard to adherence with the provisions of the Charging Policy.

Providers must advise the Supporting People Team in writing about any change of circumstance that may impact on eligibility for Supporting People subsidy e.g. eligibility for Housing Benefit. The flexibility to continue to pay subsidy in instances where service users are admitted to hospital, residential care and prison in line with Housing Benefit regulations, is currently being reviewed.

Supporting People service users who do not qualify for Housing Benefit may apply for a financial assessment, under Fairer Charging guidelines, to determine what they can afford to pay towards their support charge. Social Services Financial Assessment Section undertakes these financial assessments of service users on request from Supporting People. Uptake of Fairer Charging financial assessments has been lower than expected.

It has become apparent that some providers have increased the charge to service users above the amount of Supporting People subsidy. This has led to vulnerable tenants accruing arrears. This is, to an extent, attributable to the lack of inflationary uplift in the Supporting People Grant award and the subsequent decision by the Commissioning Body not to include any annual inflationary uplift in payments to providers. This situation is currently under review.

Chapter 7: Statement – cross client group issues

The continuing provision of services to clients from outside AA areas was a concern in the implementation of Supporting People and ODPM require that flexible arrangements need to be maintained to meet the needs of cross-authority service recipients. Cross authority recipients are service users who immediately prior to the acceptance for Supporting People services, did not reside in the area of their host authority, nor have any other previous connection with that host authority.

Cumbria Supporting People is therefore required to maintain a record of levels of cross-authority access to services within the Commissioning Body area and this will be closely monitored by ODPM using a range of information sources including the Client Record forms and the 5-year Strategy. This is to establish that appropriate arrangements exist within Cumbria to meet the needs of cross-authority service recipients.

Presented below are the key findings taken from the Cumbria Supporting People Client Records between April 2003-March 2004.

- Clients most commonly received services provided by Cumbria administering authority with 91% of host referrals recorded.
- 106 referrals (8.6%) were from outside Cumbria with 58 of the referrals being open access and 42 structured. 4 were spot purchased by authorities outside Cumbria.
- 22 people were from Scotland, 11 people came from Lancaster, 14, Durham 5 Newcastle, 4 Stockton on Tees
- The most common primary client group referred from outside Cumbria was for single homeless, 50 people (54.7%), followed by drug problems (11%) and women at risk of domestic violence (11%).
- 90 clients previously living in Cumbria accessed supported housing services outside of Cumbria. 49% of these people accessed direct access hostel accommodation. 10% were women fleeing domestic violence accessing refuges.
- 13 people previously living in Cumbria accessed services within the Cross Authority Group area:

Blackburn with Darwen Unitary Council

- 7 clients from Cumbria accessed services in Blackburn with Darwin Unitary Council area. The primary client group and number of clients are 5 single homeless; 1 with drug problems and 1 care leaver. The service types accessed are supported housing (1); foyer (1) and direct access (5).
- 1 client from Blackburn with Darwin received open access service in Cumbria.

Blackpool Unitary Council

- 4 single homeless clients from Cumbria accessed services in Blackpool Unitary Council area. The service types accessed are supported lodgings (1) and direct access (3).

- No clients from Blackpool Unitary Council area accessed services in Cumbria.

Lancashire County Council

- 2 people with mental health problems from Cumbria accessed services in Lancashire County area. The service types accessed are supported housing (1) and floating support (1).
- 11 people from Lancashire accessed services in Cumbria. The referral type for these clients receiving services funded by Cumbria County Council are 1 spot purchased; 7 structured and 3 open access.

Cross Authority Group

The Supporting People team are working in partnership with Lancashire County Council, Blackpool Borough Council and Blackburn with Darwin Council as part of a regional Cross Authority Group to ensure that housing support services are available to people who need to move across our boundaries but also to ensure provision is developed in our own localities for people who wish to remain in the area.

Cumbria Supporting People are also members of the North West Contracts Group as it is expected that, in line with the National Procurement Strategy, Administering Authorities will collaborate in order to secure Best Value in procurement and to secure the benefits of the aggregation of services and contracts. Although there are currently no defined cross authority priorities for service development, authorities are encouraged to look at jointly commissioning services with neighbouring Administering Authorities where that assists in providing strategically relevant, good quality, vfm services.

The North West Contracts group is also presently developing the process of Cross Authority Accreditation for providers with the aim of standardising arrangements with all private and voluntary providers in order to seek to provide Supporting People services of the highest possible standard.

Designated Services

The setting up of designated services of national or regional importance was seen as a way to ensure the continued provision of services to clients from outside the AA area. All accommodation based services, which provide for women at risk of domestic violence as their primary client group have been designated as a cross authority service and therefore cannot be decommissioned without the approval of the Secretary of State. The Women's Refuge in Carlisle is the only designated service in Cumbria.

Cross Authority Provision

ODPM expect Administering Authorities will collaborate where service users:

- Need to move from their local area for their own safety and security or the safety and security of others including women at risk of domestic violence, offenders including high-risk offenders, and some people who misuse substances.
- Require very specialist services to meet a combination of needs and it is not practical to provide that service in the local area.

Cumbria Supporting People presently have an "open door" approach to services in line with ODPM performance requirements on Fair Access to services. Local connection policies can have undesirable impacts for service users and service providers and are reviewed as part of the scheme review as part of the scheme review into referral processes to their appropriateness.

Chapter 8: Annual Plan 2005-2006

This annual plan pulls together the strategic work and priorities identified in chapter 4 that the Supporting People Commissioning Body intend to implement over the forthcoming year. The priorities listed for the next year have been agreed in consultation with all strategic partners led by the Supporting People Core Strategy Development Group.

This plan places particular emphasis for the forthcoming year on the need to achieve efficiency savings and best value for money across all Supporting people services. For the last two years Cumbria Supporting People programme has received a reduction in grant allocation resulting in a deficit. It is therefore necessary to achieve and generate efficiencies to reduce this deficit for 2005.06 and establish a position that enables future strategic priorities to be implemented from 2006-2009.

The Commissioning Body has agreed to achieve efficiencies through the service review process and avoid applying across the board cuts. As a consequence no new services will be commissioned over the next year. Opportunities will be explored and pursued to determine ways in which to reconfigure and remodel existing services in order that the provision of housing support can be increased in line with agreed priorities. Marginalised Groups will be prioritised over the coming year on this basis. Where this is agreed, any changes to services will comply with Cumbria County Council Contract Procedure Rules and the Commissioning Body agreed approach to procuring services.

Through this process Supporting People will ensure that all services support Local Authorities and their partners who are being measured in their success of local government targets. Therefore where strategic reviews are being undertaken across service areas this will be undertaken in partnership with our strategic partners to ensure mutually agreed outcomes are achieved. Consultation is an important factor to the success of commissioning and delivering services that are wanted and needed. Supporting People are therefore intending to increase the overall percentage of service users participating in service reviews and service development. To do this effectively an agreed service user consultation process will be established that will determine the most appropriate way to consult with the wide range of service users living in and accessing supported housing.

The following tables detail the Commissioning Body's strategic priorities for 2005.06 identifying the objective, lead agency, timescale for completion, expected outcome in order to measure performance and finally resources needed to achieve the objective. Please see the Weighting and Prioritisation Process table (appendix 1.), which demonstrates how future strategic priorities will be agreed by the Commissioning Body for subsequent annual plans.

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Achieve best value for money for all services commissioned	Supporting People,	March 2006	Service reviews completed for all Supporting People services with increase in efficiencies to clear programme deficit	Nil	-	Supporting People Staffing
2. Ensure Supporting People support Local Authorities and their partners who are being measured in their success of local government targets.	Supporting People	Ongoing	All services will demonstrate clear links to Local authorities and their partners local government targets	Nil	-	Supporting People Staffing
3. Reduce the number of socially excluded people who are unable to access appropriate housing support	Supporting People	March 2006	Increase in Supply	Nil	-	Supporting People Staffing
4. Increase service user/carer participation in service development and delivery	Supporting People	March 2006	Increase the overall percentage of service users participating in service reviews	£1,000	Admin Grant	Supporting People Staffing
5. Establish joint commissioning process	Supporting People, Strategic Commissioning Partners	March 2006	Agreed joint commissioning process	Nil	-	Supporting People Staffing

Older Adults

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Develop an evidence base for floating support regards geographical location and service model in partnership with Health, Social Services and service users	Supporting People	March 2006	Identify unmet need across Cumbria	Nil	-	Supporting People Staffing
2. Contribute to a strategic review of the range and pattern of support/care options for older people	Health/Social Services	Ongoing	Agreed model of housing support and care options	Nil	-	Supporting People Staffing
3. Have in place a joint commissioning process with Health/Social Services	Supporting People/ Health/Social Services	Ongoing	Agreed process to enable joint commissioning	Nil	-	Supporting People Staffing

People with a Learning Disability

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Develop an evidence base for floating support in partnership with Health, Social Services, providers and service users	Supporting People, Social Services and Health	March 2006	Identify areas of unmet need across Cumbria	Nil	-	Supporting People Staffing
2. To complete a commissioning review of the range and pattern of support and care options across Cumbria for people with learning disabilities	Social Services, Health and Supporting People	March 2006	Agreed models of care and housing support	Nil	-	Supporting People Staffing
3. Establish joint commissioning process	Cumbria Integrated Commissioning Board and Supporting People	March 2006	Agreed joint commissioning process	Nil	-	Supporting People Staffing

Mental Health

North and South Cumbria

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Establish service user consultation process	Supporting People, Health and Social Services	March 2006	Increase the number of service users consulted in the delivery and planning of services	£1,000	Admin Grant	Supporting People Staffing
2. Undertake a strategic review of supported housing options for people with mental health problems	Supporting People, Health and Social Services linked to Adult Implementation Group	March 2006	Modernisation of support/care service in north and South Cumbria	Nil	-	Supporting People Staffing
3. Review the training and skill mix of housing support staff	Supporting People, Health and Social Services	March 2006	Agree in partnership with Health and Social Services a training plan for all providers to adhere to.	Nil	-	Supporting People Staffing
4. Establish joint commissioning process	Supporting People, Health and Social Services	March 2006	Agreed joint commissioning process	Nil	-	Supporting People Staffing

Young People and Care Leavers

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Review the provision of floating support services to Young People with key actions for commissioning with partner agencies and service users	Supporting People	March 2006	Establish a model of floating support that ensure all those under 25 and leaving supported accommodation receive a floating support service especially in rural areas	Nil	-	Supporting People Staffing
2. Improve the effectiveness of existing support services in preventing homelessness	Supporting People, Housing, providers, LHA	Ongoing	1. an increase in provision for deposit and furniture schemes 2. agreed allocation policies in accessing move-on accommodation	Nil	-	Supporting People Staffing
3. Review the current delivery of emergency accommodation for 16/17 year olds	Supporting People, LHA and providers	Ongoing	Increase the provision of emergency accommodation through the remodelling of existing services for West Cumbria, Barrow and Carlisle	To be met from existing resources	Via Supporting People programme Grant	Supporting People Staffing

Teenage Parents

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Increase the provision of floating support in west Cumbria to all under 18 teenage parents receiving supported housing to enable successful transition to an independent tenancy	Supporting People with Teenage Pregnancy Board	March 2006	1. Reconfigure existing floating support schemes in the West and re-direct resources	Nil	Via allocated Supporting People grant for floating support	Supporting People Staffing
			2. Increased level of floating support units for teenage parents	Nil	Via allocated Supporting People Grant	
2. Establish joint commissioning process	Supporting People with Teenage Pregnancy Board	March 2006	Agree with Teenage Pregnancy Board process for joint commissioning	Nil	-	Supporting People Staffing

Substance Misuse

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Increase the provision of floating support services in West Cumbria, Carlisle, Eden and Barrow for individuals receiving structured drug treatment	Supporting People, Drug Action Team and LHAs	March 2006	Reconfigure existing floating support schemes across the county to ensure substance misusers gain access to support services	No additional resources	Via allocated Supporting People grant for floating support	Supporting People Staffing
2. Increase access to appropriate accommodation for individuals receiving structured drug treatment	Supporting People, Drug Action Team, LHAs and providers	March 2006	1. An increase in provision for deposit and furniture schemes 2. Establish protocols between private landlords and letting agents with LHA	Nil Nil	-	Supporting People Staffing
3. Strategic review of all housing support services for substance misusers	Supporting People, Drug Action Team, LHAs, providers and service users	March 2006	All Supporting People services are commissioned in partnership with the priorities of partner agencies Under a joint Commissioning Framework.	Nil	-	Supporting People Staffing
5. Establish joint commissioning process	Supporting People, Joint Commissioning Group,	March 2006	Agreed joint commissioning process	Nil	-	Supporting People Staffing

Single Homeless and Homeless Families

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Increase the provision of floating support services on a countywide basis to reduce the level of homelessness and repeat homelessness	Supporting People, LHAs and providers	March 2006	Existing floating support services reconfigured to provide countywide coverage	To be met from existing resources allocated to floating support	Via allocated Supporting People grant	Supporting People Staffing
2. Undertake a strategic review of hostel accommodation to enable better planning to develop and improve services to reduce the level of homelessness	LHAs and Supporting People	March 2006	<p>Increase the access to appropriate accommodation and support for those who are homeless.</p> <p>Achieve levels of rough sleeping which are as close to zero as possible</p>	Nil	-	Supporting People Staffing

Offenders and Ex-offenders

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Review the current delivery of emergency accommodation for young offenders	Supporting People in partnership with Probation, LA Housing and Youth Offending Teams	March 2006	Identify opportunities to increase the provision of emergency accommodation through the remodelling of existing services across Cumbria	Nil	-	Supporting People Staffing
2. Improve the synergy of commissioned services with the priorities of partner agencies	Supporting People in partnership with Probation, LA Housing and Youth Offending Teams	March 2006	Have in place a process for joint planning to deliver flexible support and advice schemes. Increase the provision of move-on accommodation Contribute to the reduction of re-offending by 5% for young offenders and for both adults sentenced to imprisonment and adults sentenced to community sentences.	Nil	-	Supporting People Staffing
3. Provide better support services to high risk offenders, and other priority groups of offenders, with the capacity for delivering short but intensive support packages.	Supporting People in partnership with Probation, LA Housing and Youth Offending Teams		30 Floating support places, and supported accommodation with emergency access, for priority offenders, with the capacity for delivering short but intensive support packages.		To be met from existing resources allocated to floating support	

Domestic Violence

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Complete a feasibility study comparing models of supported housing for people fleeing domestic violence	Supporting People and Cumbria Domestic Violence Forum	March 2006	Provide options for commissioning supported housing across Cumbria	Nil	-	Supporting People Staffing
2. Undertake a strategic review of all floating support services	Supporting People and Cumbria Domestic Violence Forum	March 2006	Increased provision of floating support to people fleeing domestic violence across Eden, South Lakes and West Cumbria. Remodel existing provision to provide out-of-hours support/outreach/early intervention	?	To be met from existing resources allocated to floating support	Supporting People Staffing
3. Improve the quality of existing refuge provision	Supporting People, Impact Housing Association and Cumbria Domestic Violence Forum	March 2006	Agree action plan linked to Objective One specifically for Carlisle	?	To be met from existing resources allocated to floating support	Supporting People Staffing

Gypsies and Travellers

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Improve the synergy of commissioned service with the priorities of partner agencies for Gypsies and Travellers service users	Cumbria Constabulary, and Joint Strategic Planning Group	Ongoing	Areas of unmet need established	Nil	-	Supporting People Staffing

Refugees and Asylum Seekers

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
1. Identify and increase the number of socially excluded people who are able to access appropriate housing support	Supporting People, providers and LHAs	Ongoing	1. Areas of unmet need established for Refugees and Asylum Seekers 2. Increased access to appropriate accommodation and support for those who are homeless	Nil Nil	-	Supporting People Staffing
2. Improve knowledge and understanding in relation to the housing support needs of Refugees and Asylum seekers for housing support staff		March 2006	Agree and deliver a training programme	£1,000	Admin Grant	Supporting People Staffing

People with a Physical Disability/Sensory Impairment

Objective	Lead Partner	Timescale	Outcome	Cost	Source of Finance	Non-Financial Resources
2. Set commissioning priorities in supported housing for people with a physical disability/sensory impairment using evidence based planning in partnership with other agencies	Supporting People, Health, Social Services, Voluntary Agencies, service users and carers	March 2006	1. Unmet need established 2. Options agreed to commission new support services that will contribute to improvements in health outcomes for people with long-term conditions by offering improved care and support in the community	Nil Nil	- -	Supporting People Staffing

Appendix 1: Weighting & Prioritisation Process – 5 Year Strategy/Annual Plan Priorities

Example

[illegible]