

# Appendix A

## Leicester City Supporting People Strategy 2005-10

Leicester City West   
Primary Care Trust

  
NATIONAL PROBATION SERVICE  
For England and Wales

  
Leicester  
City Council

Eastern Leicester   
Primary Care Trust

# CONTENTS

<b>Contents</b>	<b>Page</b>
Contents	1
Sign up page & contact details	2
Foreword from Commissioning Body Chair	5
<b>Part A – Introduction</b> <ul style="list-style-type: none"> <li>○ What is the Supporting People Programme?</li> <li>○ National Context</li> <li>○ Regional Context</li> <li>○ Local Context</li> </ul>	6
<b>Part B – What we've got – Market Analysis</b> <ul style="list-style-type: none"> <li>○ Budget Position</li> <li>○ Inflation</li> <li>○ SP Funded Schemes by Client Group</li> <li>○ SP Funded Schemes by Provider Type</li> <li>○ Summary of our SP Expenditure compared to others</li> <li>○ Cross-Authority Issues</li> <li>○ Black and Minority Ethnic Issues</li> </ul>	11
<b>Part C – What we need – Prioritising Need</b> <ul style="list-style-type: none"> <li>○ The Demand for New Services</li> <li>○ How we decided what were Priorities</li> <li>○ Results of Prioritisation</li> </ul>	16
<b>Part D – How we are going to get there – Decision Making, Reviews &amp; Programme Administration</b> <ul style="list-style-type: none"> <li>○ How decisions are made</li> <li>○ Reviews</li> <li>○ Performance and Quality</li> <li>○ Assessment of Value for Money</li> <li>○ How Changes will be made</li> <li>○ Summary of Annual Plan (2005-06)</li> <li>○ Charging Policy</li> <li>○ Risk Assessment</li> </ul>	19
<b>Annexes – Additional Information about the Strategy</b> <ul style="list-style-type: none"> <li>A What is the Supporting People Programme?</li> <li>B Information about the Population of Leicester</li> <li>C Strategic Objectives and Strategic Outcomes</li> <li>D Consultation on this Strategy</li> <li>E Budget Position</li> <li>F Client Group Information</li> <li>G Arrangements for Cross Authority Services</li> <li>H Black &amp; Minority Ethnic Service Analysis</li> <li>I Ageing and Prioritising SP Developments</li> <li>J Decision Making in the SP Programme</li> <li>K Reviews of Services</li> <li>L Performance and Quality</li> <li>M Summary of Value for Money process within Reviews</li> <li>N How Changes Will be Made</li> <li>O Supporting People Annual Plan 2005-06</li> <li>P Summary of Charging and Subsidy Policy</li> <li>Q Risk Analysis</li> <li>R Glossary</li> </ul>	23

## LEICESTER'S SUPPORTING PEOPLE STRATEGY

**Contact for the Supporting People Strategy:**

Supporting People Team  
Leicester City Council  
New Walk Centre  
Welford Place  
Leicester  
LE1 6ZG

Tel: 0116 256 8333  
E-mail: [supporting.people@leicester.gov.uk](mailto:supporting.people@leicester.gov.uk)  
Website: [www.leicester.gov.uk/supportingpeople](http://www.leicester.gov.uk/supportingpeople)

**SP COMMISSIONING PARTNER AGENCIES:**

Leicester City Council  
Leicestershire & Rutland National Probation Service  
Leicester City West Primary Care Trust  
Eastern Leicester Primary Care Trust

### APPROVAL OF LEICESTER'S SHADOW SUPPORTING PEOPLE STRATEGY

	NAME OF CHIEF OFFICER	SIGNATURE	DATE
<b>Strategic Director of Supporting People</b>	<b>Andrew Cozens</b>		<b>March 05</b>
<b>Chief Officer of Leicestershire &amp; Rutland National Probation Service</b>	<b>Heather Munro</b>		<b>March 05</b>
<b>Chief Executive of Leicester City West Primary Care Trust</b>	<b>Rob McMahon</b>	<b>Approved but actual signature still to be obtained</b>	
<b>Chief Executive of Eastern Leicester Primary Care Trust</b>	<b>Carolyn Clifton</b>	<b>As above</b>	

## **ACKNOWLEDGEMENTS**

This 5-Year strategy has been developed with considerable contribution from a wide range of people within all the partner agencies of the programme, service users, carers and beyond. Thanks must go to everyone who has had an involvement, without which the strategy would not be achieved.

The Supporting People Commissioning Body look forward to continued joint working arrangements to ensure the strategy is implemented effectively.

## **FURTHER INFORMATION**

**If you would like further information about the *Supporting People Strategy* or about Supporting People generally then please contact the Supporting People Team on:**

**Telephone: 0116 256 8333**

**e-mail: [supporting.people@leicester.gov.uk](mailto:supporting.people@leicester.gov.uk)**

**Web site: [www.leicester.gov.uk/supportingpeople](http://www.leicester.gov.uk/supportingpeople)**

If you need help reading this publication or require it in a different format please contact the Housing Department on (0116) 256 8333.

إذا تحتاج للمساعدة حول هذا الإعلان أو تطلبها بأشكال مختلفة رجاءً للاتصال بقسم المساكن (هاوزنگ دپارٹمنٹ) على الرقم التالي 0116-256 8333

এই প্রকাশনাটি পড়তে যদি আপনার কোন সাহায্যের প্রয়োজন হয় অথবা যদি এটি ভিন্ন কোন বরমেটে সরকার হয়, তবে দয়া করে হাউসিং ডিপার্টমেন্টের সাথে (0116) 256 8333 নম্বরে যোগাযোগ করুন।

اگر شما احتیاج به همکاری دارید در مورد این اطلاعیه یا به شکل مختلف درخواست می کنید ، لطفاً به قسمت خانه های مسکنی (هاوزنگ دپارٹمنٹ) تماس بگیرید به شماره تلفن 0116 –256 8333

આ જાહેરાત વાંચવામાં આ લખાણ મદદ આપવા માટે અથવા આ અંગે કોઈ અન્ય સહાયતા માટે જોઈએ તો, કૃપા કરીને ઘરોના વિભાગ સાથે (0116) 256 8333 નંબર પર સંપર્ક કરો.

نمگر بیوستیت به یارمیتیدان همیه دهریاری نم ناگاداری به ، یان به شیوهی جیوراجیور داوی دهکمیت ، تکایه بهیوهندی بکه به بهشی خانوووبهره (هاوزنگ دپارٹمنٹ) به شماره تلمفونی 0116 – 256 8333 .

ਜੇਕਰ ਤੁਹਾਨੂੰ ਇਹ ਪ੍ਰਕਾਸ਼ਨ ਖੜ੍ਹਣ ਲਈ ਮਦਦ ਦੀ ਲੋੜ ਹੈ ਜਾਂ ਇਹ ਤੁਹਾਨੂੰ ਕਿਸੇ ਹੋਰ ਰੂਪ ਵਿੱਚ ਚਾਹੀਦਾ ਹੈ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਹਾਊਸਿੰਗ ਡਿਪਾਰਟਮੈਂਟ ਨਾਲ (0116) 256 8333 ਤੇ ਸੰਪਰਕ ਕਰੋ ।

Haddii aad u baahan tahay daabacaadan ama aad rabto iyadoo iskale loo diyaariyay, fadlan la soo xiriir Qaybta Guryaha taleefon (0116 ) 256 8333.

اگر آپ کو اس جگہ پڑھنے (یا سننے) میں مدد کی ضرورت ہو یا یہ سیکھنا اور اچھی طرح سمجھنا چاہتے ہو تو ہاؤسنگ ڈیپارٹمنٹ سے رابطہ کرنے کے لئے براؤکرم (0116) 256 8333 پر کال کریں۔

# Foreword

I am pleased to introduce the first full five-year Commissioning Strategy for the Supporting People Programme in Leicester. It seeks to take forward to the excellent start the Programme has made in the city, reflected in a very positive inspection by the Audit Commission in 2003.

It builds on the work carried out to develop the Supporting People Shadow Strategy (2003-04), which set the direction of travel for the first year of the programme. 2004-05 was a year of consolidation, where long-term systems were set up and time was taken to learn about the market that Supporting People was operating within.

This Strategy details how we propose to shape Housing Related Support Services in Leicester over the next 5 years (2005-10) to better meet the needs of vulnerable people in Leicester. It has been developed in consultation with service users, carers, partner agencies, service providers, relevant planners and commissioners, other key stakeholders and elected members.

The primary aim of this Strategy is to ensure that all Housing Related Support Services have a closer fit with the priority needs of vulnerable people in Leicester and the strategic priorities of other local programmes and plans for related services, while delivering proven value for money.

Although, in common with programmes across the country, we are facing reducing budgets and increasing needs, this Strategy marks the end of the first phase of shaping services to meet needs in Leicester. Through the continued close working with our providers, co-operation with our various other partners, and by continuing to listen to the views of vulnerable people in Leicester we will be in the best position to provide the maximum possible benefit to the whole of Leicester.

I would like to extend my thanks, on behalf of the Commissioning Board, to everyone who contributed to the development of this Strategy, to the Team and to the authors. Finishing it has been a considerable achievement but the real challenge for us all is to successfully implement it.

**Andrew Cozens**  
**Corporate Director of Social Care and Health**  
**Chair Leicester Supporting People Commissioning Board**

# Introduction

## Using the Strategy

This document is the main body of the 2005-10 Supporting People Strategy. Throughout the document there is reference to a number of appendices. These appendices have been produced as a separate document to help minimise the overall size of the strategy itself. If you have received this strategy without the separate supporting appendices you can access the information on the local Supporting People Website, or by contacting the Supporting People Team who can send them to you. The website and team contact details are available at the beginning of this strategy.

## What is the *Supporting People* Programme?

Supporting People is a Government funded programme aimed at giving vulnerable people support to allow them to live in the community as independently as possible. The programme does this by funding providers to give packages of 'Housing Related Support Services', such as help with setting up and maintaining a home, managing finance and benefits claims by helping to fill in forms or provision of a warden service. Where a group of people are provided a similar type of help by the same provider, this is classed as a 'scheme'. A more detailed background to the programme, its aims, the types of services that are offered and the people who can use these services is contained within Appendix A.

Please note, the idea is that this document should be useful to a wide range of people, therefore this Strategy has been written with the intention of keeping this main document as short as possible. However, nearly every section is linked to an Appendix where extra information is available. It is not expected that anyone would read all the additional information!

## National Context

Local Authorities are charged with delivering the Supporting People programme under the Local Government Act 2000. This charges them to use the Supporting People grant to deliver 'welfare services' (Housing Related Support Services). In non-excellent authorities the grant can only be spent on these services and the programme has to be managed in line with national grant conditions laid down in Law.

The Supporting People Programme has now been in operation since April 2003. Nationally, the programme is managed by the Office of the Deputy Prime Minister (ODPM). Supporting People is part of the Homelessness Division at the ODPM.

Whilst the programme went live successfully in April 2003, it has been at the centre of debates within Government about the significant growth in services and funding which occurring during the implementation of the programme. The Government undertook an Independent Review of the programme, which found that the budget of £1.8b was too much to pay for the existing services paid for from the Supporting People grant. As a result Local Authorities were asked to make immediate efficiency savings.

Whilst this has been unsettling, other research carried out on behalf of ODPM in November 2004 (Benefits Realisation of the SP programme - SP Summary Number 8) confirmed the clear benefits of Supporting People services that go to individuals, their families and wider communities as well as saving money for the Government in other areas. These include benefits in relation to independent living, improved health, reduced homelessness and reduced offending by some client groups. This is in line with wider Government policy, including recommendations around the preventative health agenda.

From April 2005 the Audit Commission's Comprehensive Assessment will include the assessment of the delivery of the SP programme.

## **Regional Context**

Leicester is part of the East Midlands Region. The region includes Nottingham City, Nottinghamshire, Northampton, Derby City, Derbyshire, Lincolnshire, Leicestershire and Rutland.

Each area has a Supporting People Team and structure. The Supporting People lead officers meet on a regular basis to learn from each other's best practice and to develop regional approaches to the management of Supporting People processes. This group has developed joint regional protocols for working with the Housing Corporation and the Commission for Social Care Inspection. The group has also agreed a regional approach to the Accreditation of providers.

## **Local Context**

### **The local Supporting People Programme**

Supporting People went live successfully in Leicester City in April 2003. Leicester's overall Supporting People budget is £16m in 2005/6. This currently funds 189 schemes providing housing related support services to approximately 7,400 people. A full list of services available in Leicester can be found in the 'Services Directory' held on the Leicester Supporting People Website.

Leicester is a large city, with a high proportion of people from black or minority ethnic backgrounds. There are relatively high levels of deprivation and overcrowding. Further information relating to the population of Leicester can be found within Appendix B.

A Best Value Review of the SP programme in Leicester was completed in June 04, which rated the service in Leicester as 'good with promising prospects for improvement'.

## **What is the purpose of this strategy?**

The changes in funding and commissioning arrangements for Housing Related Support Services present Leicester with an ideal opportunity to examine how and to whom we deliver these services. Further, we now have the responsibility to ensure that schemes are meeting peoples' needs effectively and that SP funding is being spent on those schemes that are felt to be the most relevant to Leicester City.

This strategy is written with the expectation that there will be no additional funding available to pay for housing related support services over the next five years. The Government is indicating that it intends to reduce SP funding in 2005/6 and introduce a new needs based distribution formula. Leicester is likely to see a further reduction in SP funding as this is introduced.

## **The Vision For Supporting People Services in Leicester**

In Leicester we believe that the Supporting People Programme is a major opportunity to improve the planning and delivery of housing related support services.

The overall vision for the programme in Leicester is as follows:

*Supporting People, and partner agencies in Leicester, will work with others to support vulnerable people to get and keep a home in the community. It will help vulnerable people to have choice and independence in their lives. This support will be: at the right time, high quality and value for money.*

## **Leicester's Values**

**Services that meet needs** – The level and range of housing related support services will be commissioned and shaped to reflect the needs profile of Leicester.

**Transparent, equitable and co-ordinated provision of services:** housing related support services will be commissioned to achieve a fair, equitable and transparent distribution of resources across client groups, geographical areas and tenures. Services will be fully accessible to all vulnerable groups, including minority ethnic communities and people with disabilities and should where possible meet the needs of people with chaotic lifestyles.

**Accountable services** – All schemes will be monitored and reviewed on a regular basis to ensure delivery of high quality, cost effective services which deliver positive outcomes for vulnerable people.

**Commissioning** – All commissioning will be made within the financial constraints of Leicester’s SP Budget, and support the local and national strategic objectives of our partners. We will work in partnership with all relevant stakeholders and agencies to ensure that resources and funding streams are maximised to deliver services. New provision will only ever be funded if there is specific and measurable evidence of need and the need for such a services is evidenced as a priority within the SP Strategy or current SP Annual Plan.

**Independence** – Housing related support services will be commissioned which enable individuals to live independently in the community and sustain their capacity to do so.

**Prevention** – Services will be commissioned that have clear preventative benefits, promote wellbeing and meet needs.

**Flexibility and easy access** – Services will be commissioned to create a continuum of flexible support provision that is co-ordinated and easily accessible to vulnerable people in Leicester. Information about existing services will be readily available in formats that are accessible to the full range of vulnerable people.

**Equality of access** – We are committed to ensuring that housing related support services are fully accessible to all vulnerable groups, particularly for minority ethnic communities and disabled people. We will ensure that schemes are sensitive to peoples’ religious, cultural, language, gender and sexual orientation access needs.

**Best Value** – Both schemes and the programme administration will demonstrate value for money.

**Commissioning and access arrangements for cross authority services** – We are committed to ensuring that vulnerable people who need to cross local authority boundaries can access housing related support where necessary. We will work with neighbouring authorities to develop appropriate access and commissioning arrangements.

**Consultation** – All users, carers, stakeholders and other relevant people will be consulted about the development of the SP Strategy, the Annual Plan, reviews of schemes and other major changes to the programme.

**Working in partnership with providers** – Providers deliver Housing Related Support Services. We will work in partnership with them to deliver the Vision for services in Leicester. This means that we will involve them in all key decisions about the programme and we will ensure that providers are treated fairly and equally.

## **Strategic objectives and Outcomes**

Leicester has developed a set of high-level strategic objectives and user outcomes. These will be used to set some measurable targets against which the success of the programme can be judged. Please see Appendix C.

## How does the SP Strategy Help deliver other Local Strategies and Plans?

The Supporting People Programme is a delivery tool for a wide range of other strategies and plans.

Clear links have been made between the programme and relevant key national and local plans in each 'Client group information section' (Appendix F).

In Leicester it is an expectation that relevant local strategies and plans both confirm the need for continued Supporting People grant investment in existing housing related services and also any need for new developments.

The Supporting People Programme also contributes to the delivery of a number of cross cutting programmes and strategies.

**The Community Plan** which is the key overarching local plan to improve the quality of life for people living and working in Leicester City. The Leicester Community Plan states that Leicester should be:

*“A premier city in Europe with a thriving and diverse society in which everyone is involved and in which everyone can have a decent, happy and fulfilling life. A city with a strong economy, a healthy caring and educated society, a safe and attractive environment, and an improving quality of life – a sustainable city”*

Leicester was awarded Beacon Status for its work on **community cohesion** in 2003/4. The **Community Cohesion Strategy 2004-9** in Leicester identifies 5 major themes as follows:

- Supporting the social integration of communities in Leicester
- Supporting young people
- Building confidence and a sense of belonging about living in Leicester
- Addressing the immediate social tensions in Leicester
- Improving communication and information activities

This Supporting People Strategy has been developed in line with these principles. In particular Housing Related Support Services will help to ensure that vulnerable people are enabled to maintain and sustain a home in the community, retain their independence and to make positive life choices about their lives and positive contributions to the future development of Leicester.

The **Better Care Higher Standards Charter 2003** sets standards for services that are either provided directly or funded by Social Care, Health, Housing and Supporting People.

**Local Health Plans** – Primary Care Trusts have local delivery plans, which set out how they will achieve government targets. The Supporting People programme contributes to the delivery of these particularly in relation to older people and improvements in public health.

The **East Midlands Regional Housing Strategy** sets out priorities for public sector capital investment in housing, including Supported Housing. Good links have been made between the Housing Corporation and the East Midlands Regional Supporting People Group to ensure the key priorities for capital investment in Supported Housing are reflected in the Regional Housing Strategy.

**Best Value** – Links have been established with the Leicester City Council Corporate Best Value team. It has been agreed that Supporting People will be scoped into relevant Best Value Reviews. This will inform the overall shaping and development of Housing Related Support Services over time and will also inform the scheme review process.

## **How did we consult on the SP Strategy?**

Service users, carers, partner agencies, service providers, relevant planners and commissioners, other key stakeholders and elected members have been formally invited and actively encouraged to take part in consultation on this strategy by using the methods outlined below:

- Drafts of the strategy were posted onto the local SP website
- Flyers were sent out to all stakeholders to alert them to this and a standard response form was produced to collate feedback
- Discussion and presentations were carried out at various planning groups
- Direct client consultation was carried out through existing user forums and special user events using a consultation tool developed by Leicester Disability and Information Network
- Discussions at an Inclusive Forum held on 14<sup>th</sup> October 2004
- Discussions and agreement sought at each stage with the SP Core Strategy Development Group and Commissioning Body
- Users views captured during SP reviews of services have been fed into this strategy
- Linking to other consultation events e.g. homeless conference

Leicester has improved its direct consultation with users and potential users during SP reviews of schemes and during the development of this Strategy. However we intend to carry on consulting to make sure that we are listening to the views of all users and potential users. This will ensure they are central to the shaping of services over time. A full outline of how consultation to date has been carried out can be found in Appendix D.

# **What we've got – Market Analysis**

## **Budget Position**

For Leicester, the SP grant in 2005/06 is £16 million, a 5% reduction from 2004/05. At present, funding is given to areas based upon the services that were available in March 2003. In future the Government will give out funding via a new formula, which is currently being developed. It is expected that this will further reduce funding for Leicester.

Through reviews we have already made some on-going savings and over a million pounds of one-off savings. Although the one-off savings gives a cushion to ensure any savings can be planned properly, it is still necessary to reduce overall spending in order to balance the budget in the long term. If no savings were made from reviews next year, the money from Government would be £500,000 lower than the estimated amount we would need to pay for all current services. Therefore the first call on any savings made from reviews will be used to balance the overall budget. A more detailed budget statement can be found as Appendix E.

Every year we will produce an Annual Plan. This will show the budget for the coming year, including estimates of savings coming from reviews (both scheme and strategic reviews), inflationary awards and new services planned for development in that year.

## **Inflation**

Leicester was one of the few areas that granted an inflationary uplift to contract values in 2004/05. It was done because there was a realisation that the greatest proportion of providers' costs were salaries and it would be hard to make efficiency savings on properly costed services without harming the quality of provision given to service users. However, there is a trade-off between funding additional services / closing existing schemes and continuing to increase contracts in line with inflation.

It is the intention of Leicester to award an annual inflationary uplift at the start of every year, as long as this is consistent with being able to set a balanced budget. Where this is impossible, then the award of any inflationary uplift will be deferred to the middle of the year and is dependent upon generating sufficient savings through reviews to fund this increase and / or announcement of sufficient resources from the Government for the following year.

## **SP Funded Schemes by Client Group**

The following table shows the current number of places that are funded by Leicester's SP Programme and how much is contributed by a combination of SP funding and charges to individuals within those schemes. Each scheme had to decide the specific vulnerable client group they were primarily aimed at, called "the primary client group". However, most, if not all schemes, provide services for people with multiple or complex needs, so the lack of a scheme for

a specific primary client group does not necessarily mean that no services exist for this group within Leicester.

### *Spaces and Expenditure by Client Group*

<b>Primary Client Group</b>	<b>Funded spaces</b>	<b>Annual Expenditure (£000's)</b>
Single Homeless with Support Needs	612	4,803
Generic Support Services	592	2,194
Older People with Support Needs	5,159	1,708
People with Mental Health Problems	270	1,679
Homeless Families with Support Needs	128	1,516
People at Risk of Domestic Violence	108	1,499
People with Learning Disabilities	97	1,192
Offenders or those at Risk of Offending	74	949
People with Drug Problems	84	480
Refugees	53	357
People with a Physical or Sensory Disability	78	195
Teenage Parents	22	158
Young People with Support Needs	14	125
Sexual Health Support Services	17	69
People with Alcohol Problems	0	0
Travellers	0	0
Empty spaces + people paying their own support charges		<b>-450</b>
<b>TOTAL</b>	<b>7,404</b>	<b>16,474</b>

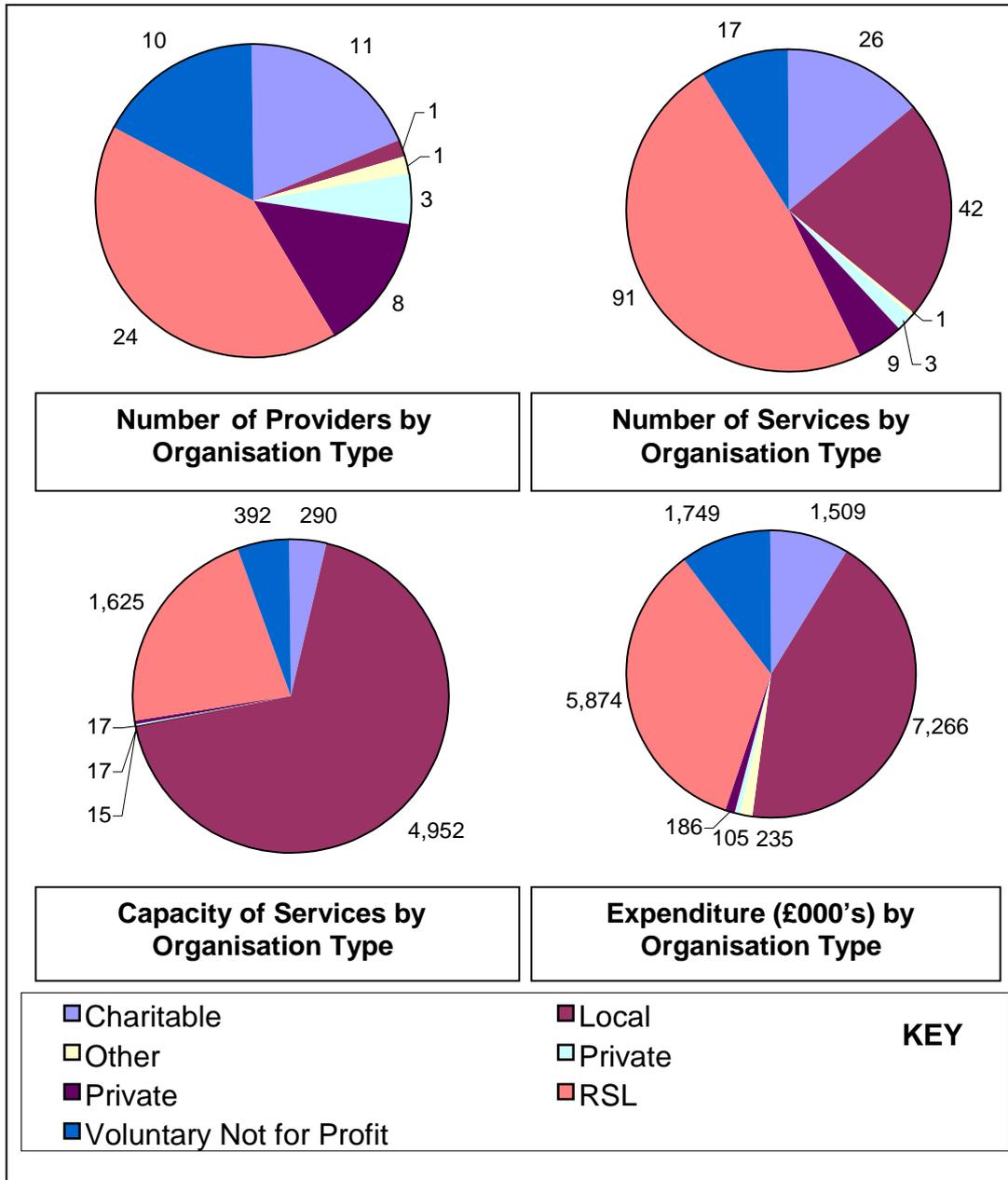
## **SP Funded Schemes by Provider Type**

To ensure value for money on an ongoing basis it is important to have a mixture of providers within the market. There is a role for smaller providers, especially in specialist markets and also a role for bigger, more general housing providers. Part of every strategic review will consider the mix of providers within that sector, to see if there is sufficient competition within it to generate efficiency. Likewise the risk assessment of any changes suggested through a review will consider what impact those changes will have on the mixture of providers active within the market.

The charts below show the mixture of providers that are currently in receipt of Leicester's SP funding, categorised by number of providers, number of schemes held, capacities of those schemes and by annual funding.

The largest providers in terms of numbers of schemes, number of service users and expenditure are Leicester City Council and Registered Social Landlords (RSLs). However there are a number of smaller schemes operated by charitable and voluntary organisations as well as a few private individuals offering support to individual service users.

Chart – Split of Providers by Organisation Type



## Summary of our Supporting People Expenditure Compared to Others

The following table is a summary of Leicester's pattern of SP expenditure and spaces compared to other authorities. It is a summary of how we compare nationally, regionally and against all metropolitan authorities. Just because costs or spaces are higher than average does not mean that we should reduce funding in these areas. For example, if we have a higher number of service users requiring support within Leicester than average we may need a higher than average number of spaces to support them. Much more information can be found in Appendix F, which details each client group individually. Please note this information excludes community alarm schemes. This is because comparative information on these services was not available at the time of producing this Strategy.

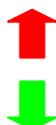
Primary Client Group	Expenditure relative to other Authorities	Number of Spaces relative to other Authorities	Unit Cost relative to other Authorities
Single Homeless with Support Needs	↑↑	↑↑	↔
Generic Support Services	↑↑	↑↑	↔
Older People with Support Needs	↓↓	↓↓	↔
People with Mental Health Problems	↓	↑	↓
Homeless Families with Support Needs	↑↑	↑	↑↑
People at Risk of Domestic Violence	↑↑	↑↑	↑
People with Learning Disabilities	↓↓	↓↓	↔
Offenders or those at Risk of Offending	↑↑	↑	↑↑
People with Drug Problems	↑↑	↑↑	↑
Refugees	↑↑	↑↑	↔
People with a Physical or Sensory Disability	↓	↑	↓↓
Teenage Parents	↔	↔	↔
Young People with Support Needs	↓↓	↓↓	↔
Sexual Health Support Services	↑	↑	↔
People with Alcohol Problems	↓	↓	N/A
Travellers	↓	↓	N/A

Key:



Significantly Above Average

Significantly Below Average



Above Average

Below Average



Close to Average

## **Cross Authority Issues**

Some service users either need, or want to move to a different place in the country to access services, for example, to escape domestic violence or to be closer to friends or relatives. It is important that the opportunity to move is not removed or reduced due to other areas imposing restrictions on access to their services. Further, where the need for a service is not sufficient to require provision in every local authority it will may be necessary for a group of authorities to jointly commission services in one area.

In order to preserve reasonable cross authority access to services and to develop joint commissioning arrangements, the areas of Leicestershire, Rutland and Leicester City have developed a draft joint-statement setting out access and commissioning arrangements. This is developed based upon the current method of funding, which is based upon schemes in existence in March 2003. It is expected that this statement will be revised once the longer-term method for funding services is known. Further information and the statement can be found in Appendix G.

## **Black and Minority Ethnic (BME) Issues**

Leicester is one of the most culturally diverse cities in the UK with a history of celebrating diversity and promoting good race relations. The BME population is made up of many communities from different cultures and religions with different languages. Leicester City Council achieved Beacon Status for Promoting Race Equality in 2002. A primary aim of this Strategy is to ensure all schemes are sensitive to all peoples needs. A detailed examination of current BME provision and how reviews will incorporate BME issues is attached as Appendix H.

# **What we need – Prioritising Need**

## **The Demand for New Services**

The client group information presented in Appendix F contains information on the demand for new services. These were compiled by talking to people responsible for planning services, providers of services and service users themselves. As part of future year's Annual Plans people will be asked if there are any other new services that should be developed in addition to the ones already listed.

## **How we decided what were Priorities**

All schemes developed to date were developed because there was a demand for them. If they have successfully completed a scheme review then the current and future demand for the service will have been established. However, when faced with a diminishing overall budget and demand for new services, then there needs to be a way of ranking the relative needs of both existing and proposed new services.

We therefore set some essential criteria for new services and existing service areas before we could even consider funding those services. If those were met, some weighted desirable criteria were used to develop a ranking of service areas. Those that are ranked as highest priority will be aimed to be developed. Those at the bottom would not necessarily be cut, but examined in more detail in a strategic review. These reviews will examine if those services were correctly scored as low priority, or if the information that would have led to a higher score was simply unavailable. The scoring and relative prioritisation will take place as part of each Annual Plan to ensure all the latest information is available on which to make a decision.

The essential criteria are:

- Does the service(s) contribute towards this Strategy and / or future Annual Plans?
- Does it, or will it meet evidenced Housing Related Support Needs

The ranking criteria are:

- Relative to other locations, how much Housing Related Support is provided to this client group?
- How well does the service(s) contribute to other key Strategies?
- How high are the risks of not providing the service(s)?
- Will other funding be lost if the service(s) are not funded by SP?

The choice of actual strategic reviews undertaken will be a combination of the prioritisation ranking process plus the need to generate savings in order to balance the budget. The review process is explained in more detail in the next chapter.

## **Results of Prioritisation**

The following areas ranked highest in terms of priority for development. This means they will look to be developed first if we have enough money to do so. These are also areas that will be looked to be developed, where possible

through reshaping existing schemes within strategic reviews. Proposals to change existing schemes to these higher priority areas will also be considered, subject to financial constraints, capacity of the Supporting People team, a favourable risk assessment and agreement by the Commissioning Body.

In priority, the areas for development are:

- \*Extra Care for Older People
- \*Wet Hostel Supported Accommodation for people with chronic Alcohol problems
- \*15 units of Supported Accommodation for people with Alcohol problems
- \*Supported Accommodation for people working in the sex industry
- \*Supported Accommodation for people with drug problems
- Floating Support for Teenage Parents
- Floating Support for People with Mental Health problems
- Supported Accommodation for people with Learning Disabilities – hospital properties
- \*Supported Accommodation or Floating Support for Offenders (particularly for families)
- \*Supported Accommodation for Care Leavers
- \*Supported Accommodation / Hostel accommodation for Young People
- Increase of Floating Support for Young People
- Supported Accommodation for people with Learning Disabilities – deregistration of care homes
- Gorse Hill re-provision for people with Learning Disabilities
- Floating Support for Travellers
- \*Supported Accommodation for Young Offenders
- Floating Support for people with Learning Disabilities
- Expansion of Adult Placement
- \*Remodelling of Sheltered Housing to Learning Disabilities Supported Accommodation
- \*Supported Accommodation for young people with Learning Disabilities

Note an asterisk (\*) denotes there may be a need to find an appropriate building, or get money from another source to pay for building or improvement work prior to a service being developed. If this is unavailable then the service will not be developed and the next highest priority will be looked at instead.

Each year the Annual Plan will set out the top priorities for development and give an indication of amounts of funding available to develop new services within those areas.

The services and/or areas scoring the lowest via the prioritisation process are as follows. Please note this means they *appear* to be the lowest priority based upon the information available to us at the time of this Strategy (or future Annual Plan). The purpose of a strategic review is to check whether these services really are the lowest priority (in their current state) or if there are other reasons why that service area received a low score. The Annual Plan will set out the areas that will be strategically reviewed each year, based upon a combination of this prioritisation process and the need to generate cost savings.

The areas that appear to need a strategic review first are:

- Review of older peoples services incorporating Extra Care
- Review of Community Alarms
- Review of floating support services including looking at areas for development
- Review of Teenage Parent and Mental Health Supported Accommodation services
- Review of Homeless (families and singles) and Domestic Violence accommodation services

The following services were identified through the consultation period as needing to be developed. However the SP Team had insufficient evidence of the specific Housing Related Support Needs necessary to prioritise these services. Should evidence be presented at a later date they will be scored as part of the following year's Annual Plan.

The services that require additional needs information to be considered for development are:

- Housing Related Support for other victims of Domestic Violence (eg men)
- Supported Accommodation for Domestic Violence survivors with Drug & Alcohol Problems
- Supported Accommodation for African / African Caribbean Women Domestic Violence survivors
- Housing Related Support for victims with complex / multiple needs
- Crisis / Respite Supported Accommodation for People with Mental Health Problems
- Support for Mentally Disordered Offenders
- More Floating Support for People with Mental Health Problems
- Support for People with Personality Disorders
- Support for People with Aspergers Syndrome
- Supported Accommodation for Women Offenders
- More Floating Support for Older People (focus on people with Alzheimer's)
- Sheltered Housing for People from the Chinese Community
- Supported Accommodation for People with Brain Injuries
- More support to People with specialist Physical / Sensory Disabilities (eg deafness)
- Support for People with Dual or Multiple Needs (including Physical / Sensory Disabilities)
- Transitional Service for Young People with a Physical / Sensory Disability
- Supported Accommodation for Homeless Older Women
- Supported Accommodation for Ex-Rough Sleepers
- Supported Accommodation for Single Homeless people with Low Needs
- Supported Accommodation for people coming out of Detox

A more detailed description of the prioritisation system and the scores given to each service area is presented as Appendix I.

# **How we are going to get there – Decision making, Reviews and Programme Administration**

## **How Decisions are Made**

Decisions will be made according to this Strategy, updated by the Annual Plans. Day-to-day decisions, based upon this Strategy, are carried out by the SP Team. Amendments to the Strategy and future Annual Plans are developed by the Core Strategy and Development Group and agreed by the Commissioning Body, in consultation with as broad a range of people and groups as possible. The people involved in each group and a description of their input into the decision making process is explained in more detail in Appendix J.

## **Reviews**

The market will be managed through a series of individual scheme reviews and wider strategic reviews. In essence, a scheme review will concentrate upon cost, quality, demand and eligibility for funding for a particular service. A strategic review will look across a range of similar services looking at the overall efficiency and effectiveness of the current setup and what gaps there are in those services. This is explained in more detail in Appendix K.

## **Performance and Quality**

The performance and quality of services will be monitored by using the National Performance Assessment Framework (PAF) and Quality Assessment Framework. Leicester has implemented both frameworks to date to the national minimum requirements. Full details of both frameworks are explained more fully in Appendix L. It will be important that over time local Performance Indicators are considered with providers and introduced as necessary. Similarly, joint work with providers will be necessary to share good practice identified through the quality assessment framework and work towards achieving higher standards as outlined in the Strategic Objectives.

## **Assessment of Value for Money**

Value for Money will be assessed as part of the scheme review process. It will concentrate on looking at cost per service user, per support hour and percentage of total funding spent upon front line staff. Comparisons will be made with similar services both locally and against a list of national benchmarks, with more detailed investigations for services that appear particularly high or low on any of those indicators. This is explained in more detail in Appendix M.

## **How Changes will be made**

Services did not develop overnight and changes to the existing schemes should not happen overnight. The SP Programme must deliver Value for Money and sometimes that will be by inviting bids for running services and other times it will mean working with a current provider to change the kind of service that is being provided. In general we wish to work with existing providers for changes to services and invite bids for completely new services. This process is described in more detail in Appendix N.

## **Summary of Annual Plan 2005/06**

In order to balance the budget, it is not expected that the Leicester SP Programme will be in a financial position to fund any new developments in 2005/06, nor will it be able to offer inflation to services until significant savings have been found through the review process. However, services may still be remodelled and/or other changes made if they do not require additional resources from SP budgets. These will continue to be assessed on a case-by-case basis, taking into consideration need, risk and relevance to the SP Strategy.

The completion of all initial scheme reviews in 2005/06 is vital to the success of the programme in Leicester and it is expected that these reviews will generate at least £500,000 savings.

A successful bid for a Value Improvement Project has provided the funding to carry out a Strategic Review of floating support services, looking at the wider set of services offered to service users receiving SP funded floating support. It is hoped this will minimise overlap where multiple agencies are offering similar support to the same range of people. The full Annual Plan for 2005/06 is attached as Appendix O.

## **Charging Policy**

An important part of the SP Programme is deciding who gets services for free and who should pay for them. There are certain services that will automatically be free for all people and others where people have to claim to be eligible for help with charges. The following are the main principles the policy is based upon:

- Services intended to provide support for less than two years are free to everyone
- Services intended to provide long-term support are free to everyone receiving Housing Benefit, as long as they claim for help
- New service users can claim for help via a second means test, based upon the Home Care charging assessment

A more detailed summary of this policy, covering the claim process, overpayment recovery rules and an overview of the appeals process can be found attached as Appendix P.

## Risk Analysis

As part of this Strategy we have consulted widely to try to anticipate any problems for Leicester's SP Programme over the course of the next five years. We intend to update this every year as part of the Annual Plan, which will focus particularly on the risks associated in the year ahead. Appendix Q highlights all the major risks identified through the development of this Strategy, an assessment of the severity and likelihood of these risks happening and possible ways of dealing with them that could be put in place. The biggest overall risks and possible ways of dealing with them are contained within the table below:

### *Biggest overall risks to the SP Programme and ways of dealing with them*

<b>Risk</b>	<b>Possible ways of dealing with this</b>
Award of 0% inflation means some providers fail or withdraw from the market	i) Carry out immediate scheme reviews for any such services ii) Re-tender services
Allocation formula used in 2006/07 onwards leads to a reduction in long-term funding for Leicester's SP Programme	i) Set minimum targets for strategic reviews realising savings ii) Consider setting 0% inflation uplift iii) Re-tender all services above a minimum SP funding threshold iv) Request additional funding from Commissioning Body partners for programme
The SP Programme Grant is un-ringfenced, leading to money being channelled away from programme	i) Demonstrate benefits of programme to all stakeholders ii) Raise awareness of programme through Commissioning Body / Core Strategy Development Group / Providers
Review programme is not completed before 31 <sup>st</sup> March 2006	i) Consider reducing the detail in each review, to reduce the length of each review
Loss of staff members due to work pressure / moving to other jobs	i) Review of team structure & gradings ii) Working through development needs and issues coming out of Appraisals iii) Regular supervision sessions with all staff & team meetings iv) Documenting all key processes within the team
CB members cannot agree future Annual Plans	i) Set up formal dispute resolution process ii) Request ODPM involvement