

## Report for Resolution

**Report to** Executive  
25 June 2008  
**Report of** Head of Strategic Housing Services  
**Subject** Norfolk Supporting People Strategy 2008 - 2013

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### Purpose

To seek endorsement of the new Norfolk Supporting People Strategy and to update Members on the implications for Norwich.

### Recommendation

That the Norfolk Supporting People Strategy 2008-2013 be endorsed.

### Financial Consequences

There are no financial consequences of this report.

### Strategic Objective/Service Priorities

The report helps to achieve the corporate objective to make Norwich safe and secure, building strong and proud local communities and the service plan priority to alleviate housing need in the City of Norwich by enabling good quality, healthy and affordable housing, providing choice and accessibility to those disadvantaged within the housing market.

**Executive Member:** Housing and Adult Services

**Ward:** All

### Contact Officers

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### Background Documents

Norfolk Supporting People Strategy 2008-2013: Parts 1 and 2 (Appendices 1 & 2).

## Report

### Norfolk Supporting People Strategy 2008 – 2013

#### Background

1. Norfolk Supporting People is an organisation, hosted by Norfolk County Council, and funded by Communities and Local Government (CLG), which funds and co-ordinates housing related support for vulnerable people across the county. It works closely with the voluntary sector, registered social landlords (housing associations), the local Housing Authorities, County Council services and statutory agencies in order to commission appropriate services. The programme is managed by the Commissioning Body, which comprises the eight local authorities in Norfolk, two health authorities and the Probation Board. This is supported by a Core Strategy Group, with wider, more operational representation.
2. The new strategy replaces the Supporting People strategy 2005-2010, which was agreed in March 2005 by Norfolk County Council's Cabinet, and subsequently by all other partners in the programme. The Strategy has been refreshed to reflect the new priorities and the national Supporting People Strategy *Independence and Opportunity* published by CLG in July 2007. It also reflects the new LAA targets.
3. In December 2007, CLG announced indicative funding for the Norfolk Supporting People programme would be £16,336,572 for the three years commencing April 2008. This figure will be subject to annual confirmation and may change. Uncertainties due to Local Government reorganisation, the merging of Supporting People Funding with the LAA, and national situations, further complicates commitments over the next three years,

#### Vision and Objectives

4. The vision for the new strategy is as follows:

*“To fund, develop and improve good quality support services. These services should help people who are vulnerable to access suitable housing, maintain their accommodation, live as independently as possible, and participate fully in the social and economic life of the community. These services should be available to all who require them, regardless of race, ethnicity, gender or disability.”*

5. The strategy has five key objectives:
  - To focus resources on needs and outcomes;
  - To keep people that need services at the heart of the programme;
  - To enhance partnerships with the provider sector;
  - To improve the joint planning and delivery of services with other commissioners;
  - To increase efficiency, and reduce bureaucracy.

These aims will be monitored through a range of indicators, to ensure that the services being funded positively affect service users' lives and life chances.

6. The Strategy sets out the priorities for funding of services, based on the principle that most people would like to receive support in their own homes, rather than being in specialist or supported accommodation, for example a hostel or group home. Thus, the following key points will be taken into account when looking at new investment:

- New services should provide floating support for people where they live, unless there are particular reasons why this is not possible;
- New accommodation-based services will only be developed where:
  - Floating support will not be suitable; and
  - Existing accommodation which meets service user needs is not available; and
  - Service users need a specialist service that can only be provided in an accommodation-based setting.
- New provision will be prioritised to meet service users' needs where resources will be used most effectively to meet strategic objectives and fill identified gaps in provision.

7. Within the Strategy, there are three priority groups to which specific client groups are allocated. Although these are labelled priority one, two and three, it is recognised within the strategy that some clients will fall into more than one category. The new priorities have been set by taking account of current services available to services users, risk to service users or others if services are not provided, and the levels of advocacy available to service users through statutory or well established voluntary agencies. Thus, in this Strategy, the priority groups have changed slightly, as services for some have come on line, or are in the process of being developed.

8. The new priorities are as follows:

- **Priority group 1:**
  - Offenders and ex-offenders;
  - Gypsies and Travellers;
  - People who misuse substances (moved from priority 2);
  - Vulnerable young people, including teenage parents (moved from priority 2).
- **Priority group 2:**
  - People affected by domestic abuse (moved from priority 1);
  - Refugees and migrant workers;
  - People who are homeless (moved from priority 3);

- People with a physical or sensory disability (moved from priority 3);
- **Priority group 3:**
  - Vulnerable older people;
  - People with learning difficulties;
  - People with mental illness.

## **Implications for Norwich**

9. Norwich City Council Strategic Housing teams work closely with Supporting People to provide and commission services for vulnerable and marginalised people within the authority, and has been closely involved with the production of this Strategy.
10. Norwich is the county-wide Supporting People lead for Substance Misuse, and we are working with Supporting People and the DAAT (Drugs and Alcohol Action Team) on writing the new Housing and Substance Misuse Strategy, and in providing a specialist accommodation unit. This work is reflected in the movement of people who misuse substances into Priority Group 1.
11. Norwich City Council's Families Unit, which provides intensive support to families in Norwich experiencing major difficulties, is currently investigating the possibility of receiving funding from Supporting People.
12. Although North Norfolk District Council is the SP-lead for Young People, Norwich has been a key player in bringing forward the work on youth homelessness and services for young people in the County, and will continue to play an active part in this area.
13. Part 2 of the Strategy, which looks at specific actions related to client groups, identifies the following key gaps in provision in Norwich:
  - Teenage pregnancy and parents;
  - Supported housing for those who misuse substances;
  - Floating support provision for refugees leaving the Gateway programme;
  - Low provision of supported housing for people with learning difficulties, relative to the general population;
  - Services for homeless people with complex needs, including mental health, substance misuse and offending behaviour, and older homeless people (in Greater Norwich);
14. As well as these specific areas, there are a number of actions within the Strategy that Norwich will have a significant role in helping to deliver. We will also continue to work with Supporting People to meet their objectives regarding consultation, enhancing partnership working with providers and stakeholders and in improving joint planning and delivery of services with other commissioners.



# **Norfolk Supporting People Strategy 2008-2013**

Promoting Independence and Choice for  
vulnerable people in Norfolk

**Norfolk Supporting People Programme**  
**A Partnership of Norfolk Local Authorities**  
**Probation and Health**



# 1. Introduction

Welcome to Norfolk's Supporting People Strategy 2008-2013. This Strategy sets out our vision and key priorities for housing related support for vulnerable people and people with a disability in Norfolk, assisting them to live independently and improving the range and quality of services for them, over the next 5 years.

There are many changes underway in the way in which the Supporting People programme works in Norfolk.

We continue to work with providers to improve the quality of services for service users.

We are working with user led organisations and other commissioners and providers to enable service users to have a stronger influence over the way in which the programme works. We are also working with the Individual Budgets pilot programme in Norfolk to better understand how this programme interacts with Supporting People.

Norfolk is a pathfinder for the integration of the Supporting People programme into the Local Area Agreement structure and as a result from April 2008 the Programme Grant will be managed as if it was part of the new Area Based Grant. The actual merger of funding in April 2009 will depend on the outcome of this and other pathfinders.

It is likely that local government in Norfolk will change in 2010. By that time this strategy will need a further review.



If you would like this document in large print, audio, Braille, alternative format or in a different language please contact

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and we will do our best to help

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

## Who produced and agreed the Strategy?

The Strategy was produced by the Norfolk Supporting People Team (contact details above) with the assistance of and using information from a wide range of organisations who are mentioned in the text, in particular the partner organisations in the Supporting People programme. The Strategy was agreed by the Norfolk Supporting People Core Strategy Group on Feb 26<sup>th</sup> 2008 and by the Commissioning Body on March 20<sup>th</sup> 2008.

## What other documents are available? (from address above)

1. Part 2 of the Strategy sets out key points for each client group and an action plan for service development
2. Client group proformas, giving detailed information on existing services, from which Part 2 has been developed. These were posted on the Supporting People website in October 2007

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## **EXECUTIVE SUMMARY**

Our vision is “To fund, develop and improve good quality housing support services. These services should help people who are vulnerable to access suitable housing, maintain their accommodation, live as independently as possible, and participate fully in the social and economic life of the community. These services should be available to all who require them, regardless of race, ethnicity, gender or disability”

The Supporting People Strategy will be closely related to the new Local Area Agreement. In March/April each year we will publish an Annual Plan with our spending plans and policy development for the following year. We have a three year budget from April 2008 of £16.33 million per year which we use to fund services.

Our objectives, derived from the National Supporting People Strategy are

- To focus resources on needs and outcomes
- To keep people that need services at the heart of the programme
- To enhance partnership with the provider sector
- To improve the joint planning and delivery of services with other commissioners
- To increase efficiency and reduce bureaucracy

We aim to provide most services in people's own homes rather than in specialised forms of accommodation although these may be sometimes needed.

Our first priority groups for additional services are Gypsies and Travellers, offenders and ex-offenders, people who misuse substances and vulnerable young people, because of risk to and arising from these groups if services are not available and because there are few existing services.

Our second priority groups are people affected by domestic abuse, refugees and migrant workers, people who are homeless or are at risk of homelessness and people with a physical or sensory disability, for similar but less pressing reasons than for the first client group.

Our third priority groups are older people, people with a learning difficulties and people with a mental illness. There are relatively more services for most of these groups.

We are developing a shared approach to improving move-on processes and will consult with providers and implement the agreed programme.

We will recommission floating support in Great Yarmouth and monitor and review the new HomeStay service in Greater Norwich and Rural East Anglia.

We have developed a number of client groups strategies and will continue to develop better ways of understanding the needs for services and of commissioning new services where resources permit.

We will work with other organisations to improve ways of increasing the involvement of service users in the programme.

We will extend the use of Individual Budgets among service users if the results of the local and national pilots indicate that this is supported by service users.

We will continue to use the Provider Elected Panel as a means of communication with the provider sector.

We will use the financial resources of the programme to sustain good quality services and provide inflationary uplifts where possible.

We will continue to develop a transparent and needs based approach to commissioning.

We will seek within the framework of the Local Area Agreement to provide better value and more integrated approaches to meeting service users' needs.

We will continue to work with providers to improve the quality effectiveness and value to users of their services.

# **1. OUR VISION FOR SUPPORTING PEOPLE**

## **Supporting People in Norfolk – Background Information**

Norfolk is England's fifth largest county with a growing but sparsely distributed population of 826,000 (2006). Outside the main urban areas of Norwich, Great Yarmouth and Kings Lynn it is very rural in character. There are 21 market towns and 539 parishes, half of them with fewer than 250 residents. The County's population is projected to rise to 860,830 by 2012. Older age groups are projected to increase and young age groups to change relatively little. Using Office of National Statistics 2003 data the population of Norfolk is projected to rise at a marginally greater rate than that of Suffolk, at a greater rate than population rises in Essex but at a lower rate than Cambridgeshire. Rates of increase in the numbers of people aged over 70 are projected to follow similar patterns.

We have to make sure that the Supporting People Strategy takes into account the particular issues and challenges for providing services in Norfolk. Key factors include:

- There are real challenges about people having proper access to transport, services and communication while those providing services face problems caused by the high unit costs of providing them in very rural areas
- As well as being geographically spread out, Norfolk's population is also economically diverse and we have areas of some affluence and pockets of great poverty - sometimes in relatively close proximity
- Twelve wards rank among the 10% of wards nationally that are recognised as being areas of very high deprivation and need
- Almost a quarter of the population is on the margin of poverty
- Norfolk's population is already diverse and continues to change. The county attracts new residents from many backgrounds both to work and as a place to retire. There are significant numbers of refugees and asylum seekers
- We are expecting a 42% increase in the numbers of people of pensionable age in the county by the year 2021, with a sharp rise in the numbers of people aged over 85 years

## **Role of the Supporting People Strategy and how it fits with other policy documents**

The Strategy sets the key principles and strategic direction for the Supporting People programme in Norfolk for the next five years and provides the setting for decisions which the Commissioning Body will make about the use of resources.

From April 2008 the Supporting People programme in Norfolk will be a pilot to see how the programme can work within the Local Area Agreement context. We do not expect the direction of travel of the Strategy to alter, but we hope to find increasingly productive ways of working with partner organisations to provide services which are user focused and cost effective.

Within the framework of the Strategy, we will publish in March/April each year an Annual Plan which is the annual report on the programme, and sets out what actions we will take in the following year to improve services.

We also propose to publish a Commissioning Strategy which will look in more detail at what actions can be taken to make services more readily accessible, improve coordination and identify what improvements can be commissioned to meet priority needs.

## **The Financial Context 2008 - 2013**

The detailed financial context of the Supporting People programme in Norfolk and spending decisions for the following year are set out in the Annual Plan which is published in March/April each year. This section gives an overview.

In December 2007 Communities and Local Government, the government department which funds Supporting People, announced the three year funding for the programme from April 2008. The indicative funding for Norfolk will be £16,336,572 for each year, subject to annual confirmation. This is a generally positive result for Norfolk since the national budget will fall over this period, but is nevertheless a cut in real terms since there is no inflationary uplift.

We will be using existing resources to fund new services which meet priority needs using procedures set out in the Strategy and Annual Plan. Because of uncertainty about the funding of the Supporting People Programme after 2011, arising from the national funding situation, the merger of Supporting People funding with the Local Area Agreement, and local government reorganisation, it will be difficult to make commitments which extend beyond the next three years. Nevertheless we know from experience that our resources fluctuate for a wide variety of reasons and we wish to reinvest wherever possible to meet the needs of service users.

## **Vision and Objectives for the Norfolk Supporting People Programme**

The overarching aim for the Supporting People programme in Norfolk is:

“To fund, develop and improve good quality housing support services. These services should help people who are vulnerable to access suitable housing, retain their accommodation, live as independently as possible, and participate fully in the social and economic life of the community. These services should be available to all who require them, regardless of race, ethnicity, gender or disability”

We wish to develop methods for measuring whether and how far we are achieving this vision, and the effects of the programme in enhancing the lives of service users. These indicators will also relate to both the Local Area Agreement and Norfolk County Council's Strategic Objectives.

This is a complex area; Supporting People funds services to a wide range of people with a range of needs, some of whose lives are very stable, others whose lives are chaotic. Some people may be able to develop or revive the skills to live independently in the community with little assistance. For others, staying in a hostel without being evicted for a period of six months may in itself be quite an achievement. While we support the need for outcome measures, we also take both quantitative and qualitative approaches. We monitor services by reviewing them, and by quarterly monitoring of performance indicators. This monitoring has been enhanced by the Outcome

Indicators introduced in 2007 which providers now complete for everyone leaving a short term service, and a sample of people in long term services.

We are developing a suite of indicators as part of the Service Plan 2008-2011 which are summarised below.

The touchstone of the programme is the extent to which services which we fund positively affect the lives of service users, and indicators will contribute to our understanding of this.

<b>Objectives</b>	<b>Performance measures</b>
To focus resources on needs and outcomes	Number of vulnerable people who are supported to maintain independent living (NI 142) Number of vulnerable people achieving independent living (NI 141) Percentage of services achieving minimum B standard of the QAF Percentage of subsidy contracts changed to fixed capacity contracts
To keep people that need services at the heart of the programme	Completion of action plan for service users strategy Percentage of services achieving supplementary quality standard (service user involvement) Completion of planning training / briefing of front line staff (partner agencies) Production of three newsletters per annum
To enhance partnership with the provider sector	Provider attendance at Provider Elected Panel Provider satisfaction survey Number of contracts issued for 3 years Attend and contribute to appropriate forums (number and outcomes)
To improve the joint planning and delivery of services with other commissioners	Number of jointly commissioning services Number of jointly funded services Number of services where funding is aligned through the Local Area Agreement Completion of Move On Action Plan
To increasing efficiency and reduce bureaucracy	Performance indicator rate and data integrity. Monitoring of availability, utilisation, staffing, planned moves, evictions, quality of services. Efficiency and Gershon savings from service reviews Spending aligns with SP strategy priorities Benchmarking against other services and regional information

## 2. FOCUSING RESOURCES ON NEEDS

### Key principles for service development

Most people who need housing related support prefer to receive that support in their own self contained accommodation, and support services should generally be provided in this setting.

However a range of types of accommodation may be needed to enable people who are making transitions from institutional or care settings, or chaotic lifestyles, , towards independence, or have previously been homeless, to develop independent living skills within a supportive environment. This may include hostels with a high level of support, grouped flats and shared housing with on-site or visiting support.

Accordingly the following key points will guide investment in new services:

- New services should provide floating support to people where they live, unless there are particular reasons why this is not possible
- New accommodation-based services will only be developed if:
  - the service cannot be provided effectively by floating support, and
  - existing accommodation which meets users' needs is not available, and
  - service users need an intensive or specialist services which can only be provided in an accommodation-based setting
- Within the principles above, new services will be prioritised to meet service users' needs where resources will be used most effectively to meet strategic objectives and fill identified gaps in service according to the priorities for client group development

### Our priorities and why we have adopted them

It is recognised that the pattern of use of services is more complex than can be reflected in this analysis, since some services provide for a wide range of client groups and many people have complex and multiple needs. For example, homelessness services provide for ex-offenders who may also have mental health and substance misuse problems. So service users in some client groups with apparently limited specialised services may be getting services elsewhere.

We consider the **highest** need for services to be

- for people who are at a high risk of harm to themselves or to the community if services are not provided
- for people for whom there are relatively few services, either supported housing or floating support, either in the county as a whole or in particular areas of the county
- for people who have few advocates in the form of organisations with a statutory responsibility, or well established voluntary sector providers

The groups for whom the factors exist to the highest extent are in priority group 1, and the services which our research has shown to be the most needed are as follows.

This research is summarised in Section 2 and available in more detail on the Norfolk Supporting People website.

- Offenders and ex-offenders -
  - supported housing in Kings Lynn and Great Yarmouth
  - gender based provision and services for older offenders
  - services for short sentenced prisoners
  - services for people with challenging behaviour and/or a history of serious offending and hostel exclusions
- Gypsies and Travellers -
  - extend floating support to more service users
  - consider how a self directed support model could be used to provide a self managing model of site provision
- People who misuse substances -
  - supported housing in Great Yarmouth and Norwich, additional services for older people and people continuing to use substances
- Vulnerable young people -
  - supported housing in Breckland, Broadland, South Norfolk, Kings Lynn and West Norfolk

There is undeniably public controversy over the siting of pitches for Gypsies and Travellers. Supporting People and partner agencies aim to support all sections of the community by helping Gypsies and Travellers with their accommodation and support needs by linking them to existing community services. By doing so, we would hope to contribute to the positive resolution of pressures and tensions by promoting and increasing neighbourly relationships between the travelling and settled communities.

Provision of services for ex-offenders is also controversial in some people's eyes. There is considerable evidence that if offenders leaving prison have settled and suitable accommodation to go to on release, and also have links to services which will encourage them to develop life skills and overcome some of the issues which have influenced their behaviours in the past, the risk of reoffending will be substantially reduced.

The risks to service users and the community have not diminished and the costs which can be incurred if services are not effective can be considerable. For example, the cost of accommodating an offender in prison is some £37,000 a year setting aside the costs of conviction. Providing suitable accommodation for people released from prison reduces the risk of reoffending by up to 20% and increases public protection.

Successful interventions in the lives of young people who have had a troubled background can give them stability, link them to education training and employment, and make a substantial difference to their life chances.

We consider that **second highest** need for service to be

- for people who are at a substantial risk of harm to themselves or to the community if services are not provided
- for people for whom there are reasonable supply of services, either supported housing or floating support, but there are significant gaps in service in particular areas of the county or in types of service

- for people who have limited advocates in the form of organisations with a statutory responsibility or well developed voluntary sector providers

The clients groups and the service improvements required are:-

- People affected by domestic abuse -
  - Implement proposals for new supported housing in Broadland, North Norfolk and Breckland
  - Increase support in refuges for people with complex needs
- Refugees
  - Improve links to floating support, particularly for people leaving National Asylum Seekers Service accommodation
- Migrant workers
  - Improve links to floating support
- People who are homeless -
  - Commission services for younger and older people and people with complex needs in Breckland, Kings Lynn and Norwich
  - Implement Greater Norwich hostels review and complete reviews for Rural East Anglia and Great Yarmouth
- People with a physical or sensory impairment-
  - Agree and implement the housing and support strategy for people with a physical or sensory impairment

We consider the **third highest** need for services to be

- for people who are at a limited risk of harm to themselves or to the community if services are not provided
- for people for whom there is a reasonable supply of services, either supported housing or floating support, but there are some gaps in service in particular areas of the county or in types of service

Within this priority groups our aims are:-

- Extending choice for vulnerable older people -
  - Implement the sheltered housing strategic review, and commission further use of the Brooke model (providing floating support from existing sheltered housing)
  - Implement the Supporting People elements of the Adult Social Service review of the needs of older people
  - Provide support in additional housing with care schemes where the need for these is identified by the above processes and subject to resources
  - Seek more consistent service models for Home Improvement Agencies (HIAs), and increase handyman services
  - Carry out a strategic review of HIA services
  - Review the service delivery pattern for Community Alarms and increase capacity for links with assistive technologies



- Carry out a strategic review of Community Alarms
- Implementing Valuing People for people with a learning difficulty -
  - Commission self contained accommodation and long term floating support
- Helping people with a mental illness obtain, prepare for and sustain independent living in accommodation appropriate to their and their families' needs -
  - Provide temporary funding for hospital link workers
  - Commission supported housing on Bakery Court model in Great Yarmouth and Kings Lynn

## Policy on future spending between priority groups

Priority group	Spending split 2007/8 contracts %	Spending split new services 2003 / 2006 %
Group 1	12.2	42
Group 2	23.6	27.8
Group 3	61.1	30.3

The table above shows that spending 2003-2006 has started to change the distribution of existing spending but to a limited extent. Within the life of this strategy, it is proposed that the majority of new spending should be devoted to higher priority groups, but it is recognised, as set out above, that for all client groups there is lack of provision in some areas, and some inappropriate provision. Therefore, it would not be reasonable to confine all spending to the highest priority group only.

Spending for priority group 3 should only be for services which are very cost effective, those where there is an acknowledged shortage of supply (e.g. self contained accommodation for people with learning difficulties) or to meet severe imbalances in the distribution or quality of services.

## Pathways and move on

A key aim of the Supporting People programme is to help people live as independently as possible. Where people have been living in an institutional setting as a result of a health or other problem or a crisis in their lives, the pathway between this and independent living may involve a number of stages between places where they can gain or regain independent living skills. Each stage is likely to have a lesser degree of support. This model applies for example to people leaving hospital after detoxification, a mental health episode or physical injury and where the previous accommodation is no longer available. One of the aims of support planning is to facilitate this process.

Crucial to this process is a well planned pathway between services, and perhaps the most difficult is the move from supported housing into an independent form of accommodation, be it social housing or a private sector letting.

There are known problems in keeping pathways open, some of which are structural and some operational. There is a structural problem; many people with support needs moving into independent accommodation seek a one or two bedroom unit, while the housing stock as a whole is skewed towards three bedroom family dwellings. There

are also practical problems with the limited supply of lettings in the social housing sector, and the need to support tenancy arrangements.

All agencies must seek resolutions to these problems if the aims of the programme are to be achieved.

### **What we are doing**

- Developing a strategic approach to pathways and move on which we will consult on and seek commitment from partner agencies to implement

We have explored with district councils and local housing providers the barriers to accessing move on accommodation. We will develop a strategy to clarify the processes needed to enable service users to move on in an effective and timely way. The Strategy will link to and support the sub-regional homelessness strategies and the homelessness strategy from the Norfolk Registered Social Landlords Alliance. We are seeking to develop good practice with other SP teams and will further develop our means for monitoring move on from short stay services

### **Floating Support**

In late 2006, after some two years of consultation and debate on the specification for the new service and a comprehensive commissioning process, the Norfolk Commissioning Body awarded the contracts for the provision of floating support in the areas of the Greater Norwich Housing Partnership and Rural East Anglia Partnership to what are now called the Stonham HomeStay services. The aim was to provide a more equitable and accessible service for people with a wide range of needs. The new services, which started in April 2007, have a single access and referral service based in Norwich, and local teams provide generic floating support across six of the seven districts in Norfolk. It replaced over 20 different services, some generic and some specialist, and most of the existing staff transferred to HomeStay. Not all existing service users transferred since a number were signed off by the existing service before the change of providers.

The changes were overseen by Sub Regional Implementation Groups which have now become Sub Regional Steering Groups for each area which deal with issues arising from the changes and help to set the strategic direction for the new service.

In Great Yarmouth, it was hoped that a consortium of providers with Great Yarmouth Borough Council would be able to sign a contract for the provision of floating support services on similar terms to the contracts for the other two sub regions. For a variety of reasons this has not been possible and the services in Great Yarmouth will now be commissioned through a tendering process during 2008. Great Yarmouth Borough Council will continue to operate the HomeSupport service until a new provider is in place.

### **What we are doing**

- We will continue to monitor the HomeStay services and ensure that it continues to respond to user need and to assist in meeting the strategic objectives of this strategy

- We will commission a floating support service in Great Yarmouth
- We will review all services by the end of 2009

## **Financial priorities**

As at March 2008 the Supporting People programme has financial reserves. These have built up because:-

- funding has been released from reviews because some services were found to be over funded, or funding should have been from other sources. These are for the most part one off releases resulting from the start up of the SP programme and are not likely to be repeated
- the start of some new schemes for which funding has been allocated have been delayed
- the CLG and its predecessor departments did not give an indication of the level of future funding and there have been concerns that this would fall
- CLG was also unclear on whether underspending could be carried forward from one financial year to the next, although in practice it has been possible every year so far.

The reserves have three roles. Firstly, their role is to safeguard the ability of the programme to meet its contractual commitment to fund services. The current reserves will enable the programme to fund all contracts and allow an inflationary uplift of 2% for 2008/9. Decisions on future uplifts will be made by the Commissioning Body each year.

Secondly, they are the working balance needed in the management of contracts. These are adjusted from time to time as the number of service users fluctuates, as the percentage of those in long term services who require SP funding fluctuates, and as reviews take place.

Thirdly, the reserves will, now that three year funding has been announced, enable us to fund a number of short term (three year duration) new services.

## **3. KEEPING PEOPLE THAT NEED SERVICES AT THE HEART OF THE PROGRAMME**

### **Involving service users**

The Norfolk Supporting People Team has acknowledged the need to set and achieve targets in consulting with service users. In 2004 a mapping exercise was undertaken of the existing methods used by providers in Norfolk to consult with service users. The results are shown below. 27% of providers recorded using no form of consultation. These issues are being picked up during service reviews.

<b>Method of Consultation</b>	<b>% of Providers</b>
Consultation with individuals	59
Feedback form	45
Group feedback sessions	44
Advocates/self-help groups	8
Other consultation methods	17
No consultation methods recorded	27

The Supporting People team is drawing on good practice literature in utilising a range of methods to consult with people using services. Methods are tailored and informed by local knowledge of each client group and have included working with advocates, theatre, social events and practical activities. During the process of consultation we worked collaboratively with local agencies making use of existing forums such as tenants' meetings/residents' meetings/drop-in services with a participatory culture to test information we have on needs and proposed solutions.

A leading challenge is to consult effectively with hard to reach and excluded groups who are unlikely to be firmly engaged with existing services. Sessions have been held in settings used by people who could potentially use housing related support but have experience of being marginalised from existing provision. We have talked informally with people with substance misuse problems, single homeless people and young parents in settings they feel comfortable with. An approach involving use of organisations with developed forums for involving service users also resulted in successful consultation events with people with mental health problems and people with learning difficulties.

Such work has been complemented by more orthodox consultation such as a series of seven consultation meetings for older people, their relatives and service providers in sheltered housing and in public venues held in 2006. The meetings explored the views and experiences people had about receiving support in sheltered housing and the information provided the basis for an audit of sheltered housing provision.

Although it is difficult to generalise, some of the common themes emerging from consultation with people who could and do use Supporting People have been:

- There is a need for accessible information about where services are, what they do and how they can be accessed
- This information is important in allowing people to make choices about housing support options, enabling access to support when needs arise and facilitating consultation processes with service users on future service development
- Access to some services needs to be simplified
- Single homelessness services require better co-ordination because some people find it difficult to access basic supported accommodation and hard to move on to more independent accommodation
- Low level support services where people are supported to learn and develop life skills such as cooking and budgeting, are generally seen as a positive alternative to higher support environments where such tasks are done on behalf of services users
- Genuine consultation is generally welcomed with Supporting People and other organisations are urged to make a commitment to continuing consultation

In Norfolk there is a limited number of service user led and community based organisations. This can mean that some individuals feel they are always sought out when there are issues to consult upon. For this reason it is important to tie in with other consultation processes as these occur. We recognise the significance of asking people directly about how they wish to be consulted rather than making or relying on the assumptions of others. It is important not to let reservations about representation and fear of tokenism become excuses for not consulting effectively.

In some sectors in Norfolk there are lead agencies in advocacy, self-organisation and representation. The Supporting People Team has undertaken joint training and consultation work with People First (a self-advocacy organisation) around involving people with learning difficulties. We have linked and explored joint working with the developing service user involvement initiatives in respect of people with mental health problems and people who misuse substances.

We want to ensure that contact with marginalised groups is maintained and are committing officer time to links with organisations that have links with these groups. We will ensure that information on services is available in appropriate languages, vocabularies and forms.

Since 2007 we have concentrated on work to explore the potential for sustained and genuine input from service users and carers in the governance of Supporting People. Following consultation events in June and July 2007 with users and front line staff, we are now developing links with a group of "expert users" to engage their regular input on strategic issues about the running of the programme. We will work with this group to identify the best ways of enabling them to make their contributions in a way which they are comfortable with. We will also continue to improve links with other agencies developing approaches to service user involvement, including the new health and social care led LINKs programme.

## **Self-directed Support**

Norfolk was one of 13 pilots across the country trialling how giving people their own individual budgets would work in practice. The Norfolk pilot provided individual budgets for people with mental health problems who were eligible for a service from Adult Social Services. For more information on the national programme see <http://individualbudgets.csip.org.uk/index.jsp>

Individual budgets, or self directed support as this has now become known, allows people who have support needs and use some types of service provided by local government to choose and buy the support they consider they need and have support in a way they want. Self directed support puts the person who is supported, or given services, in control of what support or services they get.

For those people who took part in the pilot this meant

- Having to spend less time giving information to different agencies
- Having an amount of money that can be used to buy the services they feel they need and
- Being able to have friends, family or an advocate draw up a support plan with them

At the end of the Norfolk pilot potentially of the 14 people who indicated that they had housing support needs, 11 people have chosen to use Julian Housing Support Services.

The pilot raised a number of issues as to how Self Directed Support and the Personalisation Agenda can work within an SP framework. Service users should have support services that work with them and for them. NSP believe that the work carried out during the service review process and the IB Pilot, and the principals in our Service User Involvement Strategy can be taken forward effectively to further choice and control. It will be important to maintain existing choice and variety of service provision whilst promoting choice and new models of service provision for others.

## **4. ENHANCING PARTNERSHIPS WITH THE PROVIDER SECTOR AND OTHER STAKEHOLDERS**

### **Involving providers and other stakeholders**

The Strategy has been developed through regular consultation with providers and other stakeholders. Methods have included:

- Public consultation through the Norfolk County Council web site
- Meetings with key stakeholders
- Consultation events
- Utilising significant forums where these exist to consult and inform
- Consulting groups such as the Norfolk Offenders Accommodation Forum
- Drawing on resources within Adult Social Services and partner agencies to ensure that use is made of a varied media for consultation - this includes specialist newsletters and web sites for people who could use SP services

The Supporting People Team will continue to use the following key existing forums for regular consultation and planning of future services:

Disability Forums

Drug Interventions Programme Strategy Board

Norfolk Learning Disabilities Partnership Board

Teenage Pregnancy Strategic Partnership Board

Gypsy and Travellers Liaison Group

Norwich Asylum Seeker and Refugee Forum

Voluntary Mental Health Providers group

Crime and Disorder Reduction Partnerships

Norfolk Offender Accommodation Forum Sub Groups

Norfolk Drug and Alcohol Partnership - Housing Strategy Group

Greater Norwich Homelessness Prevention Sub Group

The team has developed and is implementing an accessible and effective communication Strategy that raises the profile of SP in Norfolk and provides information about the programme to different target audiences. The Supporting People Team will continue training for providers on aspects on their tasks and responsibilities in respect of the programme. The training arranged to date has been expressly valued by provider organisations.

Supporting People has worked with Space East to initiate a Provider Elected Forum (see page 20).

## **Providing stability in funding**

The Norfolk Supporting People programme aims to enter into three year contracts with providers wherever possible and to provide annual contract uplifts wherever possible. Uplifts have been provided in the last two years and as described in the Financial Priorities section.

As at September 2007 we had agreed 42 three year contracts and two five year contracts. The remaining contracts are one year for one of two reasons. Firstly, we only issue one year contracts where a strategic review is taking place or is imminent, for example sheltered housing, domestic violence refuges and community alarms. Secondly, we issue one year contracts where the provider has not yet completed an action plan to improve service quality.

## **From identifying needs to commissioning services**

This section deals with how we decide how to spend resources from the Programme Grant to meet needs by extending existing services or developing new ones.

This process runs on an annual cycle linked to the Programme Grant budget setting process and the Housing Corporation's capital development processes. From mid year onwards each year we start to gather information and evaluate where there are gaps in service and where there are proposals from partner organisations.

We evaluate these proposals using a prioritisation matrix which has been agreed regionally by all Supporting People teams, GO-East, the East of England Regional Assembly and the Housing Corporation. The matrix includes information about each proposal which is checked by Sub Regional Housing Partnerships and scored by Supporting People teams on the basis of Strategic Relevance (to the Supporting People Strategy and other local regional and national strategies), Evidence of Need, Added Value, Deliverability and Unique Factors. The matrix scoring is then used to decide which scheme could be funded in the following year(s) if resources are available. The outcome of this is a priority list of schemes which the Commissioning Body would like to fund.

We plan to use the proposals in this strategy to guide the commissioning of new or expanded services to meet priority needs, subject to resource constraints. When the SP Strategy 2008-2013 is further developed we will prepare a Commissioning Strategy which will identify the new or expanded services which we will commission.

## **5. IMPROVING THE JOINT PLANNING AND DELIVERY OF SERVICES WITH OTHER COMMISSIONERS**

### **Background - how the Supporting People programme is managed**

Details of the management system for Supporting People in Norfolk are provided in Part 2.

The Supporting People Programme is an inter-agency programme which is given strategic direction by a Commissioning Body comprising representatives of all the local authorities in Norfolk, the Probation Board and the two Primary Care Trusts. Linked to the Commissioning Body is the Core Strategy Group with a similar representation at a more operational level and a wider membership including more statutory agencies and representatives of the voluntary sector. The Member Champions group brings together key members of the district and county councils and the Probation Board, while the Provider Elected Panel brings together representatives of voluntary sector organisations and housing associations. The Supporting People Team supports these structures and while being funded by Communities and Local Government, is employed by Norfolk County Council. The Programme Grant which funds services is also provided by Communities and Local Government.

### **Local Area Agreements**

Local Area Agreements (LAAs) are a three year agreement between central government, local authorities and other key partners, which set out the key priorities for the area. The CLG has stated that Supporting People Programme Grant funding, with a number of other local authority funding streams, will be paid through the LAA area based grant from April 2009, subject to the evaluation of the current pathfinder programme which Norfolk has accepted an invitation to join.

A new LAA for Norfolk will supersede the existing one in April 2008. This will be the mechanism for agreeing performance targets between central government, the local authority and partners based on a common understanding of the central local and regional priorities for improvement. Further information is available <http://www.norfolkambition.gov.uk/norfolkambition-laa/home.asp>

The Supporting People Programme Grant contracts with providers for 108 services and these contracts will continue to exist regardless of how the funding is paid to the local authority. The contract is a vital element of the programme since it is the mechanism by which, via reviews, service quality is improved and effectiveness monitored. The scope for alignment or pooling are those services which are joint funded or where there is parallel provision. Other stakeholders also have resources committed to employment contracts so alignment and pooling is likely to be a long term process.

At present we see incremental changes arising from the LAA. We share the wish to make services more person centred, easier for service users and their carers to understand and access, and more effective, so that they contribute to county wide community objectives, and we will work with the LAA to do this.



## **Local Government Reorganisation in Norfolk**

The Government has asked the Boundary Committee to recommend, using five criteria, whether a revised pattern of local government based on one or more unitary authorities in Norfolk could deliver improvements in services. The Boundary Committee is due to report to the Government by the end of 2008.

The Strategy will need to be reviewed within the next three years by which time there different local government organisations may be in place. The need to monitor and review services, to make them more user focused and more efficient will continue whatever local government structure is in place.

## **6. INCREASING EFFICIENCY AND REDUCING BUREAUCRACY**

### **Improving Quality**

#### **Completion Of The Service Review Programme**

The Supporting People Team reviewed 171 services between April 2003 and March 2006. Several Large Scale Voluntary Transfer (LSVT) services were not reviewed because the providers were in the process of transfer. These were subsequently reviewed during 2006-2007.

Twenty two floating support services were found not to be strategically relevant at the first stage of the review process. This is because the Commissioning Body had agreed that floating support should in future be provided by generic services on a sub regional basis, and none of the existing services fitted with this model. Floating support was subject to a re-commissioning process and has seen the development of two sub-regional services delivered by Stonham in Rural East Anglia and Greater Norwich. During the development of the strategic approach to the new services the housing sub regions were asked if they wished to host the new generic services. In the event only Great Yarmouth responded to this invitation and as a result negotiations have taken place for the provision of a service in Great Yarmouth using the same contracts as have been agreed with Stonham. The negotiations have not been successful and as indicated elsewhere the floating support services in Great Yarmouth will be recommissioned during 2008.

#### **Managing Poor Quality**

Many services scored a D within the quality assessment framework (QAF). As the QAF is scored by the lowest common denominator usually the overall D was as a result of a provider not meeting basic quality standards on one or two of the six core objectives.

Particular areas not meeting minimum quality standards included support planning and needs assessments for the majority of services supporting people with learning difficulties, exclusions and drug and alcohol policies for services supporting people who were homeless, and health and safety and protection of abuse issues across the sector.

These areas of poor quality have now been addressed for all services following the implementation and validation of action plans following the service review. All

services have now been validated as providing support services to a minimum standard, but we still have action plans outstanding on a number because aspects of the service are not of sufficient quality. We will continue to monitor existing services and seek continuous improvement.

### **Decommissioning**

Several services were not able to address quality issues to the satisfaction of the QAF. In these cases a new service provider has been identified following an open procurement process. This has ensured that much needed services remain in situ and that those service users accessing poor quality services are now supported in an appropriate way to meet their needs.

To date, two homelessness services and one service supporting women fleeing domestic violence have been recommissioned in the Kings Lynn and West Norfolk area. A further service supporting women fleeing domestic violence will be commissioned in the Breckland area.

### **Review Programme 2008-2013**

The Commissioning Body has agreed a risk assessment procedure for future reviews. These will concentrate on:

- Services that present on-going concerns with quality highlighted through contract monitoring processes or stakeholder involvement
- Services whose prices were reduced significantly post review
- Services that have undergone significant remodelling
- Services in sectors covered by strategic reviews

In addition to this, all newly commissioned services will be reviewed within the first 18 months of operation unless the terms and conditions of the SP contract stipulate otherwise (as in the case of floating support).

Now that we have carried out the reviews, we have much clearer information on how services work. We are building on this to look at how best the needs of service users can be met, by seeing how services can work together to provide pathways towards sustained independence.

There is also a need to build on the work the sectoral reviews have identified; these are described in part 2 of the Strategy

## **Monitoring Contract Performance**

### **Risk Based Contract Monitoring**

Aside from the risk based service review programme, the Supporting People Team are taking forward a risk based contract monitoring process. This will enable Planning and Contract Officers to monitor the performance of services throughout the year and take remedial action in response to areas of poor performance.

The risk assessment is based on the following: -

- Whether services have been Accredited
- Whether Performance Indicators are meeting contract requirements
- Whether service review action plans are being implemented

## **Performance indicators**

Performance indicators are routinely monitored on a quarterly basis. Any issues highlighted within the PI submission are raised directly with the support provider in the context of the service. This has allowed the SP team to investigate under-utilisation and occasions where staff have been working in excess of contractual hours. More specifically, the regular monitoring of PIs has provided the SP Team and relevant stakeholders an opportunity to examine performance and key client group related concerns, in particular the number of people making a planned move from short-term services.

## **Overall Performance**

Overall, the majority of long term and short term services present good utilisation and staffing input. The percentage of people maintaining their independence in long term services shows that support services are enabling people to stay in their own homes for longer.

## **Planned Moves**

The number of people making a planned move from short-term accommodation is also considered on a regular basis. A total of 1221 individuals moved from short-term accommodation based services between 1 April 2006 and 31 March 2007. 852 of them made a planned move.

Work will be undertaken during 2008 to address difficulties providers have in accessing move-on accommodation for particular clients.

## **Increasing Efficiency**

### **Local Value for Money Processes**

Norfolk Supporting People Team have developed a bespoke tool to allow accurate and transparent value for money assessments of all services at the point of review and during procurement exercises. This local tool allows an in-depth analysis of an individual service budget and presents a clear and defined way for determining accurate contract values based on what it costs the provider to deliver the service.

This approach allows for full cost recovery for the provider.

This tool has led to some decreases in funding but has also allowed SP to develop a clear understanding of the associated costs of running support services. For many providers, the application of the tool has led to increases in funding for particular budget headings such as training, and has supported arguments for more appropriate housing benefit levels to ensure the right funding stream is paying for the right element of the service.

### **Regional Benchmarking**

The Supporting People Eastern Region Group has undertaken a benchmark exercise to look at the hourly cost, number of hours of support and weekly unit cost for all accommodation based services in the region. This work was undertaken to update the national data made available by the CLG in December 2003 and to allow a more reasonable comparison of services at the point of review. This benchmark will be utilised in Norfolk when considering appropriate support costs for new and existing services and feeds into the revised approach to service reviews.

# NORFOLK SUPPORTING PEOPLE STRATEGY 2008-2013

## PART 2

### Client group section - key points and action plans

This section describes the research and service development work which has been carried out for each client group to identify the key needs which need to be met within the plan period. They are based on more detailed proformas for each client group which are available as a technical appendix to the Strategy when finalised.

**A note on data** In both sections of the strategy data is quoted on the supply of existing services. Information on accommodation based services is taken from the data system which we use to manage contracts, and is up to date. Information on floating support comes from the new HomeStay service commissioned from Stonham Home Group which started in April 2007, from Great Yarmouth Home Support, Julian Housing Support and from three pilot projects. As well as providing services for people transferring from other services, HomeStay has received a high volume of new referrals. HomeStay has provided information on the transferred service users and new referrals but considered that there were some inconsistencies in the data and intends to carry out a full review of service users. This was not available at the time of drafting and the data which has been used is the transfer data and new referrals to June 2007. Up to date data will be included in the Annual Plan 2008-9.

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## Highest Priority Group

### Gypsies and Travellers

- Gypsies and Travellers ( G & Ts ) have higher levels of deprivation than the most deprived areas of Norfolk
- Existing services are provided on authorised local authority long term and short term sites. These are in all districts except Broadland and North Norfolk
- The floating support service provided by Ormiston now has a 3 year contract and a review started in late 2007 . This service meets one of the objectives of the Gypsy and Traveller Strategy. A range of stakeholders were involved in providing input to the specification for this service
- Ormiston concentrate on people who are very marginalised from mainstream services and more likely to be in unauthorised stopping places, HomeStay on Gypsies and Travellers in settled accommodation but HomeStay have had few referrals. Reasons for this need to be investigated
- East of England single issue review, and Norfolk needs surveys, show needs for 92-94 more pitches in Norfolk and this is likely to require additional services. There are unresolved issues on where these sites should be - areas where local authority/ community is more tolerant may not be where Gypsies and Travellers want to live
- Need for audit of unauthorised and tolerated sites to determine number that can be authorised
- Gypsy and Traveller Strategy needs to be revised. SP will work with partners to see how this can be funded
- KEY SERVICE GAPS Support for people in settled accommodation

Action	Lead and partners	Start	Finish	Result
To consider the need for an expanded FS service for G & Ts in line with the East of England Regional Assembly's estimation of the number of new pitches needed in Norfolk.	G & T Liaison Group Traveller Education District Councils	November 2007	June 2008	Current and future needs for an expanded FS service will be established
To consider the feasibility of providing a model of service provision in line with the Self Directed Support/Personalisation Agenda through self management of a Gypsy and Traveller site	As above	April 08	April 09	A new model of service provision with Gypsies and Travellers self managing their site in line with self-directed support

## Offenders

- Ensuring that offenders leaving prison have ready access to appropriate accommodation and support has been shown to be a very effective way of reducing re-offending and contributing to community safety
- Lack of services in Great Yarmouth will be partly remedied by a newly commissioned service although this is only funded for three years and does not cover all offenders. Lack of services in Kings Lynn still not met.
- SP will continue to work with the Norfolk Offenders Accommodation Forum to ensure appropriate housing advice is delivered to people in prison and on remand to minimise risk of loss of accommodation and maximise access to appropriate settled accommodation on release
- In early 2007 SP agreed to fund three new services for offenders, two of which have three year funding only
- There may be a case for reviewing inter agency structures for offender services as part of the new LAA arrangements
- Ensure appropriate use of existing services e.g. Dereham
- KEY SERVICE GAPS Services for short sentenced prisoners. More offender bed spaces in Kings Lynn (could be part of homelessness provision). Gender specific accommodation. Services for people with serious offending, challenging behaviour and history of hostel exclusion

Action	Lead and partners	Start	Finish	Result
Continue with the implementation of the NOAF Action Plan	NOAF, SOI and SMB	On-going		
Consider the impact and plausibility of offender providers reserving bed spaces for soon to be released prisoners	CCB with NOAF referring to LA partners and CSG/CB	Nov 07	March 08	Protocol for reserving bed spaces agreed which will not adversely affect PIs for relevant providers. Loss of revenue is an issue
Develop a mechanism for identifying current and future unmet need for housing and support for all types of offender to establish a link with capital bidding rounds	LA/NOAF/NPA	Jan 08	Dec 08	
Development of an appropriate information sharing protocol to improve referrals and acceptances of offenders into homeless services	NOAF/PEP	To be advised		Reduction in refusal rates, improved risk assessments for service providers

Action	Lead and partners	Start	Finish	Result
Development of rent deposit scheme accessible to offenders	SP Team/NPA/Las	To be advised		Introduction of rent deposit scheme to increase the number of offenders accessing housing within the private rented sector
Ensure offenders are represented within the planned move-on strategy in an appropriate manner	SP Team/GNHP	Sept 07	Mar 08	Offenders placed into appropriate supported accommodation
Evaluate temporary funded schemes to determine suitability for permanent revenue funding	SP Team	Nov 09	Mar 10	Decision to fund permanently based on quality and outcomes achieved
Ensure offenders are appropriately represented within the LD Strategic review	SP Team/NOAF/NLDS	2008		Inclusion of offenders within the outcome for the LD Strategic Review

## Substance Misuse

- Substance misuse appears to be more prevalent in Norwich, Great Yarmouth and Kings Lynn but this may be because some data comes from hospital admissions
- Substance misuse is frequently associated with and can mask other issues such as mental illness and is also linked with offending behaviour and homelessness
- There are only two specific supported housing schemes, in Norwich and Kings Lynn, but many other supported housing services support service users with substance misuse issues
- No services for older people with substance misuse problems
- Norfolk Drug and Alcohol Partnership (N-DAP) Housing Sub-Group provides an effective planning structure in respect of substance misuse and housing. It is launching a guide to the range of models needed to support people who are at different stages in respect of alcohol and drug use



- **KEY SERVICE GAPS** Services for older people and people continuing to use substances. Supported housing in Great Yarmouth, Kings Lynn and Norwich  
Further support for providers on developing and implementing substance use policies

Action	Lead and partners	Start	Finish	Result
Consider the case for needs research based on the accommodation and support options outlined in the N-DAP housing and support model. If case is justified plan and commission research	SP, N-DAP Housing Group	October 2007	March 2008	Clearer understanding of demand and gaps across the county
Explore gaps in services for older people with substance misuse problems	SP, N-DAP, Homelessness providers, sheltered housing providers, NASSD	Jan 2008	Ongoing	Appropriately meeting the needs of older people with alcohol and drug problems
Work up models of supported accommodation for consideration in future capital bid rounds in Greater Norwich	Relevant District Councils, SP, N-DAP	2008	2010	Increased specific supported accommodation for people with drug and alcohol problems
Evaluate dual diagnosis pilot floating support	SP, St Martin's Housing Trust	Jan 2008	Jan 2008	Better understanding of how support can be delivered to people
Support accommodation providers to adopt and operate clear but flexibly applied policies in respect of alcohol and drug use	SP, N-DAP, homelessness hostel review steering groups	Oct 2007	Ongoing	Reduce numbers of people with alcohol and drug problems who leave their accommodation in an unplanned way

## Teenage Pregnancy

- Teenage mothers are less likely to finish their education, find a good job and more likely to be single parents and bring their child up in poverty. Their children are more likely to have poor health and have reduced life chances
- Incidence is below the national average except in Great Yarmouth and Norwich

- SP and Connexions research suggests key gaps are in North Norfolk, Norwich, South Norfolk and KLWN
- DoH best practice guidance to local housing authorities and voluntary sector housing providers expected late 2007
- KEY SERVICE GAPS No supported housing outside Great Yarmouth and Norwich

Action	Lead and partners	Start	Finish	Result
Explore the options for providing dedicated accommodation in rural areas for teenage parents North Norfolk, South Norfolk and especially King's Lynn (which has high individual ward counts)	SP and strategic housing partners	2007	Tbc	Access to dedicated accommodation and support for teenage parents
Take forward the actions identified in the research completed in 2007	SP and TPU in partnership with all other partners (to include Children's Services, strategic housing partners and others)	Sept 2007	Tbc	A more comprehensive and holistic service to be provided to teenage parents across the county
Models of good practice that exist especially in rural areas should be investigated and fed into the Young Persons Housing and Support strategy currently being formulated	SP, TPU and strategic housing partners	Ongoing	Tbc	As above
Information on support and accommodation needs to be systematically collated and disseminated to young parents and agencies that support them	SP, TPU and strategic housing partners	Ongoing	Tbc	As above
Young Persons Housing and Support strategy currently being formulated should address the timing of housing and support offers made to young parents		Tbc	Tbc	As above

## Young People

- Effective early interventions can reduce risk of substance misuse, youth offending, teenage pregnancy and homelessness
- Supported housing is concentrated in North Norfolk, Norwich and Great Yarmouth. With the exception of North Norfolk, there are few services in rural areas. In the absence of services, young people are inappropriately housed in B and Bs or other services
- Floating support vital in sustaining tenancies, can provide flexibility in rural areas and reduce urban drift. Needs to fit in with roles of Childrens Services, Connexions and YOT
- Supported lodgings could be expanded to rural areas
- Housing Strategy Group convened by North Norfolk DC will be leading on county-wide needs research into the housing and support needs of young people
- KEY SERVICE GAPS Supported housing in Breckland, Broadland, South Norfolk and Kings Lynn and West Norfolk

Action	Lead and partners	Start	Finish	Result
<ul style="list-style-type: none"> <li>• Development of county-wide housing and support strategy for young people (to include care leavers and teenage parents)</li> </ul>	NNDC lead partners SP, Children's Services, Connexions	April 2007	Tbc	Implementation of CWHSS for young people
<ul style="list-style-type: none"> <li>• Development of clear move on routes for young people from temporary accommodation</li> </ul>	SP with strategic housing authorities	Ongoing	Tbc	More effective and sustainable move on from temporary accommodation
<ul style="list-style-type: none"> <li>• Development of a range of appropriate accommodation in rural and urban areas – this will include floating support in addition to supported lodgings and accommodation based schemes</li> </ul>	SP with strategic housing authorities	Ongoing	Tbc	Young people achieve and sustain accommodation across the county
<ul style="list-style-type: none"> <li>• Completion, agreement and sign up to the protocol between Children's</li> </ul>	Norwich City Council lead with partners strategic	Ongoing	Tbc	Effective and easy to access referral routes for young

Services and Strategic Housing Authorities for homeless young people	housing authorities and Children's Services			people and the agencies that support them
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## Second Priority Group

### Domestic Abuse /Violence

- All domestic violence refuges in Norfolk are under pressure and few of them have an adequate range of resources to deal with large families, those including a disabled person, older male children and BME needs
- National standards require an additional 49 places in refuges and a programme to deliver these is under way.
- Fewest existing services in Breckland, Broadland and North Norfolk - new services proposed in these areas but funding not yet agreed
- Joint working between refuges is good. Greater clarity about overall planning structures is needed
- Strategic review of domestic abuse services is planned
- KEY SERVICE GAPS Supported housing quality upgrades, and complete programme of new refuges

Action	Lead and partners	Start	Finish	Result
Improve disabled access and availability of refuge accommodation in the county	SP with strategic housing partners	2003	Tbc	Equal access to refuge accommodation for disabled women or children fleeing domestic violence
Increase ability of support providers to accommodate women with complex needs, older male children and other significant needs as detailed in above sections	SP with strategic housing partners	2003	Tbc	A network of Norfolk refuges that can accommodate women with a range of complex or significant needs
Ensure that out of hours access to refuges is available across the county	SP	July 2007 (as part of strategic review)	Tbc	Emergency access to refuges is consistent and well advertised to appropriate referring agencies
Ensure full compliance with requirements of BVPI 225 Accommodation element	SP and strategic housing partners	Ongoing	Tbc	Compliance for all districts with BVPI

Action	Lead and partners	Start	Finish	Result
All other elements	Local authorities/voluntary agencies/SP/DV providers	Ongoing		

## Homelessness

- There is much more supported housing provision for single homeless people than for homeless families. This provision is concentrated in Norwich Great Yarmouth and Kings Lynn.
- Homelessness reviews nearing completed in Greater Norwich and nearing completion in Rural East Anglia have come to similar conclusions showing lack of provision for younger people and people with complex needs often including mental health, substance misuse and offending behaviour  
KEY SERVICE GAPS Services for younger and older people and those with complex needs in Breckland, King's Lynn and Norwich. Great Yarmouth needs not fully investigated

Action	Lead and partners	Start	Finish	Result
Continue to work on and develop the action plan linked to The Greater Norwich Homelessness Hostels Strategy	DC's/ Supporting People – providers, Space East, N-DAP Housing Group	In progress	2010	More effective access to hostels/ more appropriate use of hostels/ more effective move on
Work up proposals to meet gaps identified for homeless people in Greater Norwich, mindful of time scales for capital bidding and the availability of revenue	DC's - Supporting People/ Norfolk Probation/ N-DAP	Summer 2007	2010	Increase access to provision for people who continue to drink/use substances and for offenders who are hard to place

Action	Lead and partners	Start	Finish	Result
Write up, disseminate and consult on findings of Rural East Anglia homelessness hostels review	Supporting People/ DC's – Probation, Adult Social Services, Norfolk PCT, Children's Services, N-DAP, Space East, West Norfolk VCA, providers	Summer 2007	Jan 2008	Reach agreement on any changes to services and other actions to fill gaps
Develop and implement Action Plan from homelessness hostels review	As above	Jan 2008	2010	To ensure that the system of support is as effective as it can be within available resources
Work up proposals to meet gaps identified for homeless people in Rural East Anglia, mindful of time scales for capital bidding and the availability of revenue	As above	Autumn 2007	2010	Fill gaps in service provision
Come to a decision about the value and feasibility in carrying out a sub regional review of single homelessness support services in Great Yarmouth and Waveney	Norfolk Supporting People/ Great Yarmouth Borough Council/ Waveney District Council/ Suffolk Supporting People - providers and other partners	To be agreed	To be agreed	To understand what works well and where gaps exist in the provision of support for single homeless people in Yarmouth and Waveney
Carry out a review of single homelessness support services in Great Yarmouth (if the decision is made not to undertake a sub regional review)	Norfolk Supporting People/ Great Yarmouth BC - providers and other partners	To be agreed	To be agreed	To understand what works well and where gaps exist in the provision of support for single homeless people in Yarmouth
Develop and implement any Action Plan resulting from the review of homelessness services in Yarmouth (and/or Waveney)	Norfolk Supporting People/ Great Yarmouth BC - providers and other partners	To be agreed	To be agreed	To ensure that the system of support is as effective as it can be within available resources

## Physical Impairment

- Very few supported housing schemes outside the Norwich area
  - Very low turnover in existing schemes
  - Known demand for 12 units a year from people leaving rehab, and unspecified number from residential care
  - Very low provision compared to region and country
  - A consultation appointed by Breckland Council is drafting a housing and support strategy, drawing on previous work
- KEY SERVICE GAPS More supported housing outside Norwich, improved means of access to existing adapted housing

Action	Lead and partners	Start	Finish	Result
Develop housing and support strategy	Breckland, ASSD, SP, PCT, NCODP	October 2007	March 1 2008	Consultation draft of Housing and Support Strategy to be prepared by consultants
Consult on draft strategy	Ditto	April 2008	June 2008	Agree Strategy
Form implementation group from key agencies to oversee implementation	Ditto	July 2008	Ongoing	Implement Strategy
Develop supported housing scheme in Kings Lynn and West Norfolk	KLWN, ASSD, SP	Feb 2008	2010	Increase supply in an are of known deficit

## BME needs - Black and Minority Ethnic Communities

- Aside from services for Gypsies and Travellers there are no specific SP services for people from BME communities
- Countywide research published in 2007 confirms that proportion of people in Norfolk from BME backgrounds is likely to be small and that the majority of that population is likely to be drawn from people from a white European heritage

- The research suggests that a small proportion of the BME population will have housing support needs around obtaining housing and benefits and that these needs are best met by a housing support provider  
KEY SERVICE GAPS Floating support

Action	Lead and partners	Start	Finish	Result
Participate with partners, commissioners and providers in any discussions around meeting the housing and support needs of BME communities in Norfolk as identified in recent research	SP, District Councils, Norfolk County Council, RSLs, community based organisations	Oct 2007	Ongoing	Meet the challenge of providing information and support to the small but diverse BME communities in Norfolk
Ensure that housing support services are actively promoted through BME networks and other BME community based organisations	SP, support providers, community based organisations	Ongoing	Ongoing	To ensure that information about housing support is accessible, appropriate and available to all communities in Norfolk

## BME needs - Migrant workers

- The patterns of migration have changed in recent years with numbers of Portuguese workers in Breckland being supplemented since accession to the European Union of the E8 states by workers from Poland, Lithuania, Latvia and Estonia (also working in King's Lynn and West Norfolk, Great Yarmouth and Norwich)
- There is only one specific small SP funded pilot floating support service for migrant workers in Great Yarmouth
- Pilots undertaken by Norfolk SP have demonstrated the need to ensure that floating support is accessible to migrant workers
- Great Yarmouth Refugees Outreach Support and King's Lynn Area Resettlement Support are key community based organisations engaged with migrant workers
- The housing support needs of migrant workers are principally around access to accommodation and information/signposting about their rights in respect to housing standards and employment rights and practices
- There are particular challenges for all service providers in offering any support to individuals who have entered illegally or who have no recourse to public funds whilst in the country  
KEY SERVICE GAPS Floating support accessible to migrant workers



Action	Lead and partners	Start	Finish	Result
Continue to draw lessons about the support needs of migrant workers through the pilot service managed by GYROS	SP, Great Yarmouth Borough Council	Ongoing	Ongoing	To build on the body of knowledge about the use of housing support in respect of migrant workers
Maintain good links with district councils and community based organisations to ensure that housing support services respond effectively to the needs of changing populations	SP, District Councils, community organisations	Ongoing	Ongoing	To participate in making a comprehensive response in respect of the support needs of migrant workers
Ensure that SP floating support services are promoted amongst and accessible to migrant workers and their community organisations	SP, Stonham HomeStay, District Councils, community organisations	Ongoing	Ongoing	To ensure that information about housing support is accessible and available to migrant workers

## BME needs - Refugees

- There are no specific services for refugees
- Norwich is a dispersal area for asylum seekers (through NASS - the National Asylum Support Services) who are accommodated temporarily through Clearsprings although only small numbers of those who get a positive decision about their status opt to stay in or around the City
- NASREF is an effective multi agency forum in respect of planning and provision to meet the needs of asylum seekers and refugees
- Social Services supports children who have arrived unaccompanied and some need accommodation and support on reaching 18
- The primary need is for floating support for individuals who receive a positive decision and have at most 28 days to leave Clearsprings accommodation, to secure alternative accommodation and support them in the process of moving
- Through the Home Office Gateway programme a group of Congolese refugees families were supported to settle in Norwich in 2006/07
- Some of the Gateway families have ongoing support needs which will require intervention through floating support once their support package through the Gateway programme ends

- A further intake of Congolese families is planned through Gateway in 2008/09 and some families are likely to have ongoing floating support needs  
KEY SERVICE GAPS Floating support for people leaving NASS funded accommodation

Action	Lead and partners	Start	Finish	Result
Maintain knowledge and links with Refugee community and support organisations through active participation in the Norwich Asylum Seekers and Refugees Forum and Asylum Voice - self advocacy meetings	SP through NASREF	Ongoing	Ongoing	Maintain awareness of any changing needs amongst refugees for housing support
Ensure that refugees and their support organisations are aware of housing support services and able to access them at point of need	SP, Stonham HomeStay, other SP providers where relevant	Ongoing	Ongoing	Refugees access support at point of need and satisfied with support received
Ensure that Gateway refugees have access to housing support where needed after their support through Gateway has ended	SP, Stonham HomeStay, British Refugee Council	From Jan 2008	Ongoing	Support is received and contributes to the ability of individuals and families to settle securely

## Sensory Impairment

- Very few services funded by SP
- Main requirement is to assist people to live in their own homes, supported by ASSD and voluntary organisations
- Indications that additional supported housing needed for people who are deaf-blind - existing services are provided by Sense East in Dereham. This should be considered regionally  
KEY SERVICE GAPS Lack of good quality supported housing

Action	Lead and partners	Start	Finish	Result
Housing needs to be investigated as part of Physical and Sensory Impairment housing and support strategy (see Physical impairment section)	Breckland, ASSD, SP, health	Sept 2007	April 2008	Increased information from stakeholders and users on housing and support needs and programme of actions to meet these
Include high need low prevalence in Regional Supporting People Strategy	SPERG	In progress	Dec 2007	Regional approach to provision

### Third Priority Group

## Learning Difficulties

- 301 units in supported housing with SP funding, plus an additional 119 with SP funding, spread around all districts but lowest relative to population in Norwich and Kings Lynn
  - Services tend to be for people who are eligible for services from Social Services rather than for people with lower levels of need (with particular gap around people with autistic spectrum disorders and low support needs )
  - There is a need for more self-contained accommodation where people can receive support- either small numbers of properties on one site or 'ordinary' homes in the community
  - New housing and support options to be developed within strategic framework of 'This is my home' Housing Plan for people with learning difficulties which will be updated in 2008
  - New (SP funded) services have supported people to move through a Private Sector Leasing Scheme and (currently) to buy their own homes
  - Unmet needs include support over transition from living at home for young people, long term floating support, resettlement service to assist people moving into independent accommodation
- KEY SERVICE GAPS Self contained supported housing; long term floating support for people with lower support needs; short term floating support to enable people to access housing options and greater independence

Action	Lead and partners	Start	Finish	Result
Initiate a reference group to undertake the strategic review to include all relevant officers from NLDS, ASSD & SP	SP/ASSD/NLDS/Project Group	Nov 2007		Project board established to advise and monitor the progress of the review
Update the Housing Plan	Housing Group/ASSD/SP	mid 2008	End 2008	Refreshed programme
Consider provision of long term floating support services for people with learning difficulties	Housing Group/ASSD/SP	mid 2008	End 2008	Subject to priorities and finance, a new service
Project group set up to undertake the review, to include people with learning difficulties and their supporters, providers and LD services and commissioners	Project Board	Jan 2008		Project group to manage the review and to ensure inclusion of service users and providers
Outline of methodology to be developed by the project group for initial consultation <ul style="list-style-type: none"> <li>• Need to link in with SP reviews of LD services scheduled to be completed by the end of 2008</li> <li>• Need to reference the outcome of the regional VIP project looking at contract alignment.</li> <li>• Must ensure the methodology remains accessible</li> </ul>	PB	March 2008		Clear objectives and methodology to allow a measurable process that is inclusive to all partners

## Mental illness

- Norfolk overall has a good level of SP services for people with a mental illness, partly due to the large floating support service provided by Julian Housing Support. The level of service is lowest in Broadland and Breckland
- Known gaps are for more intensive support on the Bakery Court model in Great Yarmouth and Kings Lynn
- Hospital link workers assist pathways back to normal accommodation and funding is not yet secure
- Joint planning affected by PCT change. Commissioners Forum has recently been formed

KEY SERVICE GAPS Funding for hospital link workers, Bakery Court model in Great Yarmouth and Kings Lynn

Action	Lead and partners	Start	Finish	Result
Consider the provision of a long term service for people with severe and enduring mental health problems in the East and West of Norfolk based on the Bakery Court model of service provision	Agreed RSL ASSD Health GY and Waveney Sub Region REAP sub region	December 07	Jan 09	A formal proposal for the provision of this service
Work with partner agencies to effect the replacement of Deneside Hostel in GY	GYBC ASSD Agreed RSL Support Provider	December 07	Jan 09	A building more suitable for people with mental health problems and with improved accommodation
Fund a new service providing care and support for people moving out of Norwich Mind's residential care home into interim accommodation before taking on their own tenancy	NASSD Norwich Mind	Ongoing	Jan 08	Provision of good quality housing related support service enabling people to gain confidence and skills to move to their own tenancy
Consider expanding the JHS FS contract if through monitoring it is evidenced that more people are moving out of MH residential care homes in Norfolk than can be accommodated through the existing contract	NASSD, District Councils, JHS	December 07	January 09	Evidenced needs of client group can be met
Consider the continuation of the Hospital Link worker post to cover acute wards at Hellesdon Hospital and to provide reach out support to Homelessness projects and Council officers	NASSD Health JHS	Ongoing	January 08	Temporary funding from SP in the short term with continuation of this resource with joint funding from partner agencies in the long term

## Older People

- In 2006 there were 170,560 people aged 65 and over in Norfolk, 19% of the total population. By 2011 this number is expected to rise by 21,450 to form 22% of the population
- Services for older people funded by SP include sheltered housing (6,714 service users), housing with care (689 service users), community alarms (4,920 service users - who may or may not live in sheltered housing) and Home Improvement Agencies (with an estimated 1,050 projects completed annually)
- About 7,400 people live in sheltered housing or housing with care. This is 4.4% of the population aged 65 or older.
- The cost of Supporting People Services to these 7,400 people is £3,923,000 which is 25% of the value of SP contracts.

## Sheltered housing

- Within sheltered housing, everyone pays the support charge regardless of whether they need or wish to receive the services of the scheme manager
  - It needs to be decided whether the 25% of the SP programme grant spent on sheltered housing is rightly focused when only 4.4% of older people are able to receive it. However change must be negotiated since service users are long term tenants.
  - The sheltered housing review has been undertaken. As part of the draft strategy for sheltered housing, the development of a housing and support strategy has been proposed. There are also proposals for ensuring that sheltered housing stock is fit for purpose. Outcomes could be - upgrades to accommodate more vulnerable people, decommissioning of out of date schemes which cannot be upgraded, greater use of schemes as resource centres, use by other client groups
  - The Brooke model shows how sheltered housing scheme managers can successfully provide useful short term support to older people in the neighbourhood without it having an impact on the tenants living at the scheme that is used to provide the outreach support.
- KEY SERVICE GAPS Implementation of strategic review, and further use of the Brooke model

Action	Lead and partners	Timing
Present draft strategic action plan to CB	SP & DC lead	February 08
Consult with stakeholders and providers over the action plan and revise	SP & DC lead	April / May 2008
Formal consultation on summary review report and draft strategic action plan	SP, partners & providers	June – Sept 08

Action	Lead and partners	Timing
Establish an effective strategic countywide mechanism for future planning to meet the housing and housing support needs of older people in Norfolk.	SP, district councils, NASSD & providers	Oct – Nov 08
Revise draft strategic action plan	Strategic countywide group	Dec 08

### Housing with care/very sheltered housing

- Norfolk has 527 units, a third of them in South Norfolk. Breckland, Broadland and Kings Lynn and West Norfolk have fewest as a proportion of their population aged 65 and over
  - Current research into the needs of older people by Adult Social Services will clarify the need for additional schemes
  - Some increased capacity could come from remodelling of sheltered housing
  - More units are needed for people who are elderly and mentally ill. This will be led by the research being done by ASSD.
  - Additional housing with care schemes may be required from the above analysis
- KEY SERVICE GAPS Under review

Action	Lead and partners	Start	Finish	Result
Adult Social Services Senior Management Team (SMT) to make a decision on whether to adapt the balance of need within a housing with care scheme as per the SP review . At the moment some schemes are running with a very high level of need for all tenants, making it difficult for staff to provide adequate care and support to all. This would mean reviewing their eligibility criteria countywide.	SMT, ASSD & SP	Report going to next available SMT		Will provide a balanced service giving the service users a better standard of support and care
SMT to make a decision regarding allocation of tenancies, as this procedure is not consistent across the county, using models of best practise.	SMT, ASSD & SP	Report going to next available SMT		Reduce the voids times within some schemes

Action	Lead and partners	Start	Finish	Result
The sheltered housing review could also involve some work if schemes are to be adapted to extra care schemes . Need to take into account schemes that are already in place across the county so that the geographical split is correct.	SP, DC leads			Better coverage across the county, allowing more choice for service users
Investigate the need for additional housing with care schemes	SMT, ASSD & SP	In progress		Meeting gaps in provision compared with the population of very elderly people

### Home Improvement Agencies

- Very important service for older and disabled people, helping them to live safely and comfortably in their own homes, also unlike many SP services this covers all tenures
- Countywide coverage but the range of service provided, particularly handyman services, is uneven. This is partly affected by overlap with voluntary agencies and uneven pattern of funding from other agencies e.g. ASSD and health
- Pattern of administration affected by previous restriction on creation of new HIAs
- KEY SERVICE GAPS Model for all services, and greater rationalisation of services and funding at a district level

Action	Lead and partners	Start	Finish	Result
<b>Short Term</b>				
Mapping of all existing HIA services	SP & HIA Mangers	Ongoing		A clear understanding of the services available in the parts of the county. This is being collated from the full service reviews for all the HIAs. The review findings will then feed into a strategic review of the HIA service across the county.



Action	Lead and partners	Start	Finish	Result
HIA report on developing a handyperson service across the county to go to CSG using the agreed additional funding, to plug the current gaps across the county	SP, HIA Managers & DC leads	CSG 18.9.07		Will ensure that the additional funding is spent in the best way across the county, to provide a core handyperson service across the county. Plugging the gaps where there is no service at the moment. Delivery plans requested from HIAs to demonstrate what additional outcomes would be achieved by the funding.
<b>Long Term</b>				
Consider the merits of establishing a standard county wide service working to a core specification	SP, HIA managers and DC leads	Oct 08		Consistent service to all areas of the county.

## Community alarms

- Important preventative and reassurance service for older and vulnerable people
  - Tenants payments for alarms are subsidised by HB, owner occupiers on similar incomes pay in full
  - Value of services could be increased by more flexible services with links to assistive technology e.g. POPPs prompt service via NCAS
  - Multiplicity of providers
  - Strategic review to start in mid 2008
- KEY SERVICE GAPS Model for service delivery with increased capacity for links with assistive technology

Action	Lead and partners	Start	Finish	Result
Strategic review will take place to look at all alarm providers.	SP, providers and DC leads	July 08	Tbc	To establish that we are getting value for money from the current alarm providers, and that the service provided is of a consistent quality

## Cross Authority Access to Services and Local Connections

Cross Authority services provide services for people coming from both the area they are in, and from other areas outside (in Norfolk's case) the county. The term does not apply to service users moving between district council areas or housing sub regions. All domestic violence services are designated as "cross authority" and the Government must be consulted if any of them are to be closed. No other services in Norfolk have been designated as "cross authority".

Information from Client Record Forms, which are completed when a service user first receives a service, show that more people move from Norfolk to receive services elsewhere than people from elsewhere move to receive services in Norfolk. Women do move across district boundaries to access domestic violence refuges. From time to time there are difficulties with the capacity of these services to meet demand. Proposals for new or improved refuges in Norwich Breckland Broadland and North Norfolk should reduce these capacity issues.

The Government's grant conditions do not allow Supporting People services which apply local connections policies so in practice where people need to move to receive services they are able to do so. However in 2006 Communities and Local Government also issued 'Getting Connected' which gave guidance on the circumstances in which single homeless people, without a firm connection to the authority in which they were residing, could be supported to move back to an authority with which they have a connection.

The Supporting People Eastern Regional Group (SPERG), which is a regular meeting of representatives of every Supporting Team in the East of England, has agreed to prepare a Regional Supporting People Strategy by the end of 2007 and this will include cross authority issues.

## **HOW THE SUPPORTING PEOPLE PROGRAMME IN NORFOLK IS MANAGED**

### **The role of the Commissioning Body**

The Commissioning Body is the inter agency group of senior officers which has over arching responsibility for strategic oversight of the Supporting People programme, including the Supporting People Programme and Administration Grants, the review process, commissioning and decommissioning services, strategic planning and the administration of the programme.

The Norfolk Supporting People Commissioning Body comprises senior officer representatives from the Administering Authority, the seven District Councils, the Primary Care Trust, the Probation Service, the Youth Offender Team and the Drugs and Alcohol Programme.

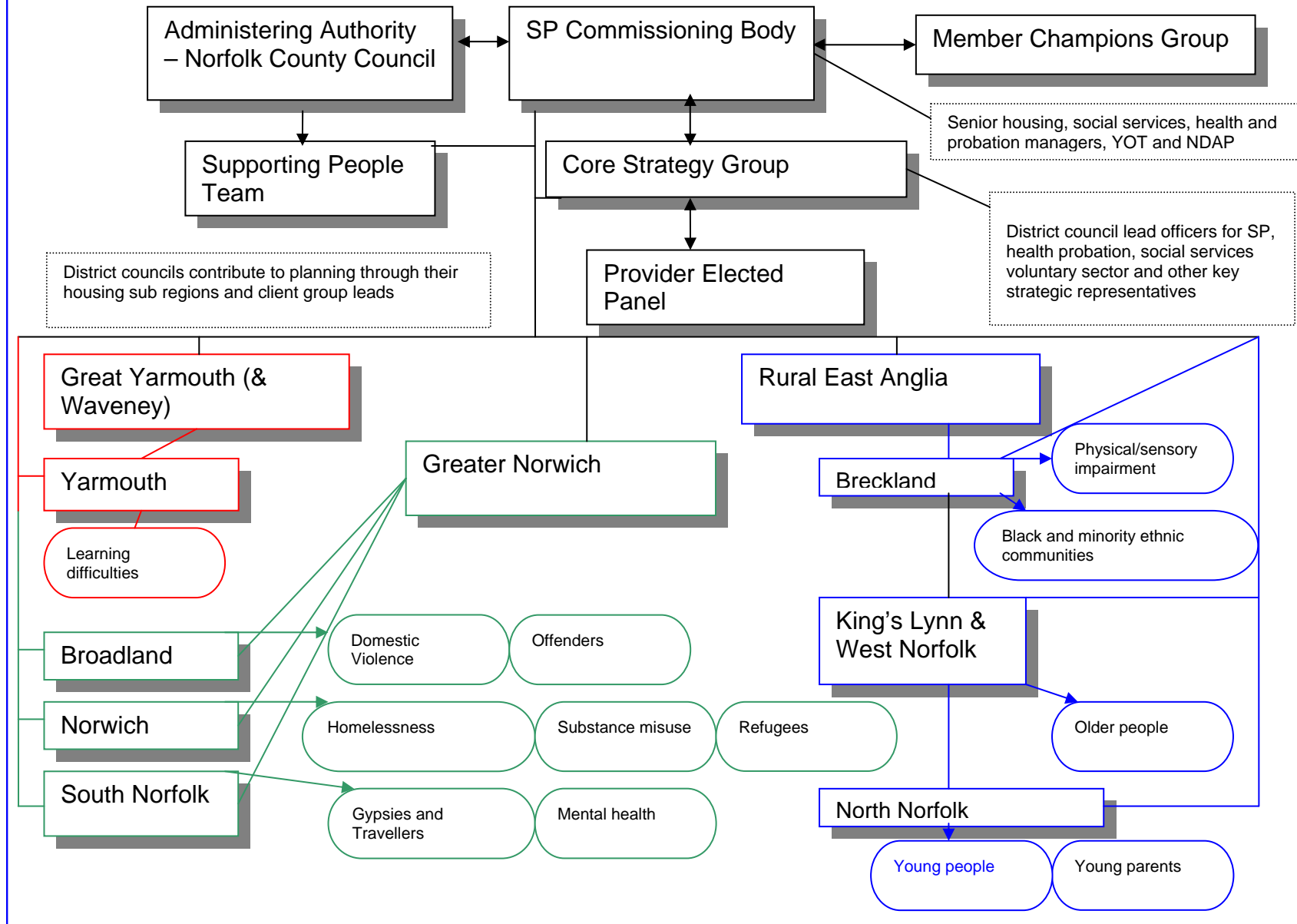
### **The role of the Member Champions Group**

This group comprises elected members from each local authority, Probation Board members and PCT board representatives. The group champions the Supporting People programme within their organisation, and advises on the political dimensions of the programme.

### **The role of the Core Strategy Group**

The Core Strategy Group is made up of planning and strategic officers from the Administering Authority, the seven housing authorities, probation, health, key agencies such as the Drugs Intervention Programme and Teenage Pregnancy Strategic Unit and the chair and two representatives of the Provider Elected Panel (see below). It is responsible for undertaking detailed policy and analytical work identified as needed to develop and implement the Supporting People programme. Each district council also takes a lead in joint planning for one or more client groups, as shown in the diagram below.

## Norfolk Supporting People – Planning and Governance



**The role of the Provider Elected Panel**

The Provider Elected Panel includes representatives of voluntary sector and Registered Social Landlords providing services to every client group covered by the Supporting People Programme, and is currently chaired by the Chief Executive of Space East. The PEP provides a two way means of communication by which providers can raise issues of concern with the Supporting People Team, and the Team can consult on emerging proposals before they are fully formulated.

**The Administering Authority**

The Administering Authority is Norfolk County Council which provides the legal and administrative base for the Supporting People programme, including employing the Supporting People Team and entering into contracts with providers on behalf of the Commissioning Body.

**The Supporting People Team**

The Supporting People Team is based at the County Council and carries out the day to day work of the programme, including developing and monitoring the Supporting People Strategy, monitoring contracts, paying providers, reviewing services and providing information to Communities and Local Government.

**Statement of Local Charging Policy**

Under the Supporting People programme, service users are expected to pay for the services they receive BOTH if they have the means to do so, AND if they are in long term services - these are services where users are expected to receive services for more than two years. The ability to pay is linked to entitlement to Housing Benefit (HB). Long term services are those where users are expected to receive services for more than two years.

The charges are paid to the provider of the services. The amount of charge is specified in the block subsidy contract between the Supporting People programme and the provider.

In more detail, the system is as follows. The Norfolk policy on charging for Supporting People services follows Government advice and is linked with the Fairer Charging system operated for Social Services clients. The two main points are that:

- People on Housing Benefit, or who are assessed as not needing to pay under the Fairer Charging rules, are exempted from paying charges
- People using services which are intended to be short term (that is less than 2 years in duration) are exempt from paying charges

In practice this means that the main groups who may pay charges are tenants of sheltered housing schemes and some tenants of housing schemes for people with a physical or learning disability or mental illness.

**Those tenants not in receipt of HB may choose to complete a Fairer Charging form, assisted where necessary by support workers. This is analysed by the Supporting People team and the outcome is notified to the service user and provider.**

Providers inform us when there are changes of tenancy. In order to establish the liability of the new tenant to pay charges, we need to check whether they are entitled to Housing Benefit, and their permission is needed to do this and the information must be checked with Housing Benefit.

All tenants who wish to claim subsidy must complete a consent form which enables SP to check their HB entitlement with the appropriate HB office.

It should be noted that if an individual is in a service defined as short term for more than two years, charges are not automatically imposed at the end of two years. It is the service which is designated short term, and it is accepted that there may be cases where services are required for a long period.

The Supporting People Team works closely with District Council Housing Benefit teams to verify service users' Housing Benefit status, with the permission of service users, and without compromising their rights under the Data Protection Act.

If a service user disputes any decision under the charging rules, and the complaint cannot be resolved by negotiation, it is referred to the Norfolk Social Services statutory complaints procedure.

## Glossary of Terms Used

ASSD	Adult Social Services Department
BME	Black or Minority Ethnic Group
CAT	Community and Assessment Team (North Norfolk)
CLG	Communities and Local Government, the Government Department responsible for the Supporting People Programme, formerly the Office of the Deputy Prime Minister
CB	Commissioning Body; meeting of senior housing social services health and probation officers which has overall responsibility for the direction of the Supporting People programme in Norfolk
CDRP	Crime and Disorder Reduction Partnership
CSG	Core Strategy Group; meeting of Supporting People lead officers in the district councils, members of Supporting People Team, and representatives of health and probation, to manage the Supporting People programme
CSR	Comprehensive Spending Review, an overarching review of Government spending for three years, usually rolled forward every two years
DAAT	Drug and Alcohol Action Team
DCLG	Department of Communities and Local Government, the Government department which has responsibility for Supporting People and other housing and local government functions
DIP	Drug Intervention Programme
DfES	Department for Education & Skills
DoH	Department of Health
DTTO	Drug Treatment and Testing Order
DV	Domestic Violence
EERA	East of England Regional Assembly
Fairer Charging	Department of Health advice on the criteria for who should be charged for Social Service and Supporting People services
Floating Support	Support provided to people in their own homes by mobile support workers – including outreach and resettlement. The use of the word “floating” indicates that the service can move to other users when it is no longer needed by the initial user, or move to other locations with the user

General social care	Accompanying people on holiday Accompanying people on social activities Accompanying people on routine appointments e.g. hospital visits Carrying out domestic tasks Help with carrying out day to day tasks e.g. laundry Supervision of people
GYROS	Great Yarmouth Refugee Outreach Service
GNHP	Great Norwich Housing Partnership, comprising Broadland Council , Norwich City Council and South Norfolk Council
GO EAST	Government Office for the East of England
HEART	Housing, Employment and Rural Training
HIA	Home Improvement Agency
HMP	Her Majesty's Prison
IB	Individual Budgets - funding to enable vulnerable people with care needs to choose and purchase the services which they feel will assist them best
JIP	Joint Investment Plans – multi-agency plans required by the Department of Health for some client groups
JSNA	Joint Strategic Needs Assessment, a health and social services assessment of needs
KLWN	Borough of Kings Lynn and West Norfolk
LAA	Local Area Agreement, a multi agency strategy for public services in Norfolk
LIST	Local Implementation and Support Team (West Norfolk)
LPH	Little Plumstead Hospital
LSP	Local Strategic Partnership, local partnerships of statutory and voluntary organisations to promote well being of the area
LSVT	Large Scale Voluntary Transfer – term used for housing associations whose housing stock was transferred from a local authority
NAHP	National Affordable Housing Programme - the investment programme of the Housing Corporation
NASS	National Asylum Support Service
NCODP	Norfolk Coalition of Disabled People
NDAP	Norfolk Drug and Alcohol Programme
NHF	National Housing Federation
NHS	National Health Service



NOAF	Norfolk Offenders Accommodation Forum
NOMS	National Offender Management Service, the merger of the Prison Service and Probation
NORCAS	Norfolk Community Alcohol Services
NSF	National Service Framework, advice from the Department of Health on policies for particular groups of health service users
NYOT	Norfolk Youth Offending Team
MIND	National Association for Mental Health (voluntary organisation)
PAG	Probation Accommodation Grant
PCT	Primary Care Trust
QAF	Quality Assessment Framework
REAP	Rural East Anglia Sub-regional housing strategy area, comprising Breckland, Kings Lynn and West Norfolk and North Norfolk
RSL	Registered Social Landlord, a technical term for housing associations
SIO	
SMB	Senior Management Board for Offender services
SP	Supporting People
SPERG	Supporting People Eastern Regional Group - meetings of lead SP officers in the Eastern Region
SP Team	Full time team based at Vantage House in Norwich which is responsible for the day to day operation of the Supporting People programme
SPLS	Supporting People Local System, computer information system which in Norfolk has been purchased from computer software firm Swift/Anite
SPINTLS	Supporting People Interim Local System, ODPM computer system for managing Supporting People data and finance
THB	Transitional Housing Benefit, a payment linked to Housing Benefit to pay for Support Services to the recipient. Ceased at the end of March 2003
TPU	Teenage Pregnancy Unit
Very Sheltered Housing	Sheltered housing specially designed for frail older people, with 24 hour care available. Also known as housing with care and extra care sheltered housing
YMCA	Young Men's Christian Association
YOT	Youth Offending Team, an interagency team to reduce young offending